



LOCAL GOVERNMENT COUNCILS' PERFORMANCE AND PUBLIC SERVICE DELIVERY IN UGANDA

Mbarara District Council Score-Card Report 2012/2013



Arthur Bainomugisha ■ Yvonne A. Kisuule ■ Gershom Matsiko ■ Rodney Kyankaaga

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The famous Mbarara Bull as a welcome symbol to Mbarara District.

CONTENTS

LIST OF TABLES AND FIGURES	I
ABBREVIATIONS	III
EXECUTIVE SUMMARY	V
1. BACKGROUND.....	1
1.1 Introduction	1
1.2 District Profile.....	1
1.3 District Leadership.....	3
1.3.1 Political leadership.....	3
1.3.2 Technical leadership.....	4
1.4. Methodology	5
1.4.1 The Scorecard	5
1.4.2 The Scorecard Administration.....	5
1.4.3 Data Management and Analysis.....	7
2. BUDGET PERFORMANCE AND THE STATUS OF SERVICE DELIVERY IN MBARARA DISTRICT	8
2.1 District Budget Performance	8
2.1.1 District Resource Envelope	8
2.1.2 Sectoral Budget Allocations.....	10
2.2 Status of Service Delivery in Mbarara District Local Government	11
2.2.1 Primary Education	13
2.2.2 Health Services	14
2.2.3 Road Network	15
2.2.4 Water and Sanitation.....	15
2.2.5 Agriculture	16
2.2.6 Functional Adult Literacy.....	18
2.2.7 Environment and Natural Resources	18
3. FINDINGS FROM THE SCORECARD PERFORMANCE	20
3.1 Assessment.....	20
3.2 Performance of the District Council.....	20
3.3 Performance of the District Chairperson.....	22
3.4 Performance of the District Speaker.....	23

3.5 Performance of District Councilors	24
4. FACTORS AFFECTING PERFORMANCE OF MBARARA DISTRICT LOCAL GOVERNMENT AND IMPLICATIONS FOR SERVICE DELIVERY	28
4.1 Internal Factors	28
4.1.1 Poor monitoring of government projects	28
4.1.2 Low levels of civic awareness among the electorate	28
4.1.3 Poor record keeping by councilors	29
4.1.4 Internal political wrangles	29
4.2 External Factors	29
4.2.1 Budget architecture: High dependence on Central Government funding	29
4.2.2 Municipality versus District	29
4.2.3 Poor facilitation of Councilors	30
4.2.4 Local Revenue Generation.....	30
5. GENERAL CONCLUSION AND RECOMMENDATIONS.....	31
5.1 Conclusion.....	31
5.2 Policy Recommendations.....	31
REFERENCES	34
ANNEXES	35
PUBLICATIONS IN THIS SERIES.....	38

LIST OF TABLES

Table1: Population Characteristics as at 2012	2
Table 2: Mbarara Technical Leadership.....	3
Table 3: Mbarara Political Leadership.....	4
Table 4: Secretaries of Council Standing Committees.....	4
Table 5: Service Delivery Indicators for Mbarara District (2012/13).....	11
Table 6: Performance for Mbarara District Council in FY2012/13	21
Table 7: Chairperson’s Scorecard	22
Table 8: Speaker’s Scorecard	23
Table 9: Performance of Mbarara District Councilors.....	26

LIST OF FIGURES

Figure 1: Mbarara District Population Projections from 2002-2013.....	3
Figure 2: Pie-chart of FGD participation by gender.....	6
Figure 3: Percentage share of major revenue sources for the Mbarara District budget for the FY 2012/2013	9
Figure 4: Composition of the resource envelope for Mbarara	10
Figure 5: Intra-sector Budget allocations for Mbarara District (2012/2013).....	11
Figure 6: Bukiro Health Centre III in Bukiro Sub-county. On the right are staff residences.....	14
Figure 7: One of the dirty water sources shared by both humans and livestock in Kashari County	16
Figure 8: Left, a matooke farmer in Rwanyamahembe Sub-county and right, some of the indigenous cows, the Ankole long horned cattle grazing in Biharwe Sub-county.....	17
Figure 9: Shows a degraded bank of River Rwizi in Nyamitanga Division	19

LIST OF ACRONYMS

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

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). This report is a product of deep and intensive consultations with the district technical and political leadership in Mbarara District and community members in selected sub-counties in the district. The research team would like to acknowledge the contributions of the LGCSCI project team at ACODE and the researchers from across the country that provided useful information and oversight in the course of producing this report. It should also be noted that the production of this report would not have been possible without the contribution of several institutions and persons. We are particularly indebted to the Mbarara District Chairperson, the District Speaker, the Chief Administrative Officer, the Clerk to the District Council and the District Councilors (who are the prime focus of this scorecard) for the support accorded during the assessment process.

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 to LGCSCI. We have taken due care to ensure that where information is available, it is presented as accurately as possible. The research team takes responsibility for any errors or omission.

EXECUTIVE SUMMARY

This is the second Local Government Scorecard assessment report for Mbarara District Local Government. Using the scorecard, ACODE assesses the performance of the District Council, the Speaker and individual Councilors who are vested with powers and responsibilities to ensure effective service delivery and good governance of the respective local governments as stipulated in the Local Governments Act. The scorecard is intended to build the capacities of local leaders to deliver on their mandates and empower citizens to demand for accountability from their elected leaders. This report provides information and analysis based on the assessment conducted during Financial Year 2012/13. 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 with the electorate further enriched the assessment process.

Mbarara District Local Government is largely dependent on Central Government transfers which account for 96% of the total budget funding; with local revenue and donor support contributing 2% each. 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, 18.2%, 58.5%, 11.65% and 5.2% of the pupils in the district passed in divisions I, II, III, and IV respectively. In the water and sanitation sector, safe water coverage level was at 62%.

During the FY 2012/13, 26 districts across the country were assessed. In Mbarara District, the assessment covered 31 councilors, of whom 14 are female while 17 are male. In terms of score-card performance, the District Council scored a total of 65 out of 100 possible points. The District Chairperson scored 75 out of 100 points. The District Speaker scored 64 out of 100 points. The total average score for councilors was 47.4 out of 100 possible points, an improvement from 40 points attained in FY 2011/12. The best male councilor was Hon. Tom Karuhanga with 64 points out of 100 points allotted for all the assessed parameters, while the best female councilors were Hon. Jennipher Tumuhairwe and Hon. Juliet Kamushana with 60 points each. 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. It should be noted that internal political wrangles; poor record keeping; poor monitoring of government projects; and, low civic awareness, contributed immensely to councilors' low level of performance. The report makes recommendations on: mandatory individual monitoring reports by Councilors; strengthening of the citizens' forums (barazas); and, the need to review the existing budget architecture, among others.

1. BACKGROUND

1.1 Introduction

During the FY 2012/2013, Mbarara District Local Government underwent a second annual assessment under the Local Government Scorecard Initiative (LGCSCI). LGCSCI is a long-term initiative of ACODE, being implemented in partnership with the Uganda Local Governments 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 improve the performance of Local Government councilors. Launched in 2009, the initiative started by conducting assessments in 10 districts. The second assessment for Financial Year 2009/10 was expanded to cover 20 districts. The third assessment for Financial Year 2011/12 was further expanded to cover 26 districts around the country, including Mbarara District.

The scorecard is the only initiative in the country that tracks the performance of the Local Government political leadership. The score-card assesses the District Council, the Chairperson, the Speaker and individual Councilors. The assessment involves interviews, focus group discussions, document review and field visits, among others. Findings from the assessment 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 organized around five sections. Section 1 focuses on the background, while Section 2 focuses on the resource envelope and the state of service delivery in Mbarara District. The scorecard findings are presented in Section 3, while factors affecting performance are presented in Section 4. Section 5 is the conclusion and policy recommendations.

