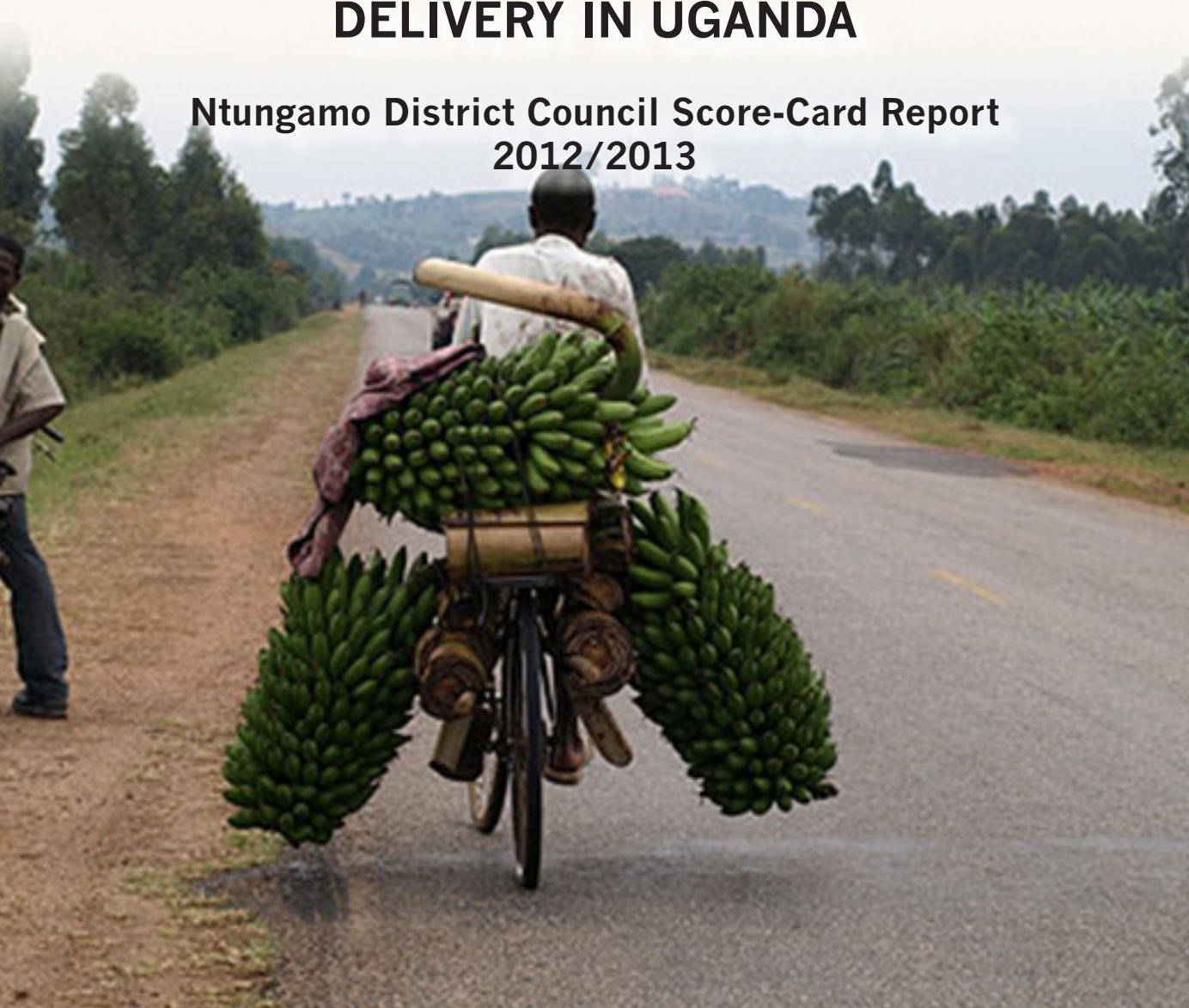




LOCAL GOVERNMENT COUNCILS' PERFORMANCE AND PUBLIC SERVICE DELIVERY IN UGANDA

**Ntungamo District Council Score-Card Report
2012/2013**



Edward F. Natamba ■ Immaculate Asiimirwe ■ Enock Nimpamya

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Cover Illustrations:

A man rides a bicycle loaded with Matooke destined for sale. This is a common sight on the streets of Ntungamo people on their bicycles with bunches of bananas heading to places where they are sold and then transported to urban markets by truck.

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LIST OF ACRONYMS

ACODE	Advocates Coalition for Development and Environment
ARISE	Appropriate Revival Initiative Strategic Empowerment
BBW	Banana Bacteria Wilt
CAO	Chief Administrative Officer
CBO	Community Based Organization
CSO	Civil Society Organization
DCC	District Contract's Committee
DDP	District Development Plan
DLB	District Land Board
DSC	District Service Commission
FAL	Functional Adult Literacy
FGD	Focus Group Discussion
FY	Financial Year
IGG	Inspector General of Government
IPFs	Indicative Planning Figures
CAIIP	Community Agricultural Infrastructure Improvement Programme
LC	Local Council
LDG	Local Development Grant
LG	Local Government
LGCS	Local Government Councils' Scorecard
LGCS	Local Government Councils' Scorecard Initiative
LGDP	Local Government Development Programme
LLG	Lower Local Government
MoLG	Ministry of Local Government
MOU	Memorandum of Understanding
MP	Member of Parliament
NAADS	National Agriculture Advisory Services
NGO	Non-Governmental Organization
NPPA	National Priority Programme Area
PAC	Public Accounts Committee
PHC	Primary Health Care
PLE	Primary Leaving Examinations

PWDs	People with Disabilities
SOWIPA	South Western Institute for Policy and Advocacy
TC	Town Council
TPC	Technical Planning Committee
UBOS	Uganda Bureau of Statistics
ULGA	Uganda Local Government Association
UNEB	Uganda National Examinations Board
UPE	Universal Primary Education
UNRA	Uganda National Roads Authority
SFG	School Facilities' Grant

ACKNOWLEDGEMENT

This scorecard was prepared as part of the Local Government Councils' Scorecard Initiative (LGCSCI). The Initiative is a partnership between the Uganda Local Government Association (ULGA) and the Advocates Coalition for Development and Environment (ACODE). The report is an output of consultations with the district political and technical leadership. We would like to acknowledge with gratitude the contribution of community members who participated in the lower local governments, as well as the sub-county leadership that was engaged through Focus Group Discussions. We appreciate the contributions of the LGCSCI project team at ACODE and the district-based researchers across the country.

At the district level, we are particularly indebted to the offices of the District Chairperson, the District Speaker, the Chief Administrative Officer and the District Clerk to Council for the support to the assessment process on which this report is based. In the same spirit, we acknowledge the cooperation of the district councilors who are the primary unit of study and analysis for the scorecard. We are grateful to Drake Rukundo for peer reviewing and Mukotani Rugyendo for technical editing of this report.

Funding for this assessment is provided by the Democratic Governance Facility (DGF). We are grateful to the DGF contributing partners, namely: the United Kingdom (UK), Denmark, Norway, Ireland, Sweden, The Netherlands, Austria and the European Union (EU).

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. We have taken due care to ensure that where such information exists, it is presented as accurately as possible. However, we take responsibility for any errors or omissions.

EXECUTIVE SUMMARY

This is a fourth report for Ntungamo District Local Government for the Local Government Councils' Scorecard Initiative. The scorecard assessed the performance the Local Government Council, the 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 (Cap 243). The scorecard is intended to build the capacities of leaders to deliver on their mandates and empower citizens to demand for accountability from elected leaders. The objective of this report is to provide information and analysis based on the assessment conducted during Financial Year (FY) 2012/13. The assessment reviewed documents on planning and budgeting, service delivery monitoring, and Ntungamo District Local Government performance reports. In addition, a review of minutes of sectoral committees and council sittings was undertaken to inform the report about the performance of the business of council, the chairperson and individual councilors. Face-to-face interviews with the targeted community leaders, key informant interviews at service delivery points, and focus group discussions (FGDs) further enriched the fact-finding and assessment process.

Ntungamo District was found to be heavily dependent on central government transfers that account for over 96 per cent of district revenue. Locally-generated revenue and donor contributions were projected to be 2 per cent each. During FY 2012/13 the district had a total budget of Ushs. 28,954,850,000= but only Shs.26, 978,613,030= was realised. This was due to reductions in the Central Government transfers to the district and funding by major development partners.

Overall staffing levels in the health sector have not significantly changed with filled positions between 65% and 70% in the entire district. Under the water and sanitation sector, the water coverage level was at 62% while the functionality of water sources was at 82%. Pit latrine coverage was at 91.6%. In the agriculture sector, the Ntungamo District has at least 78 extension workers and 28 demonstration sites per sub-county.

For the FY 2012/13, 26 districts were assessed. In Ntungamo District, the assessment covered 33¹ councilors of whom 13 are female while the rest are male. In terms of scorecard performance, the District Council scored a total of 69 out of 100 possible points. The District Chairperson scored 74 out of

1 Councilor Ismail Kahangirwe died this Financial Year and therefore reduced the number of councilors from 34 in 2011/12 to 33 in 2012/13.

100 points. The District Speaker scored 75 out of 100 possible points. The best male councilor was Hon. Cosmas Kakuru with 85 out of 100 points allotted for all the assessed parameters, while the best female councilor was Hon. Hajat Shakira Karyaija with 81 points. Overall, the best performed parameter was legislative role where, on average, councilors scored 18 out of 20 possible points. The worst performed parameter was monitoring service delivery on national priority programme areas (NPPAs) where, on average, councilors scored 22 out of 45 possible points.

The major service delivery challenges in Ntungamo District included the following: corruption among civil servants, most especially in works; rate of turnover of chief administrative officers (CAOs); inadequate staffing; limited facilitation for supervision and monitoring; limited participation in sub-county council meetings; failure to follow up on service delivery concerns raised in monitoring reports; and, budget cuts by central government.

