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LOCAL GOVERNMENT COUNCILS' PERFORMANCE AND PUBLIC SERVICE DELIVERY IN UGANDA

Moyo District Council Score-Card Report FY 2013/2014

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BACKGROUND AND RATIONALE

This brief presents findings from the score-card assessment conducted during the FY2013/2014 for Moyo District Local Government under the Local Government Councils' Score-card Initiative (LGCSCI). This initiative is an evidence based project implemented by ACODE in partnership with Uganda Local Governments Association (ULGA) with support from Democratic Governance Fund (DGF). It seeks to enhance the effectiveness of elected leaders in fulfilling their mandate and build the citizens' capacity to demand better services. LGCSCI uses the score-card as an assessment tool - to facilitate annual performance assessments on the district council, district chairperson, speaker and councilors by focusing on their roles and responsibilities as stipulated in the Local Government Act (as amended, 2010).

The rigorous assessment process is conducted by teams of researchers across the 30 districts that undergo the annual LGCSCI score-card assessment. The research process involves a review of key district documents, interviews with key respondents, consultation with citizens through focus group discussions (FGDs) and the cleaning and analysis of data with final district reports produced for each of the districts available online; (<http://www.acode-u.org/>). LGCSCI also produces and disseminates a "National Synthesis Report" that provides a synthesis of all the findings and an overall analysis from the 30 assessed districts. The reports are subsequently disseminated nationally and at district level.

OVERVIEW OF MOYO DISTRICT DURING FY2013/14

Administratively, Moyo district is divided into two

counties – West Moyo and Obongi with eight sub-counties and one town council. Moyo District Local Government political leadership was headed by Hon. Vukoni Jimmy Okudi, supported by 20 councilors, including the speaker. The technical wing on the other hand was headed by Mr. Oryono Grandfield Omonda as Chief Administrative Officer (CAO).

According to 2011 projections, Moyo District had a fairly growing population estimated at 382,400 with the male constituting 53 per cent and female 47 per cent. Agriculture is the major economic activity in Moyo district, employing about 80 per cent of the population mainly at subsistence level. The sector continues to be the most important sector for boosting agri-business and food security in the district. Agriculture is supported under the production department with a bulk of its funding from (National Agricultural Advisory Services) (NAADs). However, its reach was limited because smallholder farmers in the district who form the majority were not organized in groups to qualify them as beneficiaries.

Moyo District is also endowed with natural features – River Nile that has boosted the fishing and tourism industries. Emin Pasha Site on the banks of River Nile near Nimule is recognized as an archeological site with potential for tourism. Prospects of discovering oil and petroleum have raised the hope of communities that the resource could potentially become a revenue source for the district. Moyo's location at the border with South Sudan provides better opportunities for trade with neighboring South Sudan. However, the on-going conflict poses a threat to the district business operating environment.

Despite the sector being one of the heavily funded sectors of the district budget at 36 per cent, Moyo district has continued to drastically decline in the performance of Primary Leaving Examinations (PLE) results. In 2013, out of 1,671 candidates that sat for PLE, only 4.3 per cent obtained division one compared to 7.2 per cent in 2012. Similarly, only

Table 1: Service Delivery Indicators in Moyo District (2013/14)

Sector	Indicators	National standard/ NDP target	Level of achievement 2012/13	District Target 2013/14	Level of achievement 2013/14
Education -Primary Education	Children of primary school going age (6-12 yrs)	-	34,411	-	
	Enrolment	55:1	54:1		55:1
	Pupil Classroom Ratio (PCR)	55:1	47:1		48:1
	Pupil-Teacher Ratio (PTR)	3:1	4:1		4:1
	Pupil-to-Desk Ratio (PDR)		20%		22.8%
	PLE Performance	-	Div I:117; Div II:1090; Div III:263 Div IV:97; Div U:28; Div X:19	-	Div I:72; Div II:1016; Div III:384; Div IV:143; Div U:45; Div X:11
Health Care services	ANC 4th Visit	60%	10.6%		11.2%
	Deliveries in Health Centres	35%	17.4%		17.6%
	Total beds	-	600/100,000		600/100,000
	Access to Maternity services	-	81/1,000		81/1,000
	MMR		5.9		5.9
	IMR	-	71%		70%
	Staffing Levels	-			47%
Road Sub-Sector	Km of roads under routine maintenance	-		225	205 Km
	Km of roads rehabilitated	-		166	84 Km
	Km of roads under periodic maintenance			166	124 Km
	Proportion of roads in good condition			112	69.7 km
	Construction of bridges	-			3
Water and sanitation	Water coverage		65%	68%	47.0%
	Number of boreholes sunk				44
	Number of boreholes rehabilitated	-			34
	Functionality of water sources	80%			80%
	Proportion of the population within 1km of an improved water source				
	Pit latrine coverage	90%			47%
	Access to safe water				47%
	Water source with active water user committee				
Agriculture	Number of extension workers per sub-county	-			1
	Number of service points		2		4
	Number of demonstration farms	-	41		45
	Technical back-up visits	-	138		142
FAL	Number of instructors		36	41	41
	Number of participants	-	1,353	1,500	923
	Number of service centres	-	43		41
	Level of coverage	-	-	Not known	
Environment and Natural Resources	Staffing Level	-			1
	Production and update District State of the Environment Report (DSOER)		2		4
	District Environment Action Plan	-	41		45
	Preparation of District Wetland Ordinance	-	138		142
	Monitor wetland systems in the district		36	41	41
	Establishment of Agro-forestry nurseries	-	1,353	1,500	923
	Produced District Forest Development Plan	-	43		41
	Prepared Community Action Wetland Plan	-	1	1	Available