1.2 District Profile

Mbarara District lies in south-western Uganda. It is bordered by Ibanda District to the north, Kiruhura District to the east, Isingiro District to the south-east,

Ntungamo District to the south-west, Sheema District to the west and Buhweju District to the Northwest. The district covers a geographical area of 1846.4 sq. km. It has a mixture of fairly rolling and sharp hills, fairly deep and shallow valleys and flat land. The soils are loamy fertile and suitable for cultivation.

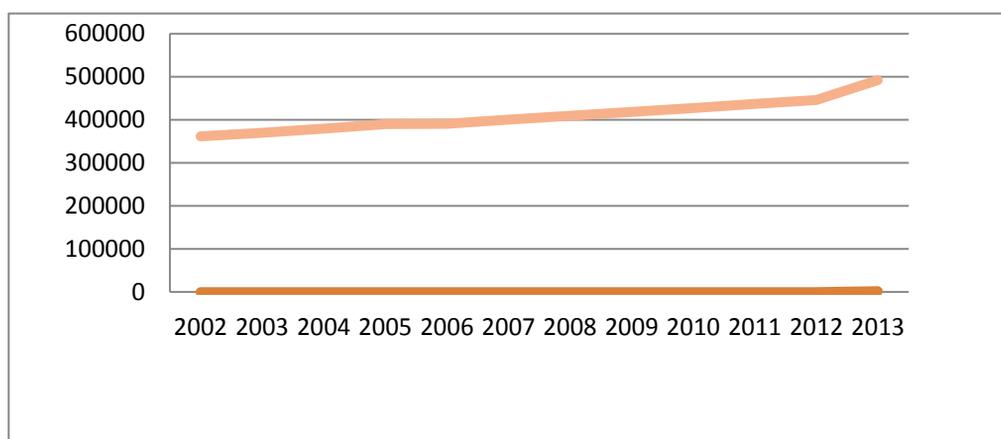
In the recent years, the district has suffered the trend of administrative engineering, where it has been sub-divided into smaller administrative units in the form of new districts. During the year under review, the Ministry of Lands, Housing and Urban Development launched a World Bank funded project that will computerize land information systems in six zonal land registry offices in Mbarara District. This development will ease land transactions and reduce fraud and conflicts in land matters in the district. Another development in the district was the commissioning of a US\$ 230bn Nile Breweries Plant, which is set to increase employment opportunities and provide market for farmers’ products. According to the 2013 population projections, the total district population stands at 454,800, with an annual population growth rate of 2.8%. Table 1 below shows key demographic indicators based on the 2002 national census.

Table1: Population Characteristics as at 2012

Indicator	Value
Urbanization rate	19.4%
Average Household Population	5.3
Under 18 years	55%
Annual population growth rate	2.8%
60 years and above	5%
Total Fertility rate	7.0%
Population size (2013 projection)	454,800
Female population	227,285
Male population	218,315
Population Rural	345,200
Population Urban	100,400
Population Density	196/sq.Km
Total Households (2002 Census)	76,106

Source: Mbarara District Local Government Population Action Plan 2011/2012-2015/16

Figure 1: Mbarara District Population Projections from 2002-2013



Source: UBOS Population Projection 2013

1.3 District Leadership

Local Governments are governed by two arms of leadership, namely: the technical arm and the political arm. LGCSCI focuses on the political leadership because the Ministry of Local Governments assesses the technical arm annually. The Political Leadership derives its mandate from the Local Governments Act Cap.243, which provides for the functions and services of local governments as well as the Local Government councils regulations in the second and third schedules respectively.

1.3.1 Technical leadership

On the technical leadership side, the district is led by a Chief Administrative Officer (CAO) who is appointed by the Central Government. The district also has various heads of department who include the Chief Financial Officer, District Education Officer, District Production Officer, District Engineer, District Health Officer, District Community Development Officer, District Planner and the District Natural Resources Officer.

Table 2: Mbarara Technical Leadership

Designation	Name
Chief Administrative Officer	Mr. David Lubuuka
District Education Officer	Mr. Edward Mbabazi
District Production Officer (Acting)	Mr. Athanusus Gumisiriza
District Engineer (Acting)	Mr. Charles Mutumba
District Health Officer	Dr. KagunaAmoti
District Community Development Officer	Mr. William Kayumba
NAADS Coordinator	Mr. Benon Musiime

District Planner	Mr. Johnson Tusimireyo
District Natural Resources Officer	Mr. Jaconius Musingwire
NAAADS Coordinator	Mr. Benon Musiime
District Planner	Mr. Johnson Tusimireyo
District Natural Resources Officer	Mr. Jaconius Musingwire

1.3.2 Political leadership

Mbarara District Local Government has 14 sub-counties and one municipal council. Mbarara Municipality has three municipal divisions of Kamukuzi, Nyamitanga and Kakoba. During the year under review, Mr. Deusdedit Tumusiime was the district chairperson, supported by 31 councilors including the District Speaker. In terms of gender, 14 of the councilors were female while 17 were male. Table 3 shows the Mbarara District political leadership during FY 2012/13.

Table 3: Mbarara Political Leadership

Designation	Name
District Chairperson	Hon. Deusdedit Tumusiime
District Vice Chairperson	Hon. Godfrey Baryomunsi
District Speaker	Hon. William Tibamanya
Members of Parliament	Hon. Medard Bitekyerezo - Mbarara Municipality
	Hon. Emma Boona - Woman Representative Mbarara District
	Hon. Vincent Mujuni Kyamadidi - Rwampara County
	Hon. Wilberforce Yaguma - Kashari County

Under the District Council, there are 5 standing committees through which the council runs the district. The secretaries of these committees are appointed by the district chairperson and approved by council. These committees are tasked with planning for the district and monitoring of government priority programme areas. The standing committees and their secretaries are as shown in Table 4.

Table 3: Secretaries of Council Standing/Sectoral Committees of Kabarole District

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

Source: Mbarara 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 change¹ 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.² 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 and budgeting, participation in lower local governments and monitoring service delivery.³

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 19 April 2013 for councilors, technical staff, selected participants from civil society and the general public. This meeting was designed as a training workshop on the purpose of the scorecard, nature of assessment, and to orient councilors for the assessment.

- a) **Literature Review.** The assessment involved comprehensive review of documents and reports on Mbarara Local Government. Box 1 shows the different categories of documents and reports reviewed.
- b) **Key Informant Interviews.** Key informants were purposively selected for the interviews based on their centrality and responsibilities in service delivery in the district. Interviews were conducted with the district technical and political leaders. The interviews focused on the state of

1 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

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

3 See, Tumushabe, Godber. 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, 2012. Kampala.

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 as they generate assessment issues that feed into the scorecard. They also offer an opportunity for civic education on the roles and responsibilities of political leaders. Interviews with the technical leaders provide an independent voice and an opportunity to verify information.

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.

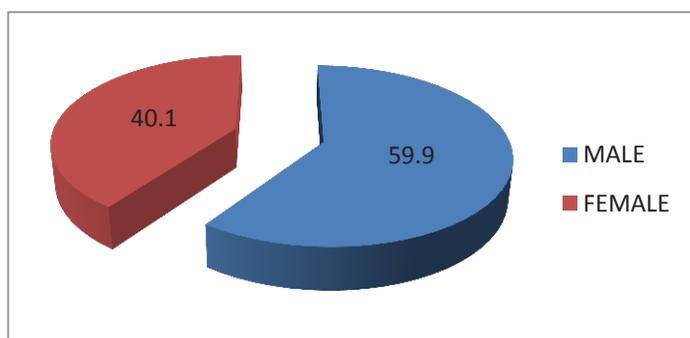
Reports

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

Council Minutes

- c) **Focus Group Discussions (FGDs).** Focus Group Discussions (FGDs) were conducted based on the criteria set in the scorecard FGD guide. A total of 34 FGDs were held in 14 sub-counties and 3 municipal divisions in the district. FGDs constitute a framework for delivering civic education and empowerment about the roles of councilors and other political leaders. FGDs were mainly organized to enable voters verify information provided by their respective councilors. All in all, 252 people, of whom 101 were women and the rest men, participated in the FGDs.