A number of recommendations with regard to: resolving conflict and promoting teamwork; sharing of monitoring reports; management of contracts: conflict of interest in award of contracts: citizen engagement: and, funding for and follow-up by councilors: are made to strengthen the capacity of the district to improve service delivery and accountability to citizens.

1. BACKGROUND

1.1 Introduction

This is a scorecard assessment report for Ntungamo District Local Government for the Financial Year (FY) 2012/2013. The district is being assessed for the fourth time under the Uganda Local Government Councils' Scorecard Initiative (LGCSCI), a project being implemented by ACODE in partnership with ULGA. LGCSCI is a long-term initiative with the goal of strengthening citizens' demand for good governance and effectiveness in the delivery of public services as well as boosting the professionalization and performance of local government councilors. The initiative was launched in 2009, with the assessment covering 10 district councils. The second assessment for the Financial Year 2009/10 was conducted in 20 districts. The third and the fourth assessments for financial years 2011/12 and 2012/13 respectively covered 26 districts including Ntungamo.

Using the scorecard, we seek to improve the performance of these 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 scorecard are widely disseminated at national, district and sub-county 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 the community.

This is the fourth scorecard performance assessment report for Ntungamo District Local Government and it covers findings concerning government programme implementation during FY 2012/13. This FY is the second of the district local council's five-year term (2011 – 2016) and is still therefore a basis for subsequent comparative analyses on the performance of the district's political leadership.

This report is presented in four sections. The first section describes the budget architecture and the state of service delivery in the district. The second section presents the district's performance, while the third section delves deeper into

the factors affecting the performance of Ntungamo District Local Government. The last section represents the conclusion and recommendations.

1.2 District Profile

Demarcated and inaugurated in 1993,² Ntungamo District is endowed with a number of crops which include: bananas, millet, cassava, sweet potatoes, onions, pineapples, and coffee, among others. The district is basically agro-based, with heavy reliance on subsistence agriculture. Economic emphasis is put on coffee growing, livestock rearing and banana (matooke) production. Most of the income for people of Ntungamo is, small-scale manufacturing, selling of agricultural products, public and private sector employment, among others. The district is located in South-Western Uganda.

The district shares borders with Kabale District in the South-West, Mitooma and Sheema³ districts in the West, Rukungiri District in the North-West, Mbarara and Isingiro districts in the North, Mbarara District in the East and the Republics of Tanzania and Rwanda in the South-East.

Currently, Ntungamo District Local Government comprises three counties: Ruhaama, Kajara and Rushenyi; one municipal council, Ntungamo, with three municipal divisions of Western, Eastern and Central; three town councils: Kitwe, Rubaare and Rwashamire; fifteen sub-counties including Ntungamo, Ruhaama, Nyakyera, Rweikiniro, Itojo, Rubaare, Rugarama, Kayonza, Ngoma, Bwongyera, Ihunga, Nyabihoko, Rukoni East, Rukoni West⁴ and Kibatsi; and three town boards: Kagamba, Nyamunuka, Rwamabondo. It has a total of 21 wards, 94 parishes and 973 villages. The administration headquarter is located in Ntungamo Municipality 340 kms from Uganda's capital city, Kampala.

Table 1: Demographic characteristics of Ntungamo District Local Government

Factor	Ntungamo	National
Total Population	491,200	34.5 million
Female	268,700	
Male	222,500	
Population density	179 persons/km	124 persons/km
Population Growth Rate	2.19%	3.3%
Urbanization Level	16,082	12%
Infant population below 1 year		
Population under 5 years		

² The district was originally part of Mbarara district and lately of Bushenyi district.

³ Mitooma and Sheema are new districts carved out of Bushenyi which was formerly neighbouring Ntungamo District in the west.

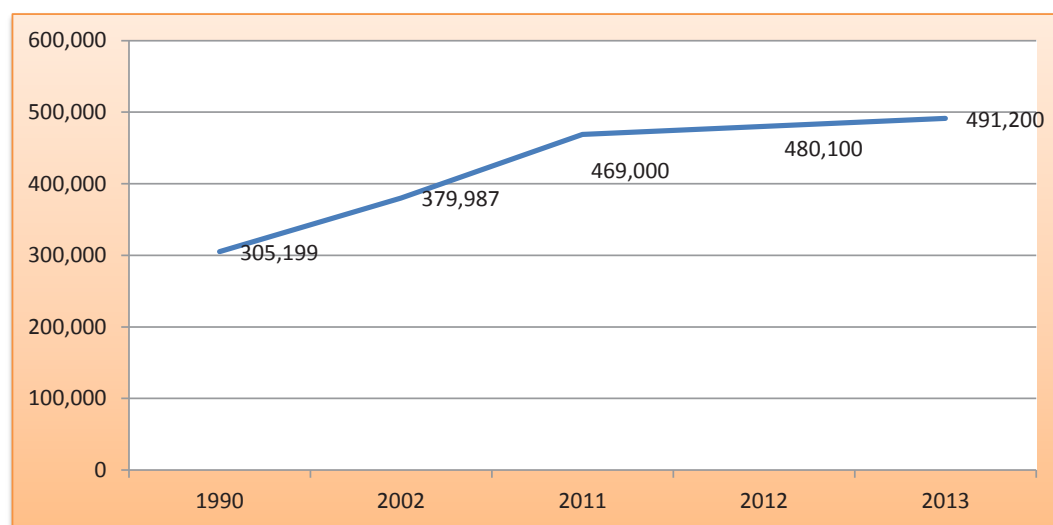
⁴ The greater Rukoni Sub-county in Ruhaama County was divided into Rukoni East and Rukoni West during the 2009/10 financial year.

Children of primary school age(6-12 yrs)		
Population under 18 years	56%	56%
Household size	4.9%	4.7%
Maternal mortality rate		350/100,000
Total fertility rate		6.5%
HIV/AIDS prevalence rate	2.4%	6.4%
Under-five mortality		135/1000
Infant mortality rate		76/1000

Source: Ntungamo District Five Year Development Plan 2010/11 – 2014/15

The 2013 population projections estimated the total population of Ntungamo District to be 491,200 persons, of whom 268,700 are female and 222,500 male. However, Ntungamo District has over the years also received a high number of foreigners from the neighbouring countries of Rwanda and Tanzania, which has made the district overpopulated -- forcing the natives to shift to other regions due to lack of enough land for cultivation.

Figure 1: Ntungamo District Population Trends since 1990



Source: UBOS Abstract 2012

1.3 District Leadership

Ntungamo District, like other districts in Uganda, is headed by the Chairperson LC V who heads the political wing but works hand-in-hand with the technical wing comprising public officers that is headed by the Chief Administration Officer (CAO) to provide services in the district.

This scorecard focuses on the political leadership because the technical staff is assessed by the Ministry of Local Government annually and, therefore, the former have not been assessed. As a result since 2009, ACODE in partnership with ULGA have focused on assessing the performance of political leaders on their roles and responsibilities to improve service delivery not only at the district level but in Uganda as a whole.

1.3.1 Political leadership

District councilors are mandated to represent and provide services to the citizens. Ntungamo District Council is headed by Chairman Denis S.T.K. Singahakye who is supported by 33 elected councilors, including the District Council Speaker. At parliamentary level, the district is represented by four Members of Parliament as indicated in Table 2.

Table 2: Political leadership of Ntungamo District Local Government

Designation	Name
Chairperson	Hon. Denis S.T.K. Singahakye
District Vice Chairperson	Hon. Sam Mugabi
District Speaker	Hon. Dan Nabimanya
Members of Parliament	Hon. Janet Kataha Museveni - Ruhaama
	Hon. Mwesigwa Rukutana - Rushenyi
	Hon. Steven Tashobya - Kajara
	Hon. Yonah Musinguzi - Ntungamo Municipality
	Hon. Naomi Kabasharira - Woman MP
Resident District Commissioner	Mr. Rwakifari Peter Kibondo
D/RDCs	Ms. Jackline Mbabazi

Source: Ntungamo District Council Minutes (FY2012/2013).

1.3.2 Technical leadership

The technical arm of the district is headed by the Chief Administrative Officer whose main role is to implement lawful decisions taken by the District Council. Table 3 shows the technical leadership of the district, specifically the heads of department.

Table 3: Ntungamo District Leadership

Designation	Name
Chief Administrative Officer	Ms. Adongo Roseline Luhoni
D/CAOs	Mr. John Katotoroma
Ass. CAO	Mr. Federis Kiiza
Chief Finance Officer	Mr. Albert Mugabe

District Engineer	Mr. Deogratius Mutabazi
District Health Officer	Dr. Richard Bakamuturaki
District Planner	Mr. Didas Mukuru
District Community Development Officer	Mr. John Turyatamba
District Education Officer	Mr. Charles Bakeine
District Production Officer	Dr. Benard Niwagaba
District NAADS Coordinator	Mr. Moses Sabiiti
District Environment and Natural Resource Officer	Ms. Dinnah Tumwebaze

Source: Ntungamo District Council Minutes (2012/13)

Ntungamo District Council is the supreme political organ and is headed by the LCV Chairman who is supported by an executive of four members selected from the elected councilors.

The district council comprises four sectoral committees as shown in Table 4. These committees plan and undertake monitoring of the performance of the government's priority programme areas on behalf of the council.

Table 4: Secretaries of Council Sectoral Committees

Sectoral Committee	Secretary	Constituency
Production and marketing	Mugabi Sam Karugaba	Ntungamo Sub County
Finance, planning and human resource management	Shakillah K.Mbabazi	Ruhaama/ Rweikiniro
Works & Social services	Elijah Atuhare	Rugarama
Education & Health	Jennifer Kabeije	Female Youth Councilor

Source: Ntungamo District Council Minutes (2012-2013)

1.4 Methodology

The process of conducting the assessment used a variety of methods consistent with the goals and the theory of change⁵ of the scorecard. The following approaches were used in the process.