61 per cent of the candidates obtained division two compared to 67.5 per cent in 2012. This was due to poor infrastructure, high levels of absenteeism, lack of lunch provision affecting the learning outcomes of pupils in the district.



Figure 1: Pupils of Drabijo PS in Aliba Sub-county (Credit: ACODE Digital Library)

Moyo District has 43 health facilities mandated to provide the health care services to the people of Moyo. Analysis by different council policy papers indicated infrastructural improvement in the health department – construction and renovation of a number of health infrastructure units - OPD of Ibahwe and Belamelung HCII, maternity ward at Logoba HCIII, Palorinya and Besia HCIII, upgrading of Eremi and Besia HCs from HCII to HCIII among others.



Figure 2: Some of the cholera patients on drips at Obongi HC IV (Credit: ACODE Digital Library)

Despite the improvement, the sector was still faced with a number of challenges including; gross understaffing, drug stock-outs of essential medicines, failure to control preventable diseases such as cholera and other water-borne diseases.

FACTORS AFFECTING SERVICE DELIVERY IN MOYO DISTRICT

a) **Budgetary Constraints:** In the FY2013/14, Moyo District received 15.4 billion of which

central government transfers accounted for 96.3 per cent, local revenue and donor funds accounted for 2.1 per cent and 1.6 per cent respectively as shown in Figure 3. However, the inadequacy of locally-generated revenue has remained a major challenge for the district threatening the successes so far made under the decentralization policy in Uganda.

Source: Moyo District Annual Work Plans 2011/2012-2013/2014

- b) **Inadquate staff:** Numerous positions in the district were rarely filled; critical among these being the internal audit department. A review of staffing levels in the district showed that Moyo District had an approved structure of 1,831 staff but the filled positions were only 1,376, manifesting a shortage of 25 per cent.
- c) **Inter and Intra-border conflicts:** Numerous conflicts within and at the border of Moyo District stifled development – the recent conflict between Moyo District and South Sudan has caused stress in work places, reduced household productivity and led to displacement of communities to the neighboring districts.
- d) **Poor documentation and record keeping:** Many councilors could not deduce evidence to back their claims that they undertook activities such as monitoring and holding meetings with electorates. This affected their performance in parameters of contact with electorates and monitoring service delivery. For instance, whereas councilors visited service delivery units, many could not provide reports of such visits or evidence of follow up actions they took after such visits, thereby losing a lot of points along the way.

SCORE-CARD PERFORMANCE

The score-card parameters are derived from the mandate of the organs assessed as stipulated in the Local Governments Act (as amended). While all the four categories are evaluated on their legislative and monitoring functions, the district chairperson, speaker and council are assessed against additional roles. As the political head of the district, the district chairperson is also assessed on their political leadership as well as Initiation and participation in projects in their electoral area. The speaker is assessed primarily as a councillor with an additional function of presiding and preservation order in council. The district council, which is the highest organ in the district, is also assessed against the core function of planning and budgeting as well as providing accountability to citizens.