Figure 2: Pie-chart of FGD participation by gender



- d) **Visits to Service Delivery Units.** Field visits to service delivery units (SDUs) were undertaken in each sub-county by the research team. In

each sub-county, visits were made to primary schools, health centres, water source points, demonstration sites, Functional Adult Literacy (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 make inferences and draw conclusions on individual and general performance.

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

Following the formulation of the Decentralization Policy of 1997, the Local Governments Act Cap 243 established local governments as semi-autonomous bodies. The main objective of the decentralization policy was to improve service delivery at the local government level. Decentralization did not only devolve administrative power to the lower local governments, but it also transferred fiscal power. Sections 35-37 of the Local Governments Act provide for the planning authority of local governments, while section.77 provides for budgetary power. The implication of this is that the glocal overnments have the authority to plan and budget for their resources, and execute their duties as provided under the law. This section presents information on the district budget and the state of service delivery for Mbarara District Local Government with the intention of establishing a link between the resources received and the state of service delivery.

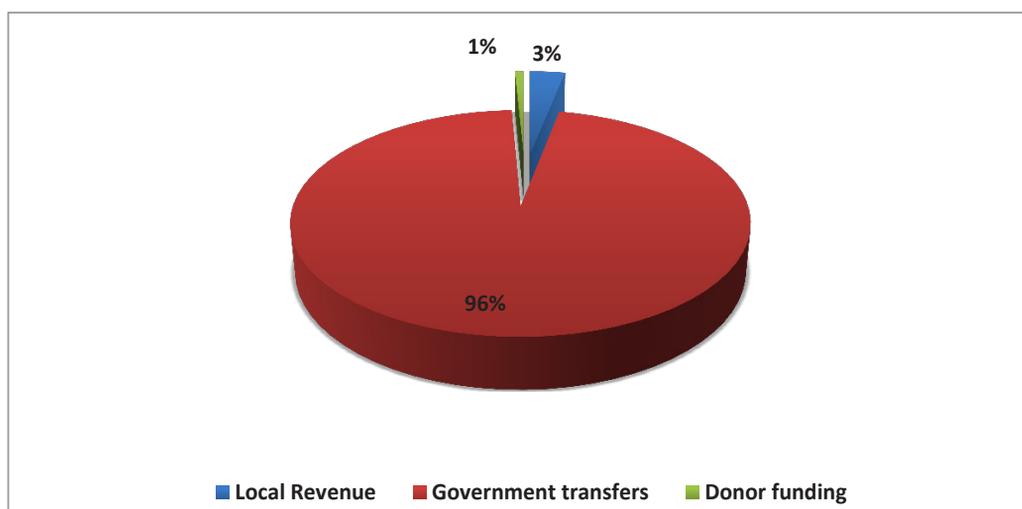
2.1 District Budget Performance

Mbarara District Local Government, like other local governments in Uganda, has had gross budgetary challenges, particularly with regard to budget financing. A time series analysis for the last two years has shown that the district relies heavily on the Central Government for most of its funding. In addition, the amount of money spent on domestic development is still meagre. Although the Ministry of Local Government has maintained an incremental budget funding policy, the amount of resources spent on domestic development remains minimal. Coupled with other factors such as late releases, Mbarara District continues to be crippled in carrying out timely and efficient resource allocation, which in turn negatively affects service delivery in the district.

2.1.1 District Resource Envelope

Based on the approved budget for FY 2012/2013, Mbarara District Local Government received UGX 25,852,615,000, of which 96% was government transfers, 3% locally-generated revenue and 1% in form of donor funding. The Local Government continues to depend heavily on Central Government, with 84.61% of the government transfers being conditional grants. Consequently, the district is left without discretionary planning and spending ability as it must follow the central government's spending guidelines. Locally-generated revenue remains low and this can be attributed to a narrow tax base, low capacity to collect taxes and poor tax administration in the district. Furthermore, the Central Government does not remit all the money as budgeted and this shortfall affects service delivery in the district.

Figure 3: Percentage share of major revenue sources for the Mbarara District budget for the FY 2012/2013

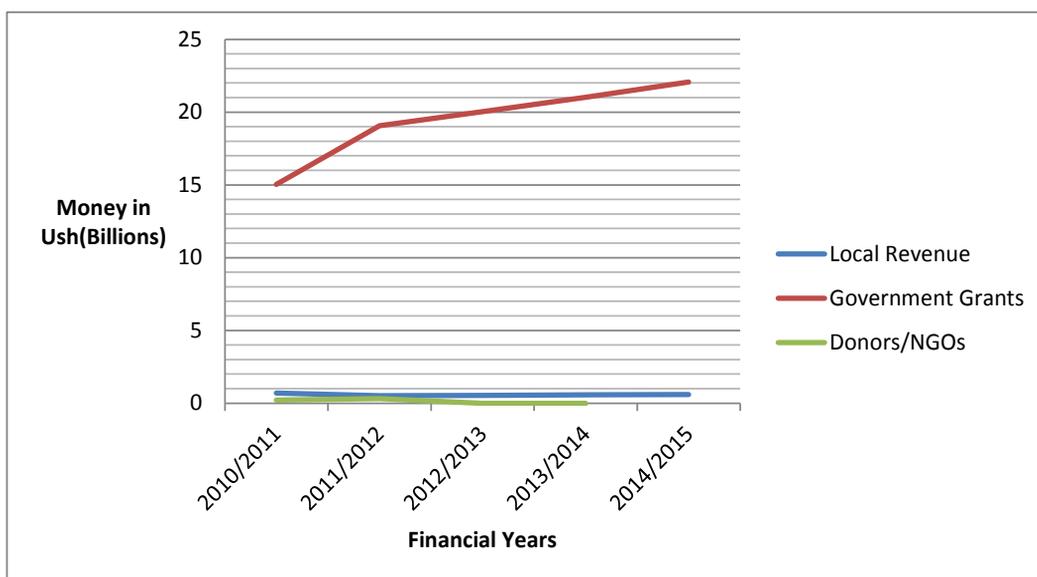


Basing on the estimate figures and projections for the next two financial years, the trend shows a picture where Central Government funds are projected to increase even further in relation to the other sources. Funding in form of local revenues still contributes minimally towards the district budget. Donor funding as an additional form of external funding remains equally insignificant with regard to the share it contributes to the overall budget. This structural outlook poses a big challenge to the district in pursuit of carrying out developmental programmes more effectively. Figure 4 shows the trend of the resource envelope.

From the graph below, it is evident that Local Government funding in form of government grants has been increasing since FY 2010/2011 and is anticipated to follow the same trend for the next two years. More sharp increases occurred

in FYs 2010/2011 and 2011/2012. The funds from local revenues and donors remain incredibly low basing on their contribution to the total budget and projections.