1.4.1 The Scorecard

The scorecard is premised on a set of parameters which assess the extent to which local government council organs and councilors perform their responsibilities.⁶ These parameters are based on the responsibilities of the local government councils. The organs assessed include: the district council, district chairperson, district speaker and the individual councilors. The parameter assessed include: legislation, contact with the electorate, planning

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

6 See Third Schedule of the Local Governments Act, Section 8.

and budgeting, participation in lower local governments and monitoring service delivery.⁷

The scorecard is reviewed and ratified annually by internal and external teams. The internal team comprises ACODE researchers and local partners. The Expert Task Group, which is the external team, comprises individual experts and professionals from local governments, the public sector, civil society and the academia.

1.4.2 Scorecard Administration

Before commencement of the assessment exercise, an inception meeting was organized on 10 April 2013 for councilors, technical staff, and selected participants from civil society and the general public. This meeting was designed as a training workshop on the purpose of the score-card, nature of assessment, and to orient councilors for the assessment.

- a) **Literature Review.** The assessment involved comprehensive review of documents and reports on Ntungamo District Local Government. Box 1 shows the different categories of documents and reports reviewed.

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

Planning Documents

- Ntungamo District Development Plan (DDP) 2011/12-2015/16
- Ntungamo District Local Revenue Enhancement Plan (2011-2016)
- Ntungamo District Local Government Approved Capacity Building Plan 2011/12 – 2015/16.

Budgeting Documents

- Budget Framework Paper for FY 2012/13
- Budget Framework Paper for FY 2012/13
- Approved District Budget for FY 2012/13

Service Delivery Monitoring

- Annual Report of the Auditor General for the year ended 30th June 2011

Reports

- Quarterly Monitoring Reports for FY 2012/13
- NAADS Monitoring Reports for FY 2012/13
- Committee Monitoring Reports for FY 2012/13
- Ntungamo District Local Public Accounts Committee Report; Auditor General's Report on Ntungamo Local Government Financial Statements for the year ended June 30, 2012, Nov 17, 2012.
- Ntungamo District Local Government, Department of Health Services, Staff List by Facility Report as at 30th April 2013.
- State of the District Report 2013.

⁷ See, Tumushabe, G., et.al., (2012). Strengthening the Local Government System to Improve Public Service Delivery Accountability and Governance ACODE Policy Research Series, No. 53, 2012. Kampala.

- b) **Key Informant Interviews.** Key informants were purposively selected for the interviews owing to their centrality and role in service delivery in the district. Interviews were conducted with the district technical and political leaders. The interviews focused on the state of services, level of funding, and their individual contribution to service delivery in the district. For the political leaders, these interviews are the first point of contact with the researchers and they generate assessment values that feed into the score-card. They also offer an opportunity for civic education on roles and responsibilities of political leaders. Interviews with the technical leaders provide an independent voice and an opportunity to verify information.
- c) **Focus Group Discussions (FGDs).** Focus Group Discussions (FGDs) are conducted based on the criteria set in the scorecard FGD guide. A total of 35 FGDs were organized in 17 sub-counties in the district. FGDs were platforms for civic education and empowerment about the roles of councilors and other political leaders. They were mainly organized to enable voters verify information provided by their respective councilors. A total of 387 people, of whom 42 per cent of these were women while the rest were men, participated in the FGDs.
- d) **Visits to Service Delivery Units.** Field visits to service delivery units (SDUs) were undertaken by the research team in each sub-county. The visits were made to primary schools, health centres, water source points, demonstration sites, FAL centres and roads. Field visits were mainly observatory and, where possible, interviews were conducted with the personnel at the SDUs. These visits were also meant to verify the accuracy of the information provided by the political leaders.

1.4.3 Data Management and Analysis

The data collected during the assessment was both qualitative and quantitative. Qualitative data was categorized thematically for purposes of content analysis. Thematic categorization helped in the identification of the salient issues in service delivery. Quantitative data was generated through assigning values based on individual performance on given indicators. These data were used to generate frequency and correlation matrices that helped in making inferences and drawing conclusions on individual and general performance.

2. BUDGET PERFORMANCE AND THE STATUS OF SERVICE DELIVERY IN NTUNGAMO DISTRICT

The primary function of local governments is to provide decentralized services to citizens. According to the Local Government Act Sec. 77, local governments are mandated to formulate, approve and execute their budgets and plans. Under decentralization, several functions such as annual planning and budgeting were devolved to LGs. This section presents information on the district budget performance and the state of services delivery.

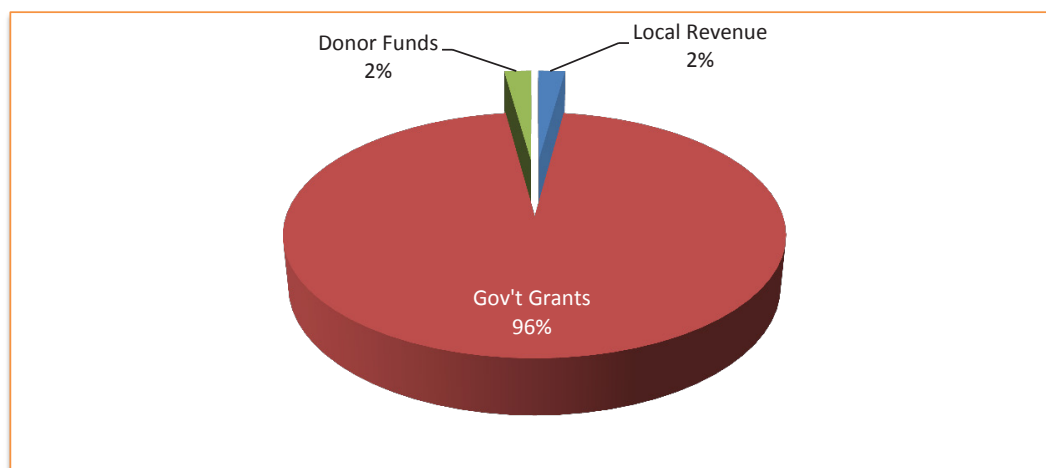
2.1 District Budget Performance

2.1.1 District Resource Envelope

A resource envelope is the amount of money available to the LG for a given financial year. During the year under review, Ntungamo District Local Government was heavily dependent on central government transfers which accounted for over 96 per cent of district's revenue. Locally-generated revenue and donor contributions were 2 per cent.⁸ The resource envelope for Ntungamo District was projected to be UGX 27.3 billion for FY 2012/13. However, the budget outturn was one billion less than the projected revenue. Figure 2 shows the percentage share of major revenue sources for Ntungamo District Budget for FY 2012/13.

⁸ Compared to FY 2011/12, Ntungamo District Local Revenue increased by one per cent.

Figure 3: Composition of the Resource Envelope for Ntungamo District

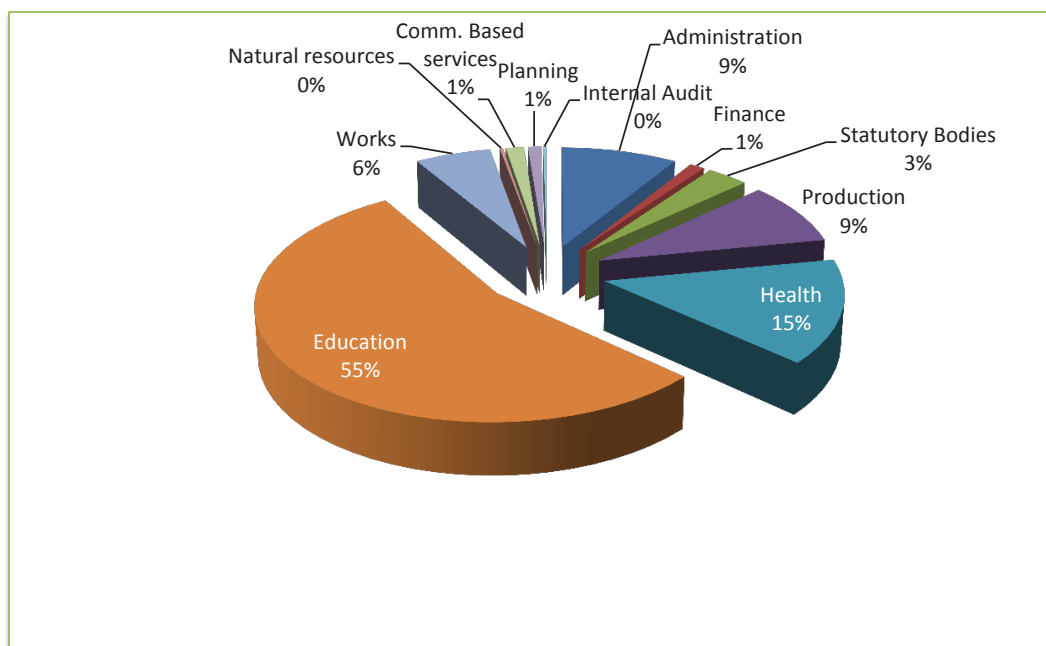


Source: Ntungamo District Final accounts 2012/13

2.1.2 Sectoral Budget Allocations

During financial year 2012/13, the Education Sector was increased and it took the highest share (55 per cent) of the budget. Health care took the second largest share of the budget at 15 per cent, followed by Production which received 9 per cent. Natural resources received zero per cent of the budget, which perhaps explains why councilors performed poorly in this area as there were no government programmes for them to monitor. The low funding allocation also explains the high levels of disinterest and low awareness of issues regarding environmental protection and regulated use of natural resources. The Administration Sector received 9 per cent, Works 6 per cent, and Planning and Finance was allocated one per cent each, while the council body had only 3 per cent. Figure 4 shows the Sectoral allocations of the budget for the year 2012/13.