Table 2: Moyo District Council Score-card FY 2013/14

Parameter	Indicator	Score	Max Score	Explanatory Remarks
		2011/12	55	100
		2012/13	63	100
		2013/14	59	100
		% change	-6	
LEGISLATIVE ROLE	Rules of Procedure	2	2	Adopted rules of procedure in 2011. Motions passed on district maternal bill; approval of REP and CBP. Resolved conflict between LC3 chairman of Moyo TC and councilors. Meetings held with communities on community ambulance financing scheme. Petitions - of Parego village to Moyo TC; Petition by community of Dufile on problematic animals and censuring LC3 Chairperson MTC parliament.
	Membership to ULGA	1	2	
	Committees of Council	2	3	
	Motions passed	3	3	
	Ordinances	0	3	
	Conflict Resolution	1	1	
	Public Hearings	2	2	
	Legislative resources	1	4	
	Petitions	2	2	
	Capacity building	1	3	
Sub total		15	25	
ACCOUNTABILITY TO CITIZENS	Fiscal Accountability	3	4	Timely submission of PAC report. Council threatened to arrest and terminate the services of Quaks Enterprises for failing milk shade project in Itula. Discussion on staff salary issue; submission of DSC report to council for 3 quarters. CSOs like CEFORD, BAYLOR, invited and for council activities.
	Political Accountability	5	8	
	Administrative Accountability	5	8	
	Involvement of CSO	2	2	
	Principles of accountability	0	3	
	Sub total		15	
PLANNING & BUDGETING	Plans, Vision and Mission	5	5	Budget and plans approved. The district has a vision and mission displayed in various offices. However; there are still low efforts in revenue enhancement.
	District Budget	4	4	
	Local Revenue	0	11	
	Sub total		9	
MONITORING SERVICE DELIVERY ON NPPAS	Education	5	5	Monitored a substantial number of service delivery units – Education, health, water and sanitation, roads and agriculture sectors. However, their monitoring role was found wanting in areas of FAL and ENR.
	Health	5	5	
	Water and sanitation	3	4	
	Roads	3	4	
	Agriculture	3	4	
	FAL	1	4	
	ENR	0	4	
	Sub total		20	

Table 3: Chairperson's Score-card FY2013/14

Parameter	Indicators	Score	Max Score	Explanatory Remarks		
		2011/12	52	100		
		2012/13	62	100		
		2013/14	68	100		
		% change	9			
Vukoni Jimmy Okudu						
POLITICAL LEADERSHIP	DEC	3	3	Presided over 8 meetings and delegated twice to his vice chairperson. He took a decision to revoke the appointment of his vice for better services. State of address made. Commissions and boards deliver their reports timely.		
	Monitoring admin	5	5			
	State of affairs	2	2			
	Oversight civil servants	3	4			
	Commissions/ Boards	2	2			
	Central gov't	3	4			
	Sub Total		18		20	
	LEGISLATIVE ROLE	Council	2		2	Attended 5 council meetings. Motion to celebrate West Nile was passed. Presented Maternal and Child Health Bill.
		Motions Executive	4		6	
		Bills by Executive	3		7	
Sub Total		9	15			
CONTACT WITH ELECTORATE	Meetings Electorate	5	5	Had a programme to meet his electorate - in Aliba, Metu, Lokwa, Lefori e.t.c. Communicated to all LC3s to mobilize UPE pupils aged 2-17 years for free shoes for better health.		
	Issues by electorate	5	5			
	Sub Total		10		10	
PROJECTS	Projects Initiated	3	3	Initiated a Tomato growing project - for the youth; Moyo District Education Fund and Establishment of Moyo Nurses Training School. Contributed to various community projects. Witnessed signing of MOU between JCRC and RICE West Nile with CSF.		
	Communal Projects	2	2			
	NGOs	3	3			
	Sub Total		8		10	
MONITORING SERVICE DELIVERY ON NATIONAL PRIORITY PROGRAMME AREAS	Agriculture	5	7	Delivered his monitoring role well in the areas of; Agriculture, health, schools, roads and water sources. However, it was found wanting in the sectors of FAL and environment.		
	Health	5	7			
	Schools	5	7			
	Roads	3	7			
	Water Sources	5	7			
	FAL	0	5			
	Environment	0	5			
	Sub Total		23		45	

Table 4: Speaker's Score-card FY 2013/14

	Name	Martin Chaiga		
	District	Moyo		
	Political Party	NRM		
	Constituency	Moyo		
	Gender	M		
	Terms	2		
	2011/12	44	100	
	2012/13	63	100	
	2013/14	65	100	
	% change	3		
Parameter	Indicator	Score	Max Score	Explanatory Remarks
Legislative Function	Chairing council	3	3	He chaired 4 meetings and delegated to his deputy. Records of petitions and motions were available
	Rules of procedure	9	9	
	Business Committee	2	3	
	Records book	2	2	
	Record of motions	3	3	
	Special skills	0	5	
	Sub Total	19	25	
Contact with Electorate	Meetings Electorate	11	11	He chaired 4 meetings and delegated to his deputy. Records of petitions and motions were available.
	coordinating center	0	9	
	Sub Total	11	20	
LLG	Participation in LLG	10	10	Participated in four meetings of Moyo Sub-county and provided feedback.
Monitoring NPPAs	Health	5	7	The speaker monitored a number of service delivery units in the areas of; health, education, agriculture, water and roads. However, he availed no evidence of the monitoring FAL and ENR centres in Moyo Sub-county.
	Education	5	7	
	Agriculture	5	7	
	Water	5	7	
	Roads	5	7	
	FAL	0	5	
	Environment	0	5	
	Sub total	25	45	