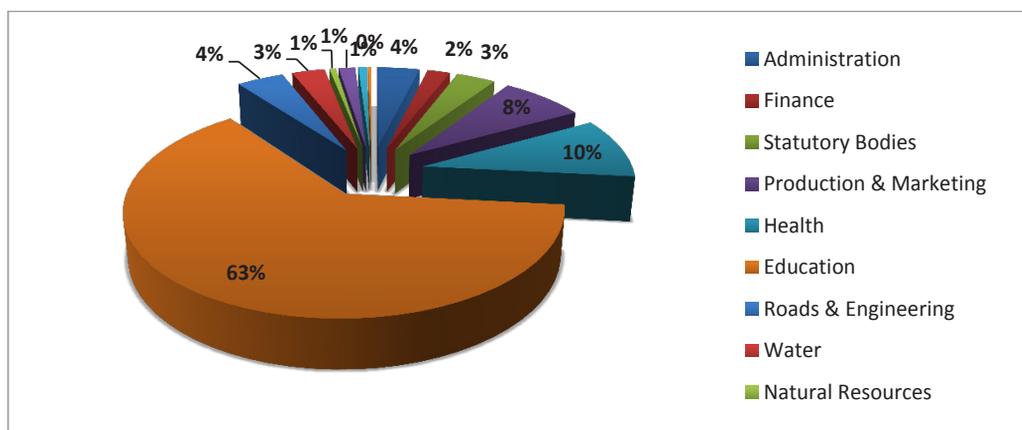
Figure 4: Composition of the resource envelope for Mbarara



2.1.2 Sectoral Budget Allocations

According to the sector allocations for FY 2012/2013, the Education sector received the largest share of the budget. In comparison to the last FY, funding to Education in FY 2012/2013 has increased from 60.3% to 63.1%. The Health sector received 9.6 %, which was a decrease from the previous FY’s 10.3% allocation. This reduction in funding to the Health sector in Mbarara District could be one of the factors that have caused further deterioration of the health services in the district. Internal audit (0.3%) and statutory bodies (3.5%) continue to be underfunded. This has gross implications on ensuring accountability and transparency of district expenditures. More funds need to be allocated to these sectors to ensure that the district gets value for money. Budget allocations for other sectors are as illustrated in Figure 5.

Figure 5: Intra-sector Budget allocations for Mbarara District (2012/2013)



Source: Approved Budget Estimates and Annual Work Plans for FY 2012/2013 for Mbarara District.

2.2 Status of Service Delivery in Mbarara District Local Government

The effectiveness of the Local Government can be judged by its relevance and capacity to deliver development to its people. Sustainable development is attainable when the local government adopts an effective service delivery programme. This can be measured against the quality of the public services such as education, health, roads and agriculture that are provided to the people in the lower 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 5 shows the service delivery indicators and the level of achievement obtained in the district.

Table 5: Service Delivery Indicators for Mbarara District (2012/13)

Sector	Indicators	National standard/ NDP target	District Target 2012/13	Level of achievement 2012/13
Education-Primary Education	Enrolment	-	-	4792
	Pupil Classroom Ratio (PCR)			37:1
	Teacher Classroom Ratio(TCR)			36:1
	Pupil-Desk Ratio			6:1
	Pupil-Textbook Ratio			5:1
	Inspector: Primary school ratio			1:49
	No. of Primary schools			197

	PLE Performance	-		Div. 1 -18.2% Div. II- 58.5% Div. III- 11.65% Div. IV- 5.2% U- 3.73 X- 2.7%
Health Care services	ANC 4th 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	-	70%	60%
	and postnatal care		Not known	17267
	MMR		-	Not known
	IMR		-	Not known
Road Sub-sector	Staffing Levels	-	346	195
	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
Water and Sanitation	Opening up new community roads	-	No target	-
	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%
Agriculture	Percentage of households with boiled/treated drinking water			90%
	Percentage of households using hand-washing facilities			25%
	Number of extension workers per sub-county	-	Not known	
	Number of service points	-	Not known	
FAL	Number of demonstration farms	-	Not known	
	Technical back-up visits	-	Not known	
	Number of instructors			378
	Number of participants		No target	5336
FAL	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

2.2.1 Primary Education Services

Mbarara District has been one of the best performing districts in Uganda basing on Universal Primary Examinations (UPE) National Examinations results. With a total of 197 government-aided primary schools spread evenly across the district, the district is looking forward to achieving its objective of providing primary school education to every school-going child in the district. In addition, a number of privately-owned primary schools have been opened up especially in the peri-urban and urban areas. The parents in the district are increasingly becoming more aware of the value and benefits of education.

During the year under review, the district registered significant improvements in the performance in PLE examinations of 2013. The percentage of pupils who passed in division one was 18.2%, surpassing that of 2012 which was at 14.1%. Similarly, the number of failures declined from 4.5% in 2012 to 3.73% in 2013. Kakiika Sub-county emerged the best at 97.6% pass rate, while Nyakayojo Sub-county was the worst-performing with 87.7% pass rate. Although, the district has made gains in general performance rates, big disparity between the performances of rural schools and urban schools still remains. The performance of most pupils in the rural schools is still poor compared with their counterparts in the urban centres. During the field visits across the district, it was observed that some schools still had poor structures such as: the case of Kibaya Primary School in Nyakayojo Sub-county which was reported about in last years' Mbarara LGSCI Report (2011/2012). The school is still characterized by dilapidated classroom blocks.

Other major issues established are low-pupil enrolment as witnessed in Bugashe II Primary School in Nyakayojo Sub-county, low completion rate, over-crowding in classes, delay in receiving funds and late-coming of teachers.

2.2.2 Health Services

During the year under review, Mbarara District had a total of 56 health units. These were both government-owned and others run by NGOs and faith-based organizations. There were 3 hospitals, 4 HC IVs, 14 HCIII, 24 HCII (government-owned) and 9 HCII that are Private-Not-for Profit (PNFP). In respect to maternal health services, 60% of the pregnant women in Mbarara District delivered with the assistance of a skilled professional. Access to any form of health service was at 60%, whereas access to basic emergency obstetric care was still poor. Hence, maternal and newborn mortalities remain high. The district procures drugs from Joint and National Medical Stores from the ring-fenced Primary Health Care (PHC) and Credit Line funds. There is also an alternative source of drugs from privately-owned drug shops that are regularly supervised by National Drug Authority and the District Drug Inspector.

Figure 6: Bukiro Health Centre III in Bukiro Sub-county. On the right are staff residences.



Source: ACODE Digital Library, 2013

Discussions held with the electorate during the focus group discussions revealed that major issues raised on the state of Health Care in the last assessment were still pre-dominant. Concerns regarding shortage of essential drugs and under-staffing are still prevalent. An example of a health centre afflicted by these challenges is Mugarutsya Health Centre II, where one staff was observed attending to very many patients, the majority of whom were sitting on the verandah. Other concerns include negligence and absenteeism of health workers from duty. Although the district has made attempts to address the deficiencies in the health sector, a lot still needs to be done in areas of staffing and equipping these health centres with essential medicines and supplies plus tangible power sources. In addition, lack of proper infrastructure is an issue that needs to be urgently addressed. For example, Kakigani Health

Centre II in Ndeija Sub-county was operating in a building which was housing the parish headquarters. This rendered the Health Centre non-functional especially whenever there were meetings.

2.2.3 Road Network

With a big number of population in the district fully engaged in the agricultural sector, a strong road network is vital to enable rural farmers' access markets. The district is currently served by a network of 4273.4 km of road, of which 263.5 km are trunk roads, 3552.4 km community access roads and 458 km feeder roads. Unlike in FY 2011/2012 when the district had only one grader meant to carry out routine road maintenance work in the whole district, this FY(2012/2013) two additional graders were provided to the district by the Central Government. Two graders serve the two counties in the district - Rwampara County and Kashari County, while one serves the Municipality. It was not surprising therefore that the road network in the district was much better off than it was in the previous FY2011/2012. During FY 2012/13, road maintenance works were carried out on: Kiyenje-Nkaka road, Bwengure-Mugugu road, Kashaka-Karuyenje road, Kaguhanzya-Bunenero road, Nsiika-Ekicundezi road, Nyamukana-Nyakatugunda road, among others. In addition, most major roads within the municipality had been routinely maintained.

It is worth noting that reports of shoddy work especially along Kashaka-Karuyenje, Kinoni-Ngoma, Nyakayoyojo-Kichwamba roads were highlights during FGDs. In most cases, culverts were lacking or substandard, causing drainage problems to the community. The bad weather characterized by heavy rains also affected the state of roads, rendering some impassable. The community access roads and those under the Central Government were found to be more affected. The problem of bad roads was evidenced by the sights of many farmers pushing bicycles carrying matooke along muddy and hence roads.