Figure 4: Sectoral budget allocations for the various sectors financial year 2012/13



Source: Ntungamo District Local Government, Final Accounts for FY 2012/13.

From the figure above, it is evident that some sectors that are equally important in the district have not been priority. For example, internal audit continues to get the lowest share yet it is a function that is responsible for ensuring that there is effective utilization of resources and value for money. For this reason, it is of essence that Ntungamo District develops viable revenue enhancement strategies aimed at mobilizing local revenues in order to meet its goals and achieve its mission

2.2 Status of Service Delivery

Basic public services such as education, health, roads and agricultural advice are essential to the local and national economies. The measure of the performance of local governments largely depends on how well these basic services are delivered to the citizenry. A review of selected service delivery indicators for Ntungamo District shows that despite advances made in various areas, the quality of service provision remains below target levels as shown in Table 5.

Table 5: Service Delivery Indicators in Ntungamo District (2012/13)

Sector	Indicators	National standard/ NDP target	Level of achievement 2011/12	District Target 2012/13	Level of achievement 2012/13
Education –Primary Education	Children of primary school-going age (6-12 yrs)	-		-	
	Enrolment	-	99,115	120,000	110,018
	Pupil-Classroom Ratio (PCR)	55:1	68.1%	1:50	1:55
	Pupil-Teacher Ratio (PTR)	55:1	55.1%	1:50	1:55
	Pupil-to-Desk Ratio (PDR)	3:1		1:3	1:5
	PLE Performance (%)	-	14%	20%	14% Div I: 14% Div II: 53% Div III: 16% Div IV: 7%
Health Care services	ANC 4th Visit	60%	33.7%	36.7%	33.7%
	Deliveries in Health Centres	35%	45.9%	33.3%	45.9%
	Total beds	-	303	266	303
	Access to Maternity services	-		100%	100%
	MMR	-	13/100,000	11/100,000	12/100,000
	IMR	-			
	Staffing Levels	-	579	No target	64%
Road Sub-sector	Km of roads under routine maintenance	-		135.3 kms	135.3 kms
	Km of roads rehabilitated	-		16.8 kms	16.8 kms
	Km of roads under periodic maintenance			-	-
	Proportion of roads in good condition			562	244.8
	Construction of bridges	-		17	17
	Opening up new community roads	-		12	12
Water and Sanitation	Water coverage		62%	72%	72%
	Number of boreholes sunk			-	-
	Number of boreholes rehabilitated	-		10	10
	Functionality of water sources	80%	75%	90%	82%
	Proportion of the population within 1km of an improved water source			72%	72%
	Pit latrine coverage	90%	94%	95%	91.6%
Agriculture	Number of extension workers per sub-county	-		No target	78
	Number of service points	-		105	105
	Number of demonstration farms	-	2,450		3,238
	Technical back-up visits	-		21	21
	Technical back-up visits	-	-		
FAL	Number of instructors		366	-	120
	Number of participants		2591	No target	720
	Number of service centres	-	242	No target	60
	Level of coverage	-	Not Known	No target	Not Known

Environment and Natural Resources	Staffing Level	-	72%	No target	72%
	Conduct Environmental monitoring and assessment	-			
	Production and update District State of the Environment Report (DSOER)	-	No Report		No Report
	District Environment Action Plan	-	Available		Available
	Preparation of District Wetland Ordinance	-	Not seen		Not seen
	Monitor wetland systems in the district	-	No evidence	No evidence	No evidence
	Establishment of Agro-forestry nurseries		Few sub counties	In every sub county	Few sub counties
	District Wetland Action Plan	-			Not done
	Ordinance on Environmental Conservation			No target	Nothing done

Source: Ntungamo DDP 2011-2016; FAL Monitoring Report 2012/13; District Health Staff inventory (December 2011); Ntungamo District HMIS Report 2012; Ntungamo District Baseline for 2012/13 ASHR; Population and Housing Census (2002)

2.2.1 Primary Education Services

Education is important for socio-economic transformation because it provides the means through which skills are imparted and attitudes and practices altered. It is therefore a critical vehicle for skilling the population. On the other hand, primary education is part of what is referred to as basic education and is often used as an indicator of literacy. Universal Primary Education (UPE) schools which offer education to most children remains poor. Key primary education indicators can be described as abysmal; enrolment was at about 60 per cent, and a gap of 136 teachers and 1,403 classrooms persisted at current enrolment.⁹ Primary education was faced by several challenges, including poor remuneration of teachers and failure by up to 10 per cent of the primary teachers in the district to access the payroll.¹⁰ Challenges facing primary education in Ntungamo District included, among others:

a. Absenteeism of teachers in some UPE schools. In the government-aided schools, the level of teacher absenteeism was alarming. For example, during one of the visits by researchers to Iterero and Kyamutera primary schools in Iterero Parish, Bwongyera Sub-county, only 9 teachers out of 15 were present. This finding was further reinforced upon meeting local citizens during the focus group discussion conducted in Katojo Village Cell who emphasized that this had led to a lot of redundancy of students in most schools in the district.

⁹ See, Ntungamo District Development Plan (2010/11 -2014/15)

¹⁰ Ibid

b. Inadequate and poor school facilities. Findings from the fourth assessment revealed that the majority of UPE schools were in poor state,¹¹ with dilapidated class-room blocks that have not been renovated while others had neither classroom nor toilets. It was also discovered that in some sub-counties where the ruling party has little support, provision of services was inadequate. For example, this was raised in the focus group discussion that was conducted at Kihumuro Cell, Kibaruko Parish in Kibatsi Sub-county where a school had taken a decade without putting any new structure or the old ones getting renovated as indicated in Figure 5.

Figure 5: Dilapidated structures of Kizara Primary School in Ruhaama Sub-County and a Teacher's house on the right



Source: ACODE Digital Library, 2013

2.2.2 Functional Adult Literacy

FAL is intended to basic education skills to poor and vulnerable people who did not get formal education to enable them participate more effectively in economic development processes at the community level. This is a programme designed under the Ministry of Gender and Social Development and implemented at the district level. The course content comprises Numeracy, reading, writing and provision of basic knowledge. FAL was currently implemented in all the sub-counties in Ntungamo District. Despite the high level of enrolment of participants and increased number of instructors and service centres, the programme was constrained by inadequate funding and high dropout rates of trainers and learners, especially men. The high dropout rate of trained instructors was usually attributed to the little pay of Shs. 10,000 per quarter. The instructors also decried the lack of instructional materials. There was limited follow-up of the participants who had graduated

¹¹ A total of 107 schools were visited during the second assessment.

from the FAL classes to assess the quality of knowledge acquired and how they applied it practically.

However, findings from the FGDs showed that in most sub-counties FAL had totally collapsed and the council had not taken initiative to deliberate on such issues throughout the financial year under review.

2.2.3 Health

The district has a total of 42 health units, of which 40 are government aided and two are affiliated to NGOs.¹² The health sector in Ntungamo District is still riddled with numerous challenges. After four years of the annual scorecard assessment, the research team still encountered the problem of health workers closing early, most especially at HC IIs in a number of sub counties.¹³ For example, during the field visits the research team found Rwanda HC II, Kyafola HC II and Kiyooro HC11 closed by 2:00pm, while others were open but without staff. Similarly, the problem of inadequate staffing and equipment remained apparent in the district.

National health statistics for Ntungamo District provide an insight into the state of health services in the area. A critical analysis of these statistics shows that though the numbers of health facilities have been increasing over years, the sector still manifested poor infrastructure, low staffing and lack of drugs.

Focus group discussion testimonies highlighted a number of challenges, ranging from inadequate staff to drug stockouts as detailed below.

- i) **Inadequate staff and absenteeism.** At the highest level, out of the three HC IVs, two did not have any doctor while some HC IIIs were without midwives.¹⁴ The situation at HC11s was far from acceptable with the majority of health centres falling far below par with only two or three out of the required five health workers. In fact, at Rwanda HC 11, the research team found one staff at the premises. In addition to poor staffing, there was also shortage of drugs and sources of light. In Kitwe HC IV, for example, there was a theatre without electricity, which rendered the theatre totally useless for purposes of effective service delivery. In Rubaare HC IV, the theatre was non-functional due to the absence of a professional anaesthetist, which made rendered the facility unfit to conduct operations.¹⁵ Unbelievably, while Rwashamaire HC IV had both

12 Out of 42 health units, one is referral hospital, 3 HCIVs, 11 HCIIIs and 27 are HCIIIs

13 The research team visited over 25 health centres around the district.

14 During the field visits, the research team established that Ngoma HC111 and Nyakyera HCIII did not have any midwives. In fact, during one of our visits, we came across a pregnant woman who delivered with the help of her mother-in-law who had come to take care of her – in the absence of a midwife.

15 The theatre was opened five years ago but has never been put to use due to staffing shortages.

a theatre and electricity, there was no doctor which, again, rendered another theatre in the district totally useless.

- ii) **Drug stock-outs.** This was a problem in all health centres in the district which meant that minor ailments that could easily be treated are left to cause larger health problems than necessary. Although malaria was one of the most prevalent illnesses in the district, the health of the community members was compromised due to the lack of anti-malarial drugs.¹⁶ Related to this, the problem of overcrowding in almost all health centres created a huge burden for medical facilities and staff.
- iii) **Demotivated health workers.** In most health centres we visited during verification, workers complained of poor pay, delayed salaries, lack of accommodation, poor working conditions, among others. In Rwashamaire HC IV pregnant mothers needed to pay some money (usually 5,000/=) in order to access services that were ordinarily supposed to be free of charge.
- iv) **Poor sanitation facilities.** Sanitation was found wanting in most health centres especially HCIIIs and HCIIIs. With such challenges and the severity of their implications notwithstanding, there was no indication that the district council addressed itself to this critical issue.
- v) **Non-functional Ambulances.** It was also found out that none of the ambulances at all health center IIIs was functional. This had not been discussed in the council too.