Table 5: Summary performance of Moyo District Councilors FY 2013/14

Identifiers	Name	Political Party	Sub-county	Gender	Terms	Trends in Performance							Legislative role	Contact with electorate	LLGs	Monitoring NPPA												
						2011/12	2012/13	2013/14	% change	Plenary	Committee	Motion				Special skill	Sub total	Meeting electorate	Office	Subtotal	Sub county meetings	Health	Education	Agriculture	Water	Roads	FAL	ENR
	Terry Sifton Anyanzo	NRM	Dufile	M	4	100	68	72	90	25	8	8	5	0	21	11	7	18	10	7	7	5	5	5	5	5	5	45
	Paul Maikudidi	NRM	Aliba	M	1	61	68	79	16	8	8	5	4	25	11	5	16	0	7	7	5	7	0	5	5	5	38	
	Patrick Tiodibaku	Ind	Laropi	M	1	57	67	76	13	8	8	2	0	18	11	0	11	10	7	7	7	5	0	4	5	5	37	
	John Bosco Sam Asuzi	NRM	Metu	M	2	63	61	75	23	8	8	0	0	16	11	5	16	10	7	7	5	7	0	0	0	0	33	
	Martin Izaruku	Ind	Letori	M	1	50	70	73	4	8	8	5	0	21	11	0	11	10	7	7	3	7	0	0	0	0	31	
	Leri Kanta Lulua	NRM	Metu	F	1	39	59	63	7	8	8	2	0	18	9	9	18	2	7	3	7	0	7	1	0	0	25	
	Martina Azireo	NRM	Moyo	F	1	50	67	61	-9	1	8	0	0	9	11	0	11	10	7	7	5	5	0	0	0	0	31	
	Mubaraka Yunusaleh H.	UFA	Gimara	M	1	45	65	58	-11	8	8	0	0	16	11	0	11	10	7	7	0	7	0	0	0	0	21	

Identifiers	Political Party		Sub-county	Gender	Terms	Trends in Performance				Legislative role				Contact with electorate			LLGs	Monitoring NPPA								
	Name					2011/12	2012/13	2013/14	% change	Plenary	Committee	Motion	Special skill	Sub total	Meeting electorate	Office		Subtotal	Health	Education	Agriculture	Water	Roads	FAL	ENR	Sub Total
Mary Mazapakwe	NRM		Laropi, Dufile	F	1	37	61	56	-8	1	8	0	0	9	9	9	18	10	7	0	7	0	0	5	0	19
Magret Asienzo	NRM		Moyo Town Council	F	1	40	64	50	-22	1	1	2	0	4	11	0	11	10	5	5	5	5	0	0	25	
Zubair Asiku	FDC		Aliba	M	1	56	71	47	-34	1	1	0	0	2	11	3	14	6	3	0	7	3	3	2	25	
Lily Kareo Duku	NRM		Huula	F	1	45	63	44	-30	1	1	0	0	2	11	0	11	10	7	0	7	0	7	0	21	
Paul Gia Drami	NRM		Itula	M	1	52	69	43	-38	1	1	0	0	2	11	0	11	10	5	0	5	5	0	0	20	
James Drachiri	NRM		Youth	M	1	34	67	41	-39	4	1	0	0	5	11	0	11	0	5	5	5	5	0	0	25	
Aporonia Baako	Ind		Gimara,Aliba	F	1	20	30	23	-23	1	1	0	0	2	7	9	16	0	1	0	1	1	0	1	5	
Zuruma Maneno	NRM		Youth	F	1	29	34	23	-32	1	1	0	0	2	11	0	11	0	5	0	0	5	0	0	10	
Andrew Kajoingi	NRM		Moyo Town Council	M	2		30	10	-67	8	0	0	0	8	0	0	0	2	0	0	0	0	0	0	0	
Beatrice Eleo	NRM		PWD	F	1	48	61	0	-100	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	
Average						47	60	51	-18	4	4	1	0	10	9	3	12	6	5	4	5	4	4	1	23	

POLICY RECOMMENDATIONS FOR IMPROVED SERVICE DELIVERY

The report recommends that, among others:

1. The central government should consider increasing the budgetary allocation for Moyo Local Government to meet service delivery priorities.
2. The district should devise strategies to increase and effectively collect the local revenue from the available local resources.
3. Central Government should engage the Government of South Sudan to resolve the conflict once and for all.
4. The district should intensify monitoring by both political leaders and administrative to check shoddy works on service delivery units.
5. Institutionalize the practice of production of monitoring reports by the elected leaders.
6. Include more capacity building initiatives for council members/elected leaders on report writing, record keeping and minute taking.

The full report on these findings can be accessed on ACODE's online information center at:

<http://www.acode-u.org/>

About the Authors

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