2.2.4 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 291,350 (this figure excludes the National Water and Sewerage Corporation coverage for the Municipality). The Department of Water in 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). Mbarara District Local Government has made efforts to expand safe water coverage in the entire district; this has been partly achieved through partnerships with other organizations such as AMAIZI MALUNGI: the European Union funded water project and other NGOs such as ACORD which has been behind the provision of water harvesting tanks to many households in the district.

Figure 7: A valley dam in Rubaya Sub-county shared by both humans and livestock in Kashari County



Source: ACODE Digital Library, 2013

It should be noted, however, that accessibility to clean and safe water remains a big challenge for the district. In fact, many households in rural areas are at a high risk of contracting water-borne diseases from consumption of dirty water. Many of the FDGs carried out in the rural areas attest to the fact that areas with the worst water problem include: Bubaare Sub-county, Bukiro Sub-county, and some parts of Rubindi Sub-county. In these areas, there were reports of people sharing water sources with livestock. Other areas with a severe water problem include Karugangama-Nyamitanga, Biharwe Sub-county, among others. There are also challenges of long distances to water sources, breakdown and poor maintenance of water sources and failed or abandoned water projects. An example of water projects that have failed to take off is Bukiro Sub-county's failed gravity flow system and in Bubaare Sub-county where the budgeted water project has failed to kick-start due to the delay in the District Council in passing a resolution that would enable the AMAIZI MARUNGI project to commence on the project.

2.2.5 Agriculture

The majority of people in Mbarara District are employed in the agriculture sector. This is in form of subsistence farming or trading in agricultural produce. One of the main challenges in the agricultural sector is the outbreak of banana bacterial wilt. This has greatly affected the production of banana (locally known as matooke), which is one of the people's major sources of food and income. Other challenges affecting the sector include poor road network and fluctuating prices of agricultural produce. On the other hand, the production of milk and beef has remained steady. The extension of agricultural advisory services through the National Agricultural Advisory Services (NAADS) was seen as an effective programme to spearhead agricultural transformation in the country. Under this programme, many farmers in Mbarara District continue to benefit from these services. A good number of farmers in the entire district have either received food items, farm inputs or animals for rearing under this programme.

NAADS continues to face a number of challenges in the district which include fraud and lack of transparency in the programme, political interference, where a section of the community were favoured at the expense of others, and provision of poor seeds which also came at a wrong time of the planting season. Most participants argued that NAADS programme had not had any significant impact on their well-being. This analogy attests to the fact that the NAADS programme needs to be reviewed if it is to have a long lasting effect on agricultural transformation and improve livelihoods.

Figure 8: Left, a matooke farmer in Rwanyamahembe Sub-county. On the right, some of the indigenous cows, the Ankole long horned cattle grazing in Biharwe Sub-county



Source: ACODE Digital Library, September 2013

2.2.6 Functional Adult Literacy

Functional Adult Literacy (FAL) is one of the government programmes meant to provide elementary education and knowledge to community members who never had a chance of acquiring formal education. It is through these programmes that the elderly and disadvantaged people are to benefit from appropriate basic knowledge in writing and reading.

Based on the interviews with the various stakeholders, it was revealed that the councilors' interest in FAL was still minimal. A good number could hardly point out any FAL centre in their constituency. From observation, it was clear that FAL activities were almost non-existent in Mbarara District. Some of the people interviewed pointed out the lack of equipment and failure by the authorities to pay instructors as the main challenge facing FAL in the district. In fact, most of the FAL centres were abandoned as was the case of Katojo Catholic Learning Centre in Nyakayojo Sub-county. Other FAL centres such as Nyakabaare Adult Learning Centre in Rugando Sub-County, Rwetsinga FAL Centre in Ndeija Sub-county and Rwanyamahembe, among others, were not active.

2.2.7 Environment and Natural Resources

Mbarara District is greatly endowed with various natural resources and tourist attractions. These include forests, rivers, swamps, game reserves, lakes and highlands. Examples of these are River Rwizi, Rubindi, Nyakishara and Rwenjuro wetlands. The major challenge facing this sector was encroachment of wetlands, especially River Rwizi, in Mbarara Municipality, Kyehunde-Bujaga swamp in Ndeija Sub-county, Kikyerenyo swamp in Rugando Sub-county, among others. Other challenges affecting the environment in Mbarara included the problem of waste water pollution, mainly in Mbarara Municipality; safety hazards in the steel-rolling factory; poor housekeeping conditions in bakeries; agro-chemical pollution (acaracides) district-wide. Worse still, as was the case in the previous assessment, issues concerning the environment did not take centre stage as a subject of discussion in the District Council during FY 2012/13. At the time of conducting this assessment the Committee of Production and Natural Resources was yet to present its case in the Council over alleged water pollution by a beer brewing company in Mbarara Municipality.

Figure 9: Shows a degraded bank of River Rwizi in Nyamitanga Division.



Source: ACODE Digital Library, September 2013

3. FINDINGS FROM THE SCORE-CARD PERFORMANCE

The scorecard assessment is premised on a set of parameters which guide the assessment of the extent to which Local Government Council organs and councilors perform their delegated mandates. The parameters in the scorecard are based on the responsibilities of the local government councils. The assessment covered 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.

3.1 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 scorecard for the district council is derived from the functions of the council as provided for in the Local Governments Act. The scorecard assessment seeks to establish the extent to which a council uses its powers to address issues arising in its jurisdiction. Table 6 shows the details of the council's performance on each assessed parameter.

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

Performance Indicators Year	Actual Score	Maximum Scores	Remarks
1. LEGISLATIVE ROLE	12	25	
Adopted model rules of Procedure with/without debate (amendments)	1	2	<ul style="list-style-type: none"> The council has never adopted model Rules of Procedure Mbarara District is a member of ULGA and the payment vouchers are present. The council passed 2 motions under minutes COU05/02/2013 dated 21/02 2013 and COU12/04/2013. The district has no functional library although the Clerk's Office is well equipped, There is evidence of capacity building workshops held for district political leaders.
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	0	3	
Conflict Resolution Initiatives	0	1	
Public Hearings	0	2	
Evidence of legislative resources	3	4	
Petitions	0	2	
Capacity building initiatives	2	3	
2. ACCOUNTABILITY TO CITIZENS	16	25	
Fiscal Accountability	3	4	<ul style="list-style-type: none"> Evidence of classroom blocks and health centres being constructed as evidence of value for money. All the major commissions and boards were instituted and are functional. There was evidence of the district partnering with health centres owned by faith-based organizations and NGOs.
Political Accountability	3	8	
Administrative Accountability	8	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	18	20	
Existence of Plans, Vision and Mission Statement	5	5	<ul style="list-style-type: none"> All the planning documents were in place and the vision and statement were well displayed on the notice board. Evidence of review of sector budgets and work plans. Initiatives had been taken through the Revenue Enhancement Plan. More markets were being created to increase the proportion of local revenue.
Approval of the District Budget	4	4	
Local Revenue	9	11	
4. MONITORING SERVICE DELIVERY ON NPPAs	19	30	
Education	4	5	<ul style="list-style-type: none"> In all the sectors, there was no evidence of planned visits and the actual visits made but reports were received and discussed in council.
Health	4	5	
Water and Sanitation	2	4	
Roads	2	4	
Agriculture and Extension	2	4	
Functional adult Literacy	2	4	
Environment and Natural Resources	3	4	
TOTAL	65	100	Performance is above Average

Mbarara District Council scored a total of 65 out of 100 possible points. The best-performed parameter was planning and budgeting (18 out of 20), while the least marks obtained were in the Council's legislative role (12 out

of 25). A comparison of all district councils' performance in the 25 districts is presented in Annex 1

3.2 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 (NRM), and at the time of the assessment, he was serving his first term of office.