Figure 6: One of the Non-functional Ambulances at Rugaraama HC III in Rugaraama S/ County. On the right is the alternative used in some areas in the district



Source: ACODE Digital Library, September 2013

¹⁶ The fact that drugs are delivered on a quarterly basis does not reassure the public as drugs normally last only two weeks. This is partly due to individuals accumulating personal stocks in anticipation of ailments.

2.2.4 Agriculture

Agriculture remains the livelihood mainstay of the majority of the population in Ntungamo District with almost 97 per cent are engaged in it. However, the district still employs traditional methods of agriculture and not much has been produced for sale, except bananas and milk. Main crops grown in the district include bananas, millet, cassava, beans, onions, pineapples, coffee. The National Agriculture Advisory Services (NAADS program, under which government supports agriculture through increasing the efficiency and effectiveness of extension services. The programme has evolved to include the distribution of agricultural technologies to farmers; and in the last four years has expanded to cover all the 17 sub-counties in Ntungamo District. Trainings extended to farmers under NAADS has enabled them take up improved farming methods which has improved yields in some areas. However, to a large extent, NAADS has not achieved its objective of enhancing rural livelihoods by increasing agricultural productivity and productivity in a sustainable manner due to a number of challenges as here below:

- I. **Politicization of the programme.** In most communities where FGDs Where conducted, it was reported that the NAADS programme was mainly benefiting political leaders or their relatives, supporters of NRM party, the rich and well-established farmers. The selection criteria of NAADS beneficiaries were not line with the legal Guidelines as a pattern seemed to be emerging whereby class of rich farmers benefited to the disadvantage of ordinary farmers in the communities.¹⁷
- II. **Corruption and poor quality products.** Findings from our fieldwork revealed that the majority of the farmers complained about the poor quality of NAADS supplies ranging from seeds to farm implements. For example, the majority of the farmers visited in Rukoni West and Itojo sub-counties complained about the quality of goats were poor and measures used to apportion beans were not commensurate with the asking price which was high.¹⁸

17 During one of the FGDs held in Bwongyera Sub-county, the respondents complained and alluded to the fact that the area councilor was not only the distributor but also a beneficiary of NAADS supplies.

18 The goats were not only small but the asking price was put between 100,000/= to 180,000/= as compared to local rates of between 50,000/= to 100,000/=.

Figure 7: Only such old demonstration farmers could be traced



Source: ACODE Digital Library, September 2013

2.2.5 Roads Subsector

The state of the district road network during the financial year under assessment was not any different from the previous year, 2011/2012.¹⁹ In terms of distribution, the district is served by one main tarmac road that connects it to the districts of Mbarara, Rukungiri and Kabale. Most of the road network (220 km of trunk roads and 734 km of rural district/feeder roads) in the district is gravel. The periodic maintenance of these feeder roads remains a challenge since they tend to become impassable during the rainy season. For example, in Kibaruko Parish, Kibatsi Sub-county a bridge known as Kabukyera was washed away and has not been worked on for the last three years. Delays in repairing the roads cut off some areas of the district, causing difficulties in transporting agricultural produce. This has resulted into low prices of agricultural produce, thus undermining the citizens' efforts to fight poverty.

¹⁹ See report for FY 2011/2012

Figure 8: A section of Kabukyera bridge, Kibatsi Sub-county and impassable Kishami-Igurwa road in Ruhaama Sub-county



Source: ACODE Digital Library, September 2013

2.2.6 Water and Sanitation

Ntungamo District Local Government, through the Department of Water is mandated to provide safe water and ensure provision of sanitation facilities to the population. According to the Water Department Annual Report 2011, the current safe water coverage is 72 per cent. The district has piped water in semi-urban areas and other sources in rural areas. Major types of water sources in the district include: boreholes, shallow wells, protected springs, water harvesting tanks, gravity flow scheme (GFS) taps and piped water. However, accessibility of water sources was highlighted as a major challenge in some sub-counties as people had to travel long distances. In addition, some of the water sources like boreholes and protected springs were not functioning and needed rehabilitation. Worse still, people living in trading centres reported cases of buying water at a high price and some taps being owned by individuals, which rendered them inaccessible to the communities.

Figure 9: Some of the water sources used by citizens in Igurwa and Iterero parishes



Source: ACODE Digital Library, September 2013

2.2.7 Environment and Natural Resources

Buliisa District is endowed with a variety of natural resources such as the Budongo and Masege Central Forest Reserves, Murchison Falls National Park, Bugungu Game Reserve, the beautiful scenery of the Rift Valley escarpments and the Rift Valley floor, Lake Albert and wetlands that form a rich eco-system. The recent discovery of oil and gas of commercial quantities has added to the list of natural resources the district is endowed with. During the year under review, the district Natural Resources Department was headed by the District Natural Resources Officer who was in Acting capacity, the District Forest Officer and the District Fisheries Officer who also doubled as the Environmental Officer.

Figure 10: Kyamwasha and Kakingora wetlands in Rukoni West and Ntungamo sub-counties that are being encroached upon



Source: ACODE Digital Library, September 2013

Other major challenges were mainly: inadequate funds for planned activities; lack of understanding by all stakeholders of the need for sustainable environmental management; political interference in the management of gazetted areas; and, encroachment of wetlands. With all the above-mentioned challenges, issues concerning the environment and natural resource in the district did not take any precedence in the district council's debates during the year under review. The council also did not pass any environment or wetland ordinance to conserve its natural resources or even suggesting options for restoration of depleted parts of the protected wetlands and forests, considering that the people depend on rain fed agriculture for sustainable development.

Despite many complaints recorded from the community during the validation exercise regarding health (staffing and absenteeism), education (quality and infrastructure), agriculture (few people benefiting from NAADS and expensive inputs), water (low functionality), and environment (high prevalence of wetland reclamation and burning of hills), our scrutiny of the Minutes of Council indicated such issues were never given priority.

3. THE SCORECARD: FINDINGS AND INTERPRETATION

The scorecard is premised on a set of parameters which guide the assessment of the extent to which local government council organs and councilors perform their responsibilities.²⁰ The parameters in the scorecard 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.²¹

During this research, a number of challenges were registered, key among which were negative response from some of the political leaders, poor record keeping especially at sub-county level, access to official documents, among others.

3.1 Performance of the District Council

The Local Government Council is the highest authority within a local government with political, legislative, administrative and executive powers.²² The scorecard for the council is derived from the functions of the local government councils as stipulated under the Local Government Act. The assessment of the local government councils is aimed at establishing the extent to which a council uses its political, legislative, administrative and planning powers to address the

20 See Third Schedule of the Local Governments Act, Section 8.

21 See, Tumushabe, G., (2012). Strengthening the Local Government System to Improve Public Service Delivery Accountability and Governance. ACODE Policy Research Series, No. 53, 2012. Kampala.

22 According to the Local Government Act, a district council is composed of a district chairperson, one councilor directly elected to represent an electoral area, two councilors, one of whom shall be a female youth, representing the youths in the district, two councilors with disabilities, one of whom shall be female, women councilors forming one third of the council, two elderly persons, a male and a female, above the age of 60. During council sittings, the law provides for a member of parliament attending meetings of the local council in his/her constituency.

issues that affect this electorate. The council is the platform where councilors can raise issues affecting their electorate and ensure that appropriate plans are put in place and the fiscal and other assets of the local government channeled towards addressing those issues. Table 6 shows the details of the council performance on each assessed parameter.

Table 6: Performance of Ntungamo District Council in FY 2012/13

Performance Indicators Year	Actual Score	Maximum Scores	Remarks
1. LEGISLATIVE ROLE	16	25	
Adopted model rules of Procedure with/without debate (amendments)	2	2	Adopted model rules of procedure and they have been enforced and adhered to. As a member of ULGA, the district had paid 2.5m/- as subscription but did not take any actions on resolutions made by ULGA. DEC sat more than 10 times. All standing committees had more than 4 meetings. 6 business committee meetings were conducted. The council had passed motions on Education policy and Banana Bacterial Wilt (BBW). The district has all legislative resources like the Library, clerk to council's office, district council chambers and councilors lounge. Councilors did not have a focused Inter-District visit but hosted Budaka District
Membership to ULGA	1	2	
Functionality of the Committees of Council	3	3	
Lawful Motions passed by the council	2	3	
Ordinances passed by the council	1	3	
Conflict Resolution Initiatives	1	1	
Public Hearings	0	2	
Evidence of legislative resources	4	4	
Petitions	1	2	
Capacity building initiatives	1	3	
2. ACCOUNTABILITY TO CITIZENS	17	25	
Fiscal Accountability	4	4	There is adherence to the work plans although this is hindered by delay of funds. Council reviews PAC reports quarterly. Local revenue is shared with LLG; District takes 35%, LLGs take 65% of which 25% goes to LC1s and 5% to LC2s. Citizens are provided space to observe council proceedings. Council debated on corruption scandals most especially in the roads sector and actions taken. There was no evidence of public display of the client charter.
Political Accountability	4	8	
Administrative Accountability	7	8	
Involvement of CSOs, CBOs, Citizens private sector, professionals, and other non-state actors in service delivery	2	2	
Commitment to principles of accountability and transparency	0	3	
3. PLANNING & BUDGETING	16	20	
Existence of Plans, Vision and Mission Statement	5	5	Approved DDP, CBP, REP and workplan, revenue enhancement Plan were available. The vision and mission statements are available and displayed. The budget was approved on the 27th Aug 2012, Although the local revenue for the district increased by 1%, there is still no ordinance in place on local government financial autonomy.
Approval of the District Budget	4	4	
Local Revenue	7	11	
4. MONITORING SERVICE DELIVERY ON NPPAs	20	30	

Education	2	5	A substantial level of monitoring was done for all the sectors. However, sometimes the various standing committees could not carry out the monitoring exercise as per the work plans due to lack of funds. However, there is still need for improvement on this parameter since its key to service delivery
Health	3	5	
Water and Sanitation	3	4	
Roads	3	4	
Agriculture and Extension	3	4	
Functional adult Literacy	3	4	
Environment and Natural Resources	3	4	
TOTAL	69	100	

Ntungamo District Council scored a total of 69 out of 100 possible points. The best performed parameter was planning and budgeting (16 out of 20) while the least marks obtained were in the council's role of monitoring service delivery (20 out of 30). A comparison of all district councils' performance in the 25 districts is presented in Annex 1.

