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

### **Arua District Council Score-Card Report FY 2013/2014**

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wing was headed by Mr. Sam Ogenrwoth as Chief Administrative Officer (CAO).

#### **BACKGROUND AND RATIONALE**

This policy brief presents findings from the 2013/14 assessment of Arua 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 Arua 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 ARUA DISTRICT DURING FY2013/14**

Arua District was managed by the political and technical leadership which complement each other. The political docket was headed by Hon. Wadri Sam Nyakua supported by 47 councillors including the Speaker Hon. Genesis Dria Acema while the technical

Arua District's main economic activity is agriculture with 96 per cent of the households dependent on subsistence farming. However, although Arua District has 20 gazetted forest reserves (40%-60% of these gazette forests have been depleted for agricultural activities, fuel and timber. BAT was instrumental in the districts economy growth before its closure few years ago. Cross border trade with DR Congo and South Sudan, fishing in the Sub counties adjacent to Albert Nile and partnership with several programmes and projects such as NAADS, vegetable oil development project, funded by MAAIFS and IFAD, Integrated Seed Sector Development Project (ISSD), Live Fish Marketing Facility Construction by MAAIