



Advocates Coalition for Development and Environment
Plot 96, Kanjokya Street, Kamwokya
P. O. Box 29836, Kampala Tel: +256 312 812150
Email: acode@acode-u.org; library@acode-u.org
Website: <http://www.acode-u.org>

LOCAL GOVERNMENT COUNCILS' PERFORMANCE AND PUBLIC SERVICE DELIVERY IN UGANDA

Nebbi District Council Score-Card Report FY 2013/2014

Authors: Robert Rupiny Ronnie, James Kumakech and George Okot Onegi

BACKGROUND AND RATIONALE

This policy brief presents findings from the 2013/14 assessment of Nebbi District Local Government under the Local Government Councils' Score-card Initiative (LGCSCI), an evidence based project implemented by ACODE in partnership with ULGA with support from DGF. It seeks to enhance the effectiveness of elected leaders in fulfilling their mandate and build the citizens' capacity to demand better services. The initiative was implemented in 30 districts, with Nebbi being assessed for the first time. The initiative uses the score-card – an assessment tool - to facilitate annual performance assessments on the district council, district chairperson, speaker and councillors with focus on their roles and responsibilities as stipulated in the Local Government Act CAP 243 (as amended).

The rigorous assessment process is guided by a deliberate methodology and is conducted by an assorted team of researchers that is trained on an annual basis. The process involves: review of key district documents, interviews with key respondents, consultation with citizens through focus group discussions, analysis of data collected and finally, production and dissemination of findings. The findings are compiled into a report and disseminated at national and district levels (available online; <http://www.acode-u.org/>).

OVERVIEW OF NEBBI DISTRICT DURING FY2013/14

Politically, Nebbi district was headed Hon. Robert Okumu, who worked with 28 Councillors including the Speaker. The technical wing on the other hand was headed by Mr. Seraphine Alia as Chief Administrative Officer (CAO). The district has two counties, Padyere and Jonam, two town councils of Nebbi and Pakwach,

and 13 lower local governments (LLGs). Nebbi district has two significant water bodies, Lake Albert and River Nile, which are home to rare fish species such as nigripinis (nangnang) and alestes albertianus (angara). The water bodies also serve as source of livelihood for the population and contribute to the local revenue while river Namrwodho and Ora are a source of hydroelectricity. Nebbi District stands out with its spectacular cultural sites such as Wang-lei in Puvungu Pakwach Town Council.

The district is still far below the national standards, and compared to the previous financial year (2012/13), there is still minimal progress, as shown in Table 1. Nebbi District had a total enrolment rate of 111,545 pupils, putting the Pupil Teacher Ratio (PTR) at 66:1 above the national standard of 55:1. With an increase in enrolment rates at 3 to 5 per cent annually, performance continued to decline. The 2013 PLE results indicated a decline in performance with candidates obtaining Div. I still at 2.2 per cent as was in 2012 while those that obtained Div. II dropped to 45 per cent from 45.7 per cent obtained in 2012. The district's safe water coverage stood at 76 per cent for rural and 69 per cent for urban areas, while functionality stood at 69 per cent, below the national standard of 80 per cent. Latrine coverage on the other hand stood at 74 per cent showing no improvement from the previous Financial Year.



Figure 1: Pupils of Abongo primary school in Erussi Sub-county studying under a tree (Credit: ACODE Digital Library)

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

Sector	Indicators	National standard/ NDP target	Level of achievement 2012/13	Level of achievement 2013/14
Education -Primary Education	Children of primary school going age (6-12 yrs)	-	-	
	Enrolment	-	111,125	111,545
	Pupil Classroom Ratio (PCR)	55:1	70:1	110:1
	Pupil-Teacher Ratio (PTR)	55:1	57:1	66:1
	Pupil-to-Desk Ratio (PDR)	3:1	6:1	6:1
	PLE Performance	-	Div1 2.%; Div II 46% Div3-27%; Div4-15% U-8.2% ;X-5%	Div1 2%; Div2 45%Div3 27%; Div4 14% U-8% ; X-5%
Health Care services	ANC 4th Visit	60%	36%	40%
	Deliveries in Health Centres	35%	58%	64.4%
	Total beds	-	768	768
	Access to Maternity services	-	154/1000	172/1000
	MMR	-	26/1000	31/1000
	IMR	-	-	56%
	Staffing Levels	-	74%	74%
Road Sub-Sector	Km of roads under routine maintenance	-	-	205 Km
	Km of roads rehabilitated	-	-	81.31km
	Km of roads under periodic maintenance	-	-	148.3km
	Proportion of roads in good condition	-	-	82.8%
	Construction of bridges	-	-	367.6km
Water and sanitation	Water coverage	-	76%	74%
	Number of boreholes sunk	-	16	5
	Number of boreholes rehabilitated	-	19	10
	Functionality of water sources	80%	75%	-
	Pit latrine coverage	90%	74.8%	85%
Agriculture	Number of extension workers per sub-county	-	2.5	42
	Number of service points	-	1,379	Crop-27, Vet 10
	Number of demonstration farms	-	86	2,920 farmers
	Technical back-up visits	-	7 Times	8 Times
FAL	Number of instructors	-	-	321
	Number of participants	-	-	15317
	Number of service centres	-	-	310
	Level of coverage	-	-	15 LLG
Environment and Natural Resources	Staffing Level	-	-	3
	Conduct Environmental monitoring and assessment	-	8	4
	Production and District State of the Environment Report	-	1	1
	District Environment Action Plan	-	1	In place
	Preparation of District Wetland Ordinance	-	-	-
	Monitor wetland systems in the district	-	5 compliance	Quarterly
	Establishment of Agro-forestry nurseries	-	44	2
	Prepared Community Action Wetland Plan	-	-	Carried out
	District Wetland Action Plan	-	-	-
	Ordinance on Environmental conservation	-	-	done

FACTORS AFFECTING SERVICE DELIVERY IN NEBBI DISTRICT

- a) **Budgetary Constraints:** In the FY 2013/14 Nebbi District's approved budget was 26.4 billion with central government transfers accounting for 94 per cent, donor and local revenue accounted for 5 per cent and 1 per cent respectively. The total district budget reduced by 9 per cent received in FY 2012/13 impacting on effective service delivery.
- b) **Issues related to procurement and poor contract works:** There were concerns with regard to the slow and bureaucratic system of procurement process leading to the delayed delivery of services. Findings revealed that some contractors carried out substandard work seen in the construction of roads, sinking of bore holes and construction of classroom blocks.
- c) **Limited support supervision and operations repairs and maintenance:** There was evidence of limited support to sectors in terms of effective supervision and inspection, from both the technical and political arms. This was partly blamed on the existing staffing gaps in the district. The process of filling vacant positions is bureaucratic due to long recruitment and deployment processes. This has greatly hindered service delivery due to limited manpower to carry out district activities.
- d) **Limited Monitoring of Service Delivery Units:** Although councillors are supposed to monitor the delivery of public services, this was found wanting. It was mainly attributed to insufficient funds allotted to the exercise hence undermining their oversight role as elected leaders.
- e) **Internal Bickering:** There were conflicts within council over allegations of misconduct of the various parties. Such conflicts not only affected the smooth running of council business – attendance and debates but they also denied citizens effective service delivery from the elected leaders.

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: Nebbi District Council Score-card FY 2013/14

		2011/12	2012/13	2013/14	% change
		51	69	51	-26
		100	100	100	
Parameter	Indicator	Score	Max Score	Explanatory Remarks	
LEGISLATIVE ROLE	Rules of Procedure	2	2	Rules and procedures were adopted in 2011. Subscription to ULGA was paid. DEC sat 8 times. Four motions moved. However, no evidence of ordinance passed. No evidence of public hearings on bills and petitions. No evidence of citizen's petitions. No tours were undertaken by council.	
	Membership to ULGA	1	2		
	Committees of Council	2	3		
	Motions passed	1	3		
	Ordinances	1	3		
	Conflict Resolution	1	1		
	Public Hearings	0	2		
	Legislative resources	2	4		
	Petitions	1	2		
	Capacity building	2	3		
	Sub total	13	25		
ACCOUNTABILITY TO CITIZENS	Fiscal Accountability	3	4	Work plans and budgets in place; PAC reports acted on. CSOs Work plans integrated into the DPP. CSOs/ Citizens involved in budget conferences. MoU signed with Water Mission International. No evidence charter on accountability and ethical code of conduct.	
	Political Accountability	3	8		
	Administrative Accountability	5	8		
	Involvement of CSO	2	2		
	Principles of accountability	0	3		
		Sub total	13		25
PLANNING & BUDGETING	Plans, Vision and Mission	5	5	The budget discussed and approved. Vision and mission displayed. No evidence of initiatives to raise local revenue; no increase in local revenue.	
	District Budget	4	4		
	Local Revenue	2	11		
		Sub total	11		20
MONITORING SERVICE DELIVERY ON NPPAS	Education	5	5	Apart from water and sanitation and FAL which did not attract any scores other activities were fairly monitored with education scoping the overall score.	
	Health	3	5		
	Water and sanitation	0	4		
	Roads	3	4		
	Agriculture	2	4		
	FAL	0	4		
	ENR	1	4		
		Sub total	14		30

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

Robert Okumu				
2011/12	65	100		
2012/13	74	100		
2013/14	53	100		
% change	-40			
Parameter	Indicators	Score	Max Score	Explanatory Remarks
POLITICAL LEADERSHIP	DEC	2	3	Chaired 8 DEC meetings however no evidence of delegation to his vice. No evidence of action on state of affairs district report. DEC & civil servants interfaced. Statutory boards & commissions fully constituted except the DSC
	Monitoring admin	5	5	
	State of affairs	0	2	
	Oversight civil servants	3	4	
	Commissions/Boards	2	2	
	Central gov't	3	4	
	Sub Total	15	20	
LEGISLATIVE ROLE	Council	2	2	Attended 6 council sittings. Two motions moved on service delivery; and 2 Bills on service delivery presented by Executive
	Motions Executive	4	6	
	Bills by Executive	3	7	
	Sub Total	9	15	
CONTACT WITH ELECTORATE	Meetings Electorate	4	5	No programme of meetings with electorate, but he held meetings. Press briefing on district development
	Issues by electorate	2	5	
	Sub Total	6	10	
PROJECTS	Projects Initiated	1	3	Evidence of partnership with the community and CBOs. MoU with Baylor Uganda GIZ; SNV and Water Missions International.
	Communal Projects	2	2	
	NGOs	5	3	
	Sub Total	8	10	
MONITORING SERVICE DELIVERY ON NATIONAL PRIORITY PROGRAMME AREAS	Agriculture	0	7	Apart from roads and health, water sources, received fair monitoring however, the rest of activities were not adequately monitored
	Health	6	7	
	Schools	0	7	
	Roads	7	7	
	Water Sources	2	7	
	FAL	0	5	
	Environment	0	5	
	Sub Total	15	45	

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

Name	Ida Fuambe			
District	Nebbi			
Political Party	NRM			
Constituency	Nyaravur, Atego			
Gender	F			
Terms				
2011/12	68	100		
2012/13	73	100		
2013/14	53	100		
% change	-27			
Parameter	Indicator	Score	Max Score	Explanatory Remarks
Legislative Function	Chairing council	3	3	Chaired 5 council meetings. Rules of procedure adopted on 27 October 2011. No evidence of record book with issues presented to the office. Evidence of 4 motions/bills presented to council; No evidence of providing special skills/knowledge to council/committee
	Rules of procedure	9	9	
	Business Committee	3	3	
	Records book	0	2	
	Record of motions	3	3	
	Special skills	0	5	
Sub Total	18	25		
Contact with Electorate	Meetings Electorate	2	11	No evidence community meetings held.
	coordinating center	9	9	
	Sub Total	11	20	
LLG	Participation in LLG	10	10	Attended 4 sub-county council meetings. Made communication to the council and shared information with LLGs.
Monitoring NPPAs	Health	3	7	The Speaker carried out substantial monitoring in the areas of; Roads, health and water sources. However, she did not pay much attention to education, agriculture, environment and FAL.
	Education	1	7	
	Agriculture	1	7	
	Water	3	7	
	Roads	5	7	
	FAL	0	5	
	Environment	1	5	
	Sub total	14	45	