3.2 District Chairperson

The Chairperson of Ntungamo District Local Government during the financial year under review was Mr. Denis S.T.K. Singahakye has served Ntungamo District in various political positions for the last 15 years. He was first elected district councilor for Ihunga Sub-county after the creation of the district. In 2006, he was elected as the district speaker. At the time of assessment, he was serving as the second chairperson in the district since its inception in 1993, replacing Mr. John Wicliffe Karazarwe.²³ Following the 2011 Local Government Council Elections At the time of this assessment, Mr. Singahakye was serving his second year of his five-year term of office. Table 7 provides details of his performance in the assessed parameters.

Table 7: Chairperson's Scorecard in FY2012/13

Name	Denis STK Singahakye		
District	Ntungamo		
Political Party	NRM		
Gender	Male		
Number of Terms	1		
Total Score	74		
ASSESSMENT PARAMETER	Actual Score	Maximum Score	Comments

²³ Mr. John Wicliffe Karazarwe had served Ntungamo District as the chairman since its inception from 1993 to 2010.

1. POLITICAL LEADERSHIP	19	(20)	<p>The chairperson presided over DEC meetings. Presented a report on state of the district on 13/03/2013. He also made sure that the DSC is operational.</p> <p>The chairperson also had correspondences with the central government eg on recruitment of staff in health centres</p>
Presiding over meetings of Executive Committee	3	3	
Monitoring and administration	5	5	
Report made to council on the state of affairs of the district	2	2	
Overseeing performance of civil servants	4	4	
Overseeing the functioning of the DSC and other statutory boards/committees(land board, PAC,)	1	2	
Engagement with central government and national institutions	4	4	
2. LEGISLATIVE ROLE	11	(15)	<p>The chairman presented a number of bills to council, e.g on BBW and corruption</p>
Regular attendance of council sessions	2	2	
Motions presented by the Executive	4	6	
Bills presented by the Executive	5	7	
3. CONTACT WITH ELECTORATE	10	(10)	<p>The chairperson had held community meetings with electorate in most sub-counties and gave feedback through radio talk show every month.</p>
Programme of meetings with Electorate	5	5	
Handling of issues raised and feedback to the electorate	5	5	
4. INITIATION AND PARTICIPATION IN PROJECTS IN ELECTORAL AREA	8	(10)	<p>He had initiated projects in Ntungamo and Itojo sub-counties.</p> <p>Made a number of contributions both in cash and by giving materials. Signed MoUs between the district and two NGOs (Star South West & Living Water Int.)</p>
Projects initiated	3	3	
Contributions to communal Projects/activities	2	2	
Linking the community to Development Partners/NGOs	5	5	
5. MONITORING SERVICE DELIVERY ON NATIONAL PRIORITY PROGRAMME AREAS	26	(45)	<p>The chairperson reported to have carried out monitoring of government programs but few reports were presented to the team for evidence to that effect compared to what he monitored.</p> <p>Most issues were recorded in his diary which was stolen.</p>
Monitored Agricultural services	4	7	
Monitored Health Service delivery	3	7	
Monitored schools in every sub-county	5	7	
Monitored road works in the district	7	7	
Monitored water sources in every sub-county	2	7	
Monitored functional Adult literacy session	2	5	
Monitored Environment and Natural Resources protection	3	5	
TOTAL	74	100	Improved Performance

A summary comparing the performance of all district chairpersons is presented in Annex 2.

3.3 District Speaker

The Speaker was assessed on his performance of presiding over and preservation of order in council, contact with the electorate, participation in lower local government and service delivery on National Priority Programme Areas. The speaker's performance is summarized in the Table 8.

Table 8: Speaker's Performance in FY 2012/13

Name	Dan Nabimanya	Level of Education	Degree	
District	Ntungamo	Gender	Male	
Constituency	Rukoni West / Kitwe T/Council	No. of Terms	1	
Political Party	NRM	Total Score	75	
ASSESSMENT PARAMETER		Actual Score	Maximum Score	
1. PRESIDING AND PRESERVATION OF ORDER IN COUNCIL		20	(25)	
Chairing lawful council/ meetings		3	3	Chaired 5 council sittings and delegated to the deputy on 27th/06/2013.
Rules of procedure		9	9	
Business Committee		3	3	
Records book with Issues/ petitions presented to the office		2	2	The speaker made sure that Rules of Procedure were in place, enforced and also had a record of petitions presented to his office. No evidence of written paper to guide council or committees. He did it verbally
Record of motions/bills presented in council		3	3	
Provided special skills/knowledge to the Council or committees.		0	5	
2. CONTACT WITH ELECTORATE		18	(20)	
Meetings with Electorate		9	11	There was evidence of meetings held with the electorate, e.g. in Kyentama, Kitwe & Kyabwato parishes.
Office or coordinating centre in the constituency		9	9	
3. PARTICIPATION IN LOWER LOCAL GOVERNMENT		10	(10)	
Attendance in sub-county Council sessions		10	10	The speaker attended all sub-county council sessions.
4. MONITORING SERVICE DELIVERY ON NATIONAL PRIORITY PROGRAMME AREAS		27	(45)	
Monitoring Health Service delivery		7	7	The speaker had visited most of the service delivery units in Kitwe Town Council but he did not produce enough monitoring reports for evidence.
Monitoring Education services		1	7	
Monitoring Agricultural projects		5	7	
Monitoring Water service		5	7	
Monitoring Road works		5	7	
Monitoring Functional Adult Literacy		0	5	
Monitoring Environment and Natural Resources		4	5	
TOTAL		75	100	

Hon. Nabimanya scored 75 out of 100 possible points. The major contributory factor to the score was the fact that speaker concentrated more on his roles in council where he garnered 20 out of 25 and had attended all lower local government meetings where he scored 10 out of 10 points; and also conducted

community meetings.²⁴ On top of chairing six mandatory council sessions, the speaker went ahead to delegate to his deputy which reflected well on his ability as a political leader. A comparison of all district speakers' performance in the 26 districts is presented in Annex 3.

3.4 District Councilors

District councils are vested with wide-ranging powers and responsibilities as stipulated in the Local Government Act. The performance of a district council, therefore, may as well be directly related to the quality and performance of the individual 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. Ntungamo District Local Government Council had a total of 32 councilors²⁵ all of whom were assessed.

The best male councilor in the district was Hon. Cosmas Kakuru, representing Ruhaama Sub-county. He scored 85 out of the possible 100 points, manifesting an improvement from 79 out of the 100 possible points attained in the previous assessment. The best female councilor was Hon. Hajat Shakira Karyaija, representing Ruhaama and Rweikiniro sub-counties. She scored 81 out of the possible 100 points which was an improvement from 76 out of the 100 possible points attained in the previous assessment. Generally, there was tremendous improvement in the average performance of councilors from 53 per cent to 62 per cent, indicating a percentage change of 31 that could be attributed to: i) appreciation of their roles as councilors through the LGCSCI; and ii) improved record keeping and documentation, especially using the diaries availed to them by ACODE.

In terms of gender, the male councilors exhibited greater performance (63 per cent) than their female counterparts (62 per cent) especially in the legislative role. Overall, the best performed parameters were contact with the electorate and attendance of LLG meetings, in which they fetched an average of 9 out of the 10 possible points. The worst performed parameter was monitoring service delivery on National Priority Programme Areas (NPPAs). Table 9 provides a detailed analysis of all the assessed councilors and their performance.

24 There was evidence regarding four official meetings that had been held in places like Kyabwato, Kitwe Town Council, Kyentama, Kanonko, and Kakinga where issues on roads, health care and others were discussed on how best they can be improved.

25 This total excludes the chairperson and speaker who have been assessed separately in accordance with their unique roles and responsibilities under the LGA.

Table 9: Score-card Performance for Ntungamo District Councilors in FY 2012/13

[illegible]

										Legislative role				Contact with electorate		Participation in LLGs		Delivery on NPPA							
										Plenary	Committee	Motion	Special skill	Sub total	Meeting electorate	Subtotal	Sub county meetings	Health	Education	Agriculture	Water	Roads	FAL	ENR	Sub Total
Name	Sub-county	Party	Gender	Terms	2011/12	2012/13	% change																		
Emmanuel Binyerere	Western Division	NRM	M	1	17	60	253	8	8	0	0	16	9	6	15	10	1	5	5	1	5	1	1	1	19
Miriam Muhanguzi	Nyabihoko, Rwashamaire	NRM	F	1	29	58	100	8	8	0	0	16	6	2	8	10	7	5	1	5	5	0	1	24	
Siraje Baguma Tugume	Rweikiniro	NRM	M	1	68	58	-15	5	8	0	0	13	11	6	17	10	5	1	1	1	1	5	1	4	18
Paddy Mugyema	Ihunga	NRM	M	1	63	57	-10	8	8	0	0	16	7	5	12	10	3	5	5	1	1	3	1	19	
Patrick Rwakabare	PWD	NRM	M	1	46	56	22	8	8	0	0	16	11	2	13	0	5	1	5	4	5	3	4	27	
Gorette Maria Maguru	Bwongyera	NRM	F	3	33	54	64	8	8	5	0	21	5	5	10	2	5	0	1	5	5	0	5	21	
Bosco Tumwesigye	Central Division	NRM	M	1	35	54	54	8	8	2	0	18	4	5	9	10	5	5	1	1	4	0	1	17	
Fedson Turyatamba	Eastern Division	NRM	M	1	37	52	41	8	8	0	0	16	4	9	13	10	1	5	1	1	1	0	4	13	
Feddy Kaisho	Kayanza/Ngoma	NRM	F	2	33	51	55	8	8	0	0	16	9	9	18	0	5	5	0	5	1	0	1	17	
Deborah Kobusingye	NRM	NRM	F	1	49	51	4	5	4	2	0	11	7	6	13	10	5	1	5	1	4	0	1	17	
Benon Rutogogo	Youth	NRM	M	1	37	50	35	8	8	0	0	16	11	5	16	0	3	5	5	0	1	0	4	18	
Jenifer Kabeje	Youth	NRM	F	1	55	45	-18	8	8	0	0	16	2	9	11	0	7	5	1	0	5	0	0	18	
Peace Tusiime	Nyakyeru	NRM	F	1	41	44	7	4	4	0	0	8	7	9	16	10	1	0	1	1	5	1	1	10	
Benon Musinguzi	Bwongyera	NRM	M	1	44	41	-7	8	8	0	0	16	2	2	4	6	5	5	1	1	1	1	1	15	
Average				2	53	62	31	8	8	2	0	17	8	6	15	8	5	4	3	3	4	1	2	23	