Table 7: Chairperson's Scorecard in FY2012/13

Name	Deusdedit Tumusiime		
District	Mbarara		
Political Party	NRM		
Gender	Male		
Number of Terms	1		
Total Score	75		
ASSESSMENT PARAMETER	Actual Score	Maximum Score	Comments
1. POLITICAL LEADERSHIP	19	(20)	<ul style="list-style-type: none"> The chairman chaired 11 out of 12 Executive Committee meetings. There was evidence of correspondence between the office of the chairperson and that of the CAO. There were functional statutory boards.
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:	3	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	
2. LEGISLATIVE ROLE	2	(15)	<ul style="list-style-type: none"> He attended 4 out of 6 meetings. He missed 2 while he was sick.
Regular attendance of council sessions	2	2	
Motions presented by the Executive	0	6	
Bills presented by the Executive	0	7	
3. CONTACT WITH ELECTORATE	10	(10)	<ul style="list-style-type: none"> 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	5	5	
4. INITIATION AND PARTICIPATION IN PROJECTS IN ELECTORAL AREA	8	(10)	<ul style="list-style-type: none"> Evidence of contributions. Signed MOUs with ACORD and Mulago Para-Medics
Projects initiated	3	3	
Contributions to communal Projects/activities	0	2	
Linking the community to Development Partners/ NGOs	5	5	

5. MONITORING SERVICE DELIVERY ON NATIONAL PRIORITY PROGRAMME AREAS	38	(45)	<ul style="list-style-type: none"> Visits to various service delivery centres indicated that the chairperson, with the standing committees, had monitored and prepared reports. However, there was no evidence of follow-up to address the service delivery deficiencies identified.
Monitored Agricultural services	6	7	
Monitored Health Service delivery	6	7	
Monitored schools in every sub-county	6	7	
Monitored road works in the district	6	7	
Monitored water sources in every sub-county	6	7	
Monitored functional Adult literacy session	4	5	
Monitored Environment and Natural Resources protection	4	5	
TOTAL	75	100	

Chairman Tumusiime scored 75 out of the 100 possible points. The chairman performed relatively well because he attained 86% (38 out of 45) under the parameter of monitoring service delivery on National Priority Programme Areas. He also attained high marks for his political leadership (19 out of 20). He, however, scored poorly in his legislative role and the initiation and participation in projects in the electoral area. A comparison of all district chairpersons' performance in the 26 districts covered by the assessment is presented in Annex 2.

3.3 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 2012/13.

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

Name	William Kisooso Tibamanya		Level of Education	Degree
District	Mbarara	Gender	Male	
Constituency	Rugando	No. of Terms	1	
Political Party	NRM	Total Score	64	
ASSESSMENT PARAMETER		Actual Score	Maximum Score	Comments
1. PRESIDING AND PRESERVATION OF ORDER IN COUNCIL		20	(25)	
Chairing lawful council/ meetings		3	3	<ul style="list-style-type: none"> He chaired 7 ordinary and extraordinary council meetings and delegated one to his deputy. Rules of procedure were followed, minutes taken and produced on time
Rules of procedure		9	9	
Business Committee		3	3	
Records book with Issues/ petitions presented to the office		2	2	
Record of motions/bills presented in council		3	3	
Provided special skills/knowledge to the Council or committees.		0	5	

2. CONTACT WITH ELECTORATE	16	(20)	
Meetings with Electorate	7	11	• Evidence was produced to show the names, venue and the purpose of meetings held.
Office or coordinating centre in the constituency	9	9	
3. PARTICIPATION IN LOWER LOCAL GOVERNMENT	2	(10)	
Attendance in sub-county Council sessions	2	10	• Attended at least five meetings of the lower local government councils but did not give official communications and there was no evidence of sharing information.
4. MONITORING SERVICE DELIVERY ON NATIONAL PRIORITY PROGRAMME AREAS	26	(45)	
Monitoring Health Service delivery	5	7	• Evidence was produced to prove monitoring and follow-up actions, except for Agriculture and Functional Adult Literacy.
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	4	5	
TOTAL	64	100	Performance improved

Hon. William Kisooso Tibamanya scored 64 out of 100. He scored highly under contact with the electorate where he got 16/20, and presiding and preservation of order in council where he scored 20 out of 25. The parameters with the lowest score are Monitoring Service delivery on National Priority Programme Areas where he got 26/45 and Participation in the lower local government where he scored 2/10. Under this parameter, it was found out that although the Speaker attended most of the meetings, evidence of sharing reported officially was not available. In FY 2012/13, the Speaker performed better than in FY 2011/12 when he scored 58 out of 100 points. This performance can be attributed to improvements in record keeping.

3.4 District Councilors

During the fiscal year under evaluation, Councilors' performance improved slightly compared to the previous years. 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 were assessed. Mbarara District Local Government Council had a total of 32 councilors, all of whom were assessed. The best male councilor was Hon. Tom Karuhanga representing Bukiro Sub-county, who scored 64 out of the possible 100 points; while the best female councilors were Hon. Jennipher Tumuhairwe representing Rwanyamahembe/Bubaare Sub-county and Juliet Kamushana representing Kamukuzi Division, with 60 points each.

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, and monitoring of service delivery on NPPAs with an average score of 12 out of 30 possible points. The slight improvement was attributed to some lessons learnt from the previous year's initiative while the reasons for the poor performance were mainly poor record keeping resulting into lack of documented evidence, the continued internal political wrangles, poor monitoring of government projects, low civic awareness and limited financial resources to facilitate them in traversing their constituencies.

Four of the councilors were not fully assessed as they did not show up for interviews. Table 9 below provides a detailed analysis of all the assessed councilors and their performance. The report, once again, makes recommendations on: mandatory individual monitoring reports by councilors; strengthening of the citizens' forums; and, the need to review the existing budget architecture, among others.

Table 9: Scorecard Performance for Mbarara District Councilors in FY2012/13

Name	Sub-county	Party	Gender	Terms	2011/12	2012/13	% change	Legislative role					Contact with electorate			Participation in LLGs		Delivery on NPPA								
								Plenary	Committee	Motion	Special skill	Sub total	Meeting electorate	Office	Subtotal	Sub county meetings	Health	Education	Agriculture	Water	Roads	FAL	ENR	Sub Total		
Tom Karuhanga	Bukiro	NRM	M	3	62	64	3	8	8	0	0	16	11	9	20	10	3	3	3	3	3	1	1	0	5	18
Jennifer Tumuhairwe	Rwanyamahembe/ Bubaare	NRM	F	1	36	60	67	8	8	0	0	16	7	9	16	2	5	1	5	5	1	5	1	1	4	26
Juliet Kamushana	Kamukuzi	NRM	F	2	41	59	44	8	8	5	0	21	11	9	20	10	1	1	1	1	1	1	1	1	2	8
Jean Kirimani Tumusiime	Rugando	NRM	F	1	54	59	9	8	8	0	0	16	11	9	20	8	3	3	3	3	3	1	1	1	1	15
Didas Tabaro Tumwesigye	Rubindi	NRM	M	2	58	57	-2	8	8	0	0	16	11	9	20	10	3	3	3	3	3	1	1	1	1	11
Godfrey Baryomunsi	Kakitika	NRM	M	1	48	56	17	8	8	3	0	19	9	9	18	10	1	3	1	1	1	1	1	1	1	9
Annet Arinaitwe	Rubindi	NRM	F	2	40	55	38	8	8	0	0	16	11	9	20	10	1	1	1	1	1	1	1	3	1	9
Grace Kabunanukye	Ndejja	NRM	F	2	44	55	25	8	8	0	0	16	9	9	18	10	5	1	1	1	1	1	1	1	1	11
Asaph Muhangi	Ndejja	NRM	M	1	37	54	46	8	8	0	0	16	7	2	9	10	4	0	1	5	5	0	4	0	4	19
Venance Munanukye	Kagongi	NRM	M	1	49	54	10	8	8	3	0	19	7	9	16	0	5	1	1	5	5	1	1	1	1	19
David Muhairwe	Nyakayonjo	NRM	M	1		53		8	8	0	0	16	11	9	20	10	1	1	1	1	1	1	1	1	1	7
Steven Natukunda Barebire	Rubaya	NRM	M	2	32	53	66	8	8	0	0	16	4	9	13	2	1	5	1	5	5	1	4	1	4	22
John Patrick Byaruhanga	Bubaare	NRM	M	1	39	50	28	8	8	0	0	16	5	9	14	2	5	1	1	5	1	1	1	1	4	18
Evaristo K. Mucunguzi	PWD	NRM	M	1	29	49	69	8	8	0	0	16	4	9	13	2	1	5	5	1	1	1	1	1	4	18
Bernard Mugume Mukuru	Kashare	NRM	M	1	42	48	14	8	8	0	0	16	9	6	15	10	1	1	1	1	1	1	1	1	1	7