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

Identifiers	Trends in Performance				Legislative role				Contact with electorate			Monitoring NPPA										
	2011/12	2012/13	2013/14	% change	Plenary	Committee	Motion	Special skill	Sub total	Meeting electorate	Office	Subtotal	LLGs	Health	Education	Agriculture	Water	Roads	FAL	ENR	Sub Total	
Terence Akena	100	100	100	-32	8	8	5	4	25	11	9	20	10	7	7	7	7	7	5	5	5	45
Raphael Anyolitho	70	81	55	-32	8	8	0	0	16	0	9	9	10	3	3	3	3	3	3	2	2	20
Robert Steen Omoto	47	62	50	-19	8	8	0	0	16	0	9	9	10	3	3	3	3	3	0	0	0	15
Richard Orieda	56	78	50	-36	8	8	2	0	18	3	9	12	10	3	1	3	1	1	0	1	1	10
Kizito Ongan	44	47	44	7	5	8	2	0	15	5	9	14	10	1	3	1	0	1	1	1	1	8
Grace Owonda	57	61	44	-28	8	8	0	0	16	0	9	9	10	1	3	0	2	1	1	1	1	9
Proscovia Binega	46	58	40	-31	1	8	0	0	9	3	9	12	10	3	0	0	2	1	3	0	0	9
Iddo Ubedgiwu	44	50	40	-20	1	8	0	0	9	5	9	14	10	3	1	1	0	0	1	1	1	7
Lillian Acan	52	69	39	-43	1	1	0	0	2	0	9	9	10	3	3	3	1	3	3	2	2	18
Imelda Bitoi	43	44	37	-16	1	8	0	0	9	0	9	9	10	3	3	1	0	0	1	1	1	9
Justus Ojor	42	52	36	-31	5	8	0	0	13	0	9	9	10	1	0	0	0	1	1	1	1	4
Jackline Opar	50	52	36	-31	4	8	0	0	12	0	9	9	10	1	1	0	0	1	1	1	1	5
Patrick Oyot	48	58	35	-41	1	8	5	0	14	0	9	9	8	1	0	1	0	0	1	1	1	4
Ronald Ocamgiu	57	54	34	-37	8	8	0	0	16	0	9	9	6	1	0	0	0	0	1	1	1	3
John Onen Kumakech	26	43	33	-23	1	8	0	0	9	0	9	9	10	1	1	1	1	1	0	0	0	5
Christine Mandha	55	64	32	-50	8	4	0	0	12	0	9	9	9	0	0	0	0	1	1	0	0	2
John Pangarasio Oyeki	54	43	32	-26	5	8	0	0	13	0	9	9	6	1	1	1	0	0	0	1	1	4
Charles Ringtho	23	41	32	-22	1	8	0	0	9	0	9	9	10	1	1	1	0	1	0	0	0	4
Santina Ozelle	42	48	32	-33	5	8	0	0	13	0	4	4	10	1	1	0	0	1	1	1	1	5
Eunice Atimango	31	32	30	-6	5	8	0	0	13	0	6	6	10	0	0	0	0	1	0	0	0	1
Lawrence Wathum	40	46	28	-39	1	8	0	0	9	0	9	9	8	1	1	0	0	0	0	0	0	2
Clare Doreen Nimungu	39	49	23	-53	1	1	0	0	2	0	9	9	10	0	1	1	0	0	0	0	0	2
Alice Fauchan	37	64	23	-64	1	8	0	0	9	0	9	9	0	0	0	1	1	1	1	1	1	5
Ronnie Olimber	19	34	22	-35	1	8	0	0	9	0	9	9	0	1	0	3	0	0	0	0	0	4
Dorine Ongula	32	42	19	-55	1	8	0	0	9	0	2	2	6	1	1	0	0	0	0	0	0	2
Average	28	32	17	-47	1	8	0	0	9	0	6	6	2	0	0	0	0	0	0	0	0	0
	21	28	13	-54	1	3	0	0	4	0	9	9	0	0	0	0	0	0	0	0	0	0
	42	52	33	-35	3	7	0	0	11	1	8	9	8	1	1	1	1	1	1	1	1	6

POLICY RECOMMENDATIONS FOR IMPROVED SERVICE DELIVERY

The report recommends that, among others:

1. Government should increase budgetary allocation for Nebbi District Local Government to meet service delivery priorities.
2. Nebbi District Local Government should develop systems with greater emphasis on widening the local revenue base.
3. The district local government council should engage independent parties to resolve the existing conflicts.
4. Intensify monitoring by both political and technical leaders to check shoddy works on service delivery units especially road works.
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 minutes 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

Robert Rupiny Ronnie is an Independent Researcher and he also works with Nebbi NGO Forum

James Kumakech is an Independent Researcher. This is the fifth year he is publishing Local Government Local Government Council Score-Card and has worked for nine years as a Programme Coordinator with Community Uplift and Welfare Development (CUWEDE).

George Okot Onegi is an independent researcher. He is also the Coordinator for National NGO Forum in Nebbi.