3.5 Interpretation of Results

In totality, the council performed better than in the last financial year. Councilors perform much better if supported. For example, if more stakeholders came on board -- like ACODE and ULGA that supported councilors by providing them with monitoring diaries, in addition to trainings and assessments, we would see a very big shift in their performance. There is also need for the electorate to be empowered on their rights if they are to hold their leaders accountable.

A number of factors, both endogenous and exogenous, are in part key in influencing the performance of Ntungamo District Local Government.

3.5.1 Endogenous factors affecting performance

a) Contact with electorate

Evidence from the FGDs conducted around the 17 sub-counties in Ntungamo District revealed that although some councilors had improved in contact with electorate, a good number of them neither organized community meetings to meet with their electorate at the sub-county level nor attended the sub-county meetings. In a number of cases, citizens were often unsure of who was representing them and unable to name their local councilors. For example, in Rweikiniro Sub-county, the majority of respondents that researchers spoke to expressed ignorance regarding who their local area councilor²⁶ was, claiming that they had not seen him since the election period. Indeed, the majority of the district councilors performed poorly under the contact with the electorate parameter.

b) Poor monitoring of government projects

Whilst many councilors claimed to monitor government projects, there is still a challenge of failure to write Monitoring was in most cases associated with committee monitoring as opposed to individual monitoring, which meant that it was not being implemented as stipulated in the Local Government Act.

c) Low civic competence of councilors awareness of their job roles

Although a number of councilors in Ntungamo District demonstrated improvement on basic understanding of their job roles, the majority of them still need awareness on their roles as far as representation is concerned. However, there was a knowledge gap regarding in-depth knowledge of exactly what the constitution requires of them.²⁷ For example, in terms of the

²⁶ Electorate could easily identify only the woman councilor but not a direct elected councilor.

²⁷ For the majority of councilors that were reviewed, they argued that speaking in council is the most important, thereby disregarding the need to regularly maintain contact with their electorate as well as their attendance at sub county council meetings. In terms of monitoring, councilors only monitored sectors for which they were

legislative role, there was generally poor performance by councilors on the aspect of moving motions and bills – something that councilors claim they are not supposed to do.

d) Poor record keeping among councilors

It was apparent that most councilors do not regard record keeping as a priority since only a few had official programmes, diaries and documentation to back up the workload they claimed to have undertaken. For example, with the exception of sixteen councilors who verified their claims with evidence, the researchers were regularly advised to go to the clerk for documents to verify councilors' claims.

3.5.2 Exogenous factors affecting performance

a) Low civic awareness among community members

Findings from the research revealed that there was generally low level of awareness of councilors' roles and responsibilities among the community members. A typical example was found in Nyabihoko, Kibatsi and Kayonza sub-counties where the community had impassable roads and broken bridges but no one could know it was the role of their area councilor to lobby and have such roads fixed. Most citizens, according to the FGDs we conducted, believed or thought that it was the role of the Chairman and CAO. With such misconception of roles of politicians as different from technical staff, citizens were not able to demand for better services from their leaders.

b) High dependence on Central Government funding

Ntungamo District Local Government is highly dependent on Central Government for its budget. As discussed in Section 2 of this report, over 97 per cent of the budget revenue is raised through Central Government grants. Only 2 per cent of the budget is locally generated, an indication that with such level of dependency, the district cannot easily plan for local priorities. The unconditional grant, which is the only grant that LGs may use as part of their revenues, is mainly used to pay staff salaries. In many instances, these funds are not adequate and thus create a funding gap. This gap means that the district has to operate below the acceptable minimum personnel structures.

c) The rate of turnover of Chief Administration Officers (CAOs)

members of a committee, while relegating their individual monitoring roles.

The rate of turnover of Chief Administrative Officers was extremely high, considering that it had involved seven CAOs over the previous six years (2006/07-2012/13).²⁸

d) Remuneration for councilors

Councilors act as a link between the district and the communities at the grassroots and are tasked with a number of roles and responsibilities. That include: legislative functions and representation; contact with electorate; participation in lower local governments; and monitoring service delivery on NPPAs which are interrelated and need a lot of commitment. However, the councilors are not adequately remunerated and facilitated to execute their duties.

²⁸ From 2006/07, the following have been CAOs for Ntungamo District; Justus Byaruhanga, Andrew Mawejje, George William Omuge, Chrizestom Kayize, Nelson Kilenda, Ismal Onzu and Roseline Lohoni Adonga respectively.

4. GENERAL CONCLUSION AND RECOMMENDATIONS

4.1 Conclusion

In conclusion, our detailed analysis points to a generally negative trend of service delivery and unveils a gap between the technical implementation and the political leadership. At the national level, the increase in central government funding means that instead of strengthening local government, it is simply weakening the latter as it increases financial reliance on the central government to dictate the implementation of local service delivery projects. Though at the local government level, Ntungamo District Local Government continues to show strength to maintain its territory compared to other local governments that have fallen victim to the continued administrative engineering, the district still faces a challenge in collection of local revenue to support its autonomy. This has continuously hampered the provision of better services to citizens.

4.2 Recommendations

4.2.1 Undertake effective and periodic monitoring

There is no doubt about the positive impact that can accrue from effective political monitoring. Ntungamo District Council should make it a mandatory requirement through a resolution of council for all district councilors to produce monthly or quarterly reports of the activities undertaken in their official capacity. Consequently, this will enable all councilors to monitor services in their electoral areas and also provide timely feedback that can be regularly discussed in council to inform better decisions.

4.2.2 Advocacy for a changed Budget Architecture

For Ntungamo District Local Government to have financial autonomy; it must have a large part of its budget funded from its own local revenue. As explained in Section 2 of this report, this is still a far cry. Under the leadership of the Uganda Local Government Association, the district should work closely with other local governments to lobby to change the current provision in the law for

sources of local revenue, and desist from the tendency of high dependence on the central government.

4.2.3 Improve civic awareness - Demand accountability deficit

We noted that there are still high levels of ignorance regarding councilors' roles and responsibilities. There is therefore a knowledge gap that undermines the community members' capacity to demand for accountability. At the political leadership level there is need for continuous councilor orientation and training to remind them of their constitutional obligations. The fact that councilors associate their good performances with the number of burial ceremonies and other social functions they attend clearly shows misunderstanding of councilor roles and responsibilities and undoubtedly impacts negatively on the quality of service delivery.

4.2.4 Increase Local Revenue Sources

The central government needs to make considerable for remuneration facilitation for councilors.

4.2.5 Contact with the electorate

The fourth assessment of the performance of the political leadership in Ntungamo still revealed pitiable levels of contact between the councilors and their electorate. There is still need for councilors to schedule and organize regular meetings with their electorate in order to give them feedback on legislation and implementation of government policies and get information from them on what is happening in the electoral area. Such interface with citizens would provide a foundation for soliciting their views, concerns and perspectives on issues that affect communities.

4.2.6 Strengthening orientation and training for councilors

Orientation and training for Councilors offered to the Council by the Ministry of Local Government should be regular. Such trainings should be conducted to cover aspects like (i) the legislative roles, (ii) contact with the electorate, (iii) participation in the lower local government, (iv) monitoring service delivery on national priority programme areas, (v) rules of procedure, among others.