Name	Sub-county	Party	Gender	Terms	2011/12	2012/13	% change	Legislative role				Contact with electorate			Participation in LLGs		Delivery on NPPA							
								Plenary	Committee	Motion	Special skill	Sub total	Meeting electorate	Office	Subtotal	Sub county meetings	Health	Education	Agriculture	Water	Roads	FAL	ENR	Sub Total
Felly Tumwesigye Bebuuze	Mwizi	NRM	F	3	47	47		8	8	0	0	16	7	5	12	0	3	3	1	3	5	3	1	19
Joseline Kemirembe	Kakiika/Rubaya/Biharwe	NRM	F	1	21	47	124	8	8	0	0	16	9	9	18	6	1	1	1	1	1	1	1	7
Jeninah Kobusingye	Youth	NRM	F	2	25	47	88	8	8	0	0	16	9	9	18	0	3	1	3	1	1	3	1	13
Annah Tirwakunda	Kamukizi/Nyamutanga	NRM	F	1	32	47	47	8	8	0	0	16	5	6	11	2	5	5	1	1	5	0	1	18
Hajji Jumba	Nyamitanga	NRM	M	3	34	47	38	8	8	0	0	16	5	6	11	2	1	1	5	1	5	1	4	18
Robert Arinanye	Bugambe	NRM	M	1	42	46	10	8	8	0	0	16	11	6	17	6	1	1	1	1	1	1	1	7
Prisca Muganzi Mulongo	Nyakayonjo	Ind	F	1	37	45	22	8	8	0	0	16	7	9	16	2	5	1	1	1	1	1	1	11
Jolly Kabwizi	PWD	NRM	F	2	38	45	18	8	8	0	0	16	9	9	18	0	3	3	1	1	1	1	1	11
Apollo Rwakarimanga	Mwizi	NRM	M	1	50	45	-10	8	8	0	0	16	5	2	7	0	5	1	4	5	5	1	1	22
Norah Kamugisha	Kakaba Division	NRM	F	1	40	44	10	8	8	0	0	16	5	6	11	2	5	1	5	1	1	1	1	15
Mohammed Nyombi	Kakaba	NRM	M	2	24	42	75	8	8	0	0	16	5	2	7	2	1	1	1	5	5	3	1	17
Loy Mpumwire	Kagongi	NRM	F	1	31	38	23	8	8	0	0	16	0	9	9	6	1	1	1	1	1	1	1	7
Average					39	51	35	8	8	0	0	16	8	8	15	5	3	2	2	2	2	1	2	14

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 in form of reports to back up their claims. This was the case in the previous assessment where many councilors could not produce individual monitoring reports. A few councilors were found to have simply scribbled some notes in their diaries. Throughout the assessment, many councilors could not write official monitoring reports individually. Most of the councilors also could not back up their claims on any follow-up activities due to lack of documented evidence. This negatively affected the quality of service delivery and the effective implementation of government programmes.

4.1.2 Low levels of civic awareness among the electorate

Evidence from various FGDs conducted in Mbarara District revealed that the citizens still do not know the roles and responsibilities 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 by councilors

Despite efforts to sensitize the leaders on the value of record keeping, many councilors still could not make record keeping a priority. Review of the councilors' diaries revealed that many of them could not properly record their engagements, whilst others declined to use the diaries altogether. Poor record keeping as characterized by lack of monitoring reports, fully equipped offices and poor use of programme books, made follow-up difficult and this derailed service delivery.

4.1.4 Internal political wrangles

Since FY 2011/12, there has been gross political squabbling within and outside the council which has bedevilled Mbarara District. While reviewing several documents, it was evident that several censure motions were raised against the then Secretary for Works and Technical Services, who was successfully censured and subsequently appointed to another office by the appointing authority. The rift between top political leadership in the district had further stifled the working environment and raised a lot of suspicion. Conflicts continued to derail council business, which in turn affected service delivery and overall development in the district.

4.2 External Factors

4.2.1 Budget architecture: High dependence on Central Government funding

Mbarara District Local Government depends heavily on the Central Government for most of its budget, as discussed in section 2 of this report. Central Government still contributes a lion's share to the entire resource envelope of the district. In FY 2012/2013, central government remittances contributed 96% of the total budget funding with local revenue and donor support contributing 2% each. 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 the roles of each body. 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 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

In respect to the remuneration of councilors, the Local Governments Act requires the District Council to pay councilors' emoluments based on the size of the district's revenue base. During the assessment process, it was established that most councilors attributed 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. There was also the question of the Deputy Speaker who was not remunerated like any other Executive Committee member and who, by virtue of her position, could not belong to any Committee and therefore could not receive any allowance enjoyed by other councilors.

4.2.4 Local Revenue Generation

It was evident that the abolition of Graduated Tax and the creation of several districts robbed the mother district of a substantial 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 to work several men and young men, 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 district which would be taxed to raise revenue.

5. CONCLUSION AND POLICY RECOMMENDATIONS

5.1 Conclusion

This is the second assessment of the performance of the Mbarara District Local Government. Based on the previous performance results, Mbarara District Local Government has made significant improvement in the delivery of services and political accountability to the citizens as evidenced in the improvements in its scores. It is our hope that the district leadership will be inspired rather than demotivated to implement some of the findings and recommendations for improvement and transformation of the lives of the citizens in their jurisdiction.

5.2 Policy Recommendations

5.2.1 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 budget architecture. At the end of the day, the allocations should be reflective of the needs and priorities of the districts. Dependence of the district on the Central Government for funding constrains planning, innovation and channeling of the resources into sectors that may not be considered priorities for the district.

5.2.2 Mandatory individual monitoring reports

Based on the assessment conducted in Mbarara District for FY 2012/2013, only a few councilors produced monitoring reports. This can 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.

5.2.3. Remuneration of Councilors

Councilors have many responsibilities as provided in the Local Governments Act. Consequently, it is important that their work should be well remunerated to enable them commit enough time to supervise government programmes. It is also recommended that councilors be facilitated effectively during the exercise of monitoring of service delivery. The fact that councilors reside in their constituencies and in close proximity to the community means that they are the lifeline of communication between the citizens and the district and need adequate facilitation to allow them perform their roles and responsibilities to their maximum potential.

5.2.4 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, report writing, record keeping and documentation. Speakers and clerks to council respectively would benefit from training in managing council meetings and recording of minutes. These trainings should be more action-oriented, including the use of new training techniques such as moot council sessions and public speaking assignments.

5.2.5. Strengthening of the Citizens Forums (Barazas)

Throughout the assessment of the performance in Mbarara District, it was evident that most of the members of the community had no idea about what happening 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 periods 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. More so, such forums would provide opportunities for the district leadership to account to the electorates.