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Annex 1: Summary of Councils' Performance (FY 2012/13)

				Legislative Role										Accountability To Citizens					Planning & Budgeting					Monitoring NPPAs								
District	2011/12	2012/13	% change	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	
Wakiso	71	76	7	2	0	3	1	1	1	2	2	2	1	15	3	6	8	2	1	20	5	4	7	16	4	5	3	4	3	2	4	25
Gulu	82	75	-9	2	2	2	3	0	1	2	4	2	2	20	4	5	6	2	3	20	5	4	2	11	5	5	3	3	3	3	2	24
Mpigi	67	72	7	1	2	3	3	1	1	2	4	0	1	18	4	5	8	2	0	19	5	4	2	11	5	5	4	4	2	0	4	24
Amuria	76	70	-8	2	2	2	3	3	1	0	4	0	2	19	4	6	3	2	3	18	4	4	4	12	4	5	2	4	2	4	0	21
Rukungiri	69	70	1	2	2	3	2	1	1	2	3	1	2	19	4	5	7	2	0	18	5	4	2	11	5	5	3	4	3	0	2	22
Ntungamo	64	69	8	2	1	3	2	1	1	0	4	1	1	16	4	4	7	2	0	17	5	4	7	16	2	3	3	3	3	3	3	20
Nebbi	51	69	35	2	1	3	2	1	1	0	2	1	3	16	4	5	4	2	3	18	5	4	4	13	5	5	3	4	3	0	2	22
Mbale	55	68	24	2	2	3	2	0	1	0	2	2	3	17	4	7	3	2	2	18	5	4	7	16	5	3	2	2	2	0	3	17
Mukono	78	67	-14	2	1	3	1	1	1	2	2	2	3	18	3	5	3	2	2	15	5	4	6	15	3	5	4	3	1	0	3	19
Kamuli	40	67	68	1	0	2	2	0	1	0	3	1	3	13	3	4	6	2	0	15	5	3	4	12	5	5	4	4	4	3	2	27
Hoima	48	67	40	2	1	3	3	3	1	2	1	2	2	20	2	4	3	2	0	11	5	4	2	11	5	5	4	4	2	4	1	25
Jinja	44	66	50	1	2	3	1	1	1	2	3	2	3	19	4	5	7	2	1	19	5	4	4	13	2	2	2	4	2	2	1	15
Moyo	55	63	15	2	2	3	0	1	0	0	4	0	1	13	4	6	5	2	2	19	5	4	2	11	5	5	2	2	2	0	4	20
Kabarole	75	63	-16	2	0	3	3	1	1	0	2	0	2	14	3	5	6	2	0	16	5	4	4	13	3	4	2	3	3	2	3	20
Lira	49	62	27	2	1	3	3	0	0	2	2	2	3	18	3	5	6	2	0	16	5	4	7	16	0	3	0	3	3	3	0	12
Mbarara	53	62	17	1	1	3	2	0	0	0	3	0	2	12	3	3	8	2	0	16	5	4	4	13	4	4	2	2	2	4	3	21
Bududa	60	61	2	2	1	3	1	1	1	1	2	2	2	16	3	7	3	2	1	16	5	4	4	13	3	3	1	4	2	0	3	16
Nakapiripirit	56	61	9	2	2	1	1	1	0	0	1	2	3	13	4	5	2	2	3	16	5	4	4	13	3	4	1	4	4	0	3	19
Soroti	68	60	-12	2	1	3	0	0	1	0	3	2	3	15	4	5	8	2	2	21	4	3	3	10	2	2	2	2	2	2	2	14
Buliisa	57	60	5	2	2	3	3	0	1	1	2	0	1	15	3	7	3	2	0	15	5	4	4	13	4	4	3	3	3	0	0	17
Luwero	70	60	-14	2	0	3	0	0	1	0	1	2	1	10	4	4	6	2	2	18	5	4	2	11	3	3	4	3	3	2	2	21
Kanungu	67	57	-15	1	1	2	1	1	1	0	2	2	0	11	4	4	6	2	0	16	5	4	2	11	3	3	2	3	2	2	4	19
Moroto	55	56	2	2	1	3	3	1	1	1	3	0	2	17	2	6	3	2	0	13	5	4	2	11	3	1	3	2	3	2	1	15
Tororo	40	55	38	2	2	2	2	1	1	1	4	1	1	17	2	5	4	2	1	14	5	3	2	10	3	4	0	0	2	1	4	14
Agago		51		2	1	3	1	0	1	0	2	1	2	13	3	4	4	2	0	13	5	4	2	11	2	2	2	2	2	2	2	14
Amuru	30	40	33	2	2	1	0	0	1	0	2	1	1	10	3	4	3	2	1	13	4	4	9	17	0	0	0	0	0	0	0	0
Average	59	63	12	2	1	3	2	1	1	1	3	1	2	16	3	5	5	2	1	17	5	4	4	13	4	4	2	3	2	2	2	19

Annex 2: Summary of the Chairpersons’ Performance (FY 2012/13)

					Performance			Political Leadership						Legislative Role			Contact Electorate		Development Projects			Monitoring Service Delivery On NPPAs											
Name	Gender	District	Political Party	Number of Terms	2011/12	2012/13	% change	DEC	Monitoring admin	State of affairs	Oversight civil servants	Commissions/Boards	Central gov't	Sub Total	Council	Motions Executive	Bills by Executive	Subtotal		Subtotal		Projects initiated	Communal Projects	NGOs	Subtotal	Agriculture	Health	Schools	Roads	Water Sources	FAL	Environment	Sub Total
																		Meetings Electorate	Issues by electorate	Meetings Electorate	Issues by electorate												
Richard Rwabuhinga	M	Kabarole	Ind	1	80	89	11	3	5	2	3	2	4	19	2	4	5	11	5	5	10	3	2	5	10	7	7	7	7	1	3	39	
Priscovia Salaam Musumba	F	Kamuli	FDC	1		88		1	5	2	2	2	4	16	0	6	7	13	5	5	10	3	2	5	10	3	7	6	6	7	5	5	39
Martin Ojara Mapendu	M	Gulu	FDC	1	91	88	-3	3	5	2	4	2	4	20	2	4	5	11	5	5	10	3	2	5	10	5	7	5	7	5	3	5	37
Fredrick Ngobi Gume	M	Jinja	NRM	1	66	87	32	3	5	2	4	1	4	19	2	6	7	15	5	5	10	3	2	5	10	5	5	5	5	5	3	5	33
Matia Lwanga Bwanika	M	Wakiso	DP	1	70	82	21	3	5	2	4	2	4	20	2	2	3	7	5	5	10	3	2	1	6	7	7	7	5	7	1	5	39
Emmanuel Osuna	M	Tororo	NRM	2	78	82	5	3	5	2	4	2	3	19	2	4	5	11	4	5	9	3	1	5	9	5	7	5	5	5	2	5	34
John Mary Luwakanya	M	Mpigi	NRM	1	80	80	0	3	5	2	2	2	4	18	2	6	0	8	5	5	10	1	1	5	7	7	7	7	7	0	2	2	37
Charles K. Byabakama	M	Rukungiri	NRM	1	44	80	82	3	3	2	3	0	3	14	2	4	3	9	4	5	9	3	1	5	9	7	6	6	7	7	3	3	39
Francis Lukooya M.	M	Mukono	NRM	2	80	80	0	2	5	2	3	1	4	17	2	6	3	11	5	5	10	3	1	5	9	3	7	7	7	4	0	5	33
Mark Aol Musooka	M	Moroto	NRM	1	76	78	3	3	5	2	2	2	2	16	2	4	0	6	5	5	10	3	1	5	9	6	7	7	6	6	0	5	37
Anthony Omach Atube	M	Amuru	NRM	2	54	78	44	3	4	2	4	1	4	18	2	2	0	4	4	5	9	3	2	5	10	5	6	5	6	5	5	5	37
George Michael Egunyu	M	Soroti	NRM	1	82	78	-5	3	5	2	4	2	4	20	0	4	0	4	5	5	10	3	2	5	10	7	7	7	7	3	0	3	34
Francis Oluma	M	Amuria	NRM	1	74	78	5	3	5	2	3	2	4	19	2	6	3	11	5	2	7	3	1	5	9	3	7	7	7	5	0	3	32
George Tinkamanyire	M	Hoima	NRM	3	65	76	17	3	4	2	4	2	4	19	2	2	3	7	5	5	10	3	2	0	5	5	7	5	7	5	3	3	35
Alex Oremo Alot	M	Lira	UPC	1	40	76	90	3	4	2	4	2	4	19	2	6	0	8	4	5	9	3	2	5	10	6	6	6	6	6	0	0	30
Deuseddit Tumusiime	M	Mbarara	NRM	1	70	75	7	3	5	2	3	2	4	19	2	0	0	2	3	5	8	3	0	5	8	6	6	6	6	4	4	4	38
John Lorot	M	Nakapiripit	NRM	2	69	75	9	3	3	2	3	2	4	17	2	4	3	9	5	5	10	3	1	5	9	5	7	1	7	5	2	3	30
Robert Okumu	M	Nebbi	NRM	1	65	74	14	3	5	2	4	2	4	20	2	4	0	6	5	5	10	1	2	3	6	0	7	7	7	7	2	2	32
Denis Singahakye	M	Ntungamo	NRM	1	69	74	7	3	5	2	4	1	4	19	2	4	5	11	5	5	10	3	2	3	8	4	3	5	7	2	2	3	26
Bernard M. Mujasi	M	Mbale	NRM	3	70	74	6	3	3	2	4	2	3	17	2	4	3	9	4	5	9	2	1	5	8	6	3	7	3	7	0	5	31
Josephine Kasya	F	Kanungu	NRM	3	53	74	40	3	4	2	4	2	2	17	2	2	0	4	5	5	10	3	2	5	10	7	3	7	7	3	3	3	33
John Baptist Nambeshe	M	Bududa	NRM	1	62	71	16	3	5	2	4	2	4	20	2	2	3	7	5	5	10	3	2	5	10	7	3	3	3	3	2	3	24
Fred Lukumu	M	Buliisa	NRM	2	56	70	25	3	4	1	2	2	4	16	2	6	0	8	5	0	5	3	2	5	10	6	7	7	7	3	0	1	31
Abdul Nadduli	M	Luweero	NRM	3	63	69	10	3	5	2	4	2	4	20	2	2	0	4	5	5	10	3	2	0	5	5	5	5	7	5	0	3	30
Jimmy Okudi Vukoni	M	Moyo	Ind	1	52	62	19	3	5	2	4	2	4	20	2	6	0	8	5	2	7	3	1	0	4	7	2	2	6	2	2	2	23
Peter Odok W'Oceng	M	Agago	NRM	1		47	11	2	5	1	3	2	3	16	0	0	0	0	3	0	3	2	5	10	2	2	2	6	2	2	2	2	18
Average				2	67	77	19	3	5	2	3	2	4	18	2	4	2	8	5	4	9	3	2	4	9	5	6	6	6	5	2	3	33

Annex 3: Summary of District Speakers’ Performance FY 2012/13

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