5.2.6. Legislation on a standard academic requirement of a councilor

During the whole assessment exercise, it was observed that there was a correlation between councilors' performance and their level of education. This was evidenced in the legislative role where the less educated councilors could not deliberate effectively during the council sessions. Consequently, councilors with little or no formal education always encountered difficulty in comprehending technical documents prepared by the highly qualified civil service team. This undermined councilors' ability to hold the technical staff accountable and challenge them on controversial or questionable issues. The clear disparities between the education levels among the technical staff compared to the political wing did not produce good results. It is therefore recommended that Parliament legislates a law requiring anybody wishing to contest for councilorship to acquire a reasonable level of academic achievement, preferably the Ordinary Level Certificate.

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

District	2011/12	2012/13	% change	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						
Wakiso	71	76	7	2	0	3	1	1	1	2	2	2	2	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	2	2	2	2	20	4	5	6	2	3	20	5	4	2	11	5	5	3	3	3	2	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	4	2	11	5	5	4	2	0	4	2	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	4	4	12	4	5	2	4	2	4	0	2	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	4	2	11	5	5	3	4	3	0	2	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	4	7	16	2	3	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	4	4	13	5	5	3	4	3	0	2	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	4	7	16	5	3	2	2	2	0	3	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	4	6	15	3	5	4	3	1	0	3	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	3	4	12	5	5	4	4	4	3	2	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	4	2	11	5	5	4	4	2	4	1	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	4	4	13	2	2	2	4	2	2	1	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	4	2	11	5	5	2	2	2	0	4	2	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	4	13	3	4	2	3	3	2	3	2	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	7	16	0	3	0	3	3	3	0	3	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	4	13	4	4	2	2	2	4	3	2	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	13	3	3	1	4	2	0	3	3	16	
Nakapiripiri	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	4	13	3	4	1	4	4	0	3	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	10	2	2	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	4	13	4	4	3	3	3	0	0	3	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	11	3	3	4	3	3	3	2	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	11	3	3	2	3	2	2	4	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	11	3	1	3	2	3	2	1	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	10	3	4	0	0	2	1	4	1	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	11	2	2	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	17	0	0	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	4	13	4	4	2	3	2	2	2	2	19	

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

Name	Gender	District	Political Party	Number of Terms	Performance		Political Leadership						Legislative Role			Contact With Electorate			Development Projects						Monitoring Service Delivery On NPPAs								
					2011/12	2012/13	% change	DEC	Monitoring admin	State of affairs	Oversight civil servants	Commissions/Boards	Central govt	Sub Total	Council	Motions Executive	Bills by Executive	Subtotal	Meetings Electorate	Issues by electorate	Subtotal	Projects initiated	Communal Projects	NGOs	Subtotal	Agriculture	Health	Schools	Roads	Water Sources	FAL	Environment	Sub Total
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	7	7	39	
Priscovia Sabaam 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	39	
Martin Ojara Mpendu	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	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	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	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	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	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	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	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	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	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	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	32	
George Imkamanyire	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	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	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	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	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	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	2	3	24	
Fred Lukumu	M	Bullisa	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	2	16	0	0	0	0	3	0	3	2	5	10	2	2	2	2	6	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

Name	Political Party	District	sub county	Gender	Terms	Performance		Presiding And Preservation Of Order In Council					Contact With Electorate		Monitoring NPPAs									
						2011/12	2012/13	% Change	Chairing council	Rules of procedure	Business Committee	Records book	Record of motions	special skills	Sub Total	Meetings with Electorate	Coordinating center	Sub Total	Participation In LLG	Health	Education	Agriculture	Water	Roads
Samuel Bamwole	NRM	Kamuli	Nawanyago	M	3	87	3	7	3	2	3	0	18	11	9	20	10	7	7	7	7	0	4	39
Peter Douglas Okello	NRM	Gulu	Lalogi	M	1	89	84	-6	3	9	3	2	3	5	25	11	9	20	8	5	1	5	5	31
James Kezaala Kunobwa	NRM	Mukono	Seeta Namuganga	M	2	73	79	8	3	6	3	2	3	3	20	7	9	16	10	5	7	5	3	33
Juliet Jemba	NRM	Mpigi	Muduma/Kiringente	F	2	40	78	95	3	6	3	2	3	0	17	11	9	20	10	7	1	5	7	31
Muhammed Mafabi	Ind	Mbale	Bubwangu	M	2	75	77	3	3	4	3	2	3	2	17	11	9	20	10	3	7	3	5	30
Martin Ocen Odyek	UPC	Lira	Railway	M	1	26	75	188	3	9	3	2	3	5	25	3	6	9	2	7	7	7	3	39
Dan Nabimanya	NRM	Ntungamo	Rukoni West	M	1	66	75	14	3	9	3	2	3	0	20	9	9	18	10	7	1	5	5	27
Henry Ndyabahika	NRM	Rukungiri	Buhunga	M	2	64	75	17	3	9	3	2	3	0	20	5	9	14	6	7	6	5	7	35
Richard Mayengo	NRM	Jinja	Mafubira B	M	3	68	73	7	3	9	3	2	3	2	22	8	9	17	8	5	1	1	5	26
Proscovia Namansa	NRM	Luwero	Katikamu/	F	3	64	73	14	3	9	3	0	3	0	18	11	9	20	10	7	0	4	7	25
Idda Fuambe	NRM	Nebbi	Nyaravur/Atego	F	4	68	73	7	3	9	3	2	2	2	21	9	9	18	10	7	1	0	7	24
Daudi Byekwaso Mukitibi	NRM	Wakiso	Kakiri	M	3	75	73	-3	2	9	3	2	3	0	19	9	9	18	10	5	7	0	5	26
James Paul Michi	NRM	Tororo	Eastern Div.	M	1	32	69	116	2	6	3	2	3	5	21	7	9	16	2	3	4	5	5	30
Christopher Odongkara	NRM	Amuru	Pabbo	M	1	51	69	35	2	9	3	0	3	0	17	9	9	18	6	6	2	7	4	28
Charles Echemu Engoru	NRM	Amuria	Asamuk	M	2	41	68	66	2	9	0	0	3	2	16	6	9	15	10	7	4	5	0	27
Charles Beshesya	NRM	Kanungu		M	1	61	68	11	3	9	3	2	3	0	20	11	9	20	2	5	1	5	5	26
Clovis Mugabo	NRM	Kabarole	Mugusu	M	2	54	66	22	3	9	3	2	3	2	22	11	9	20	10	5	1	5	1	14
Didan Amama	Ind	Bulisa	Ngwedo	M	1	31	65	110	3	6	2	0	0	0	11	11	9	20	0	7	3	3	7	34
Nathan Kitwe Isingoma	NRM	Hoima	Busisi	M	1	33	64	94	3	9	3	2	3	2	22	7	9	16	6	1	3	3	7	20
William K. Tibamanya	NRM	Mbarara	Rugando	M	1	58	64	10	3	9	3	2	3	0	20	7	9	16	2	5	1	5	5	26
Michael Matsyetsye	NRM	Bududa	Bumasheti	M	2	35	63	80	3	6	3	2	3	0	17	11	6	17	4	1	4	5	5	25
Martin Chaiga	NRM	Moyo	Moyo	M	2	44	63	43	3	9	2	2	3	0	19	11	9	20	0	7	0	1	3	24
Andrew Odongo	FDC	Soroti	W/Div	M	1	61	60	-2	3	9	3	2	3	5	25	11	9	20	4	2	1	1	1	11
Ceasar Lomoto	NRM	Moroto	Youth	M	1	49	54	10	3	6	2	2	3	0	16	7	9	16	6	3	5	5	0	16
Jotham Loyer	NRM	Nakapiripirit	Kakomongole	M	3	62	44	-29	3	4	2	2	3	0	14	7	2	9	4	3	5	1	1	17
John Bostify Oweka	FDC	Agago	Omot	M	1	23	2	6	3	0	3	0	3	0	14	0	2	2	0	1	1	1	1	7
Average					2	55	68	38	3	8	3	2	3	1	19	9	8	17	6	5	4	4	4	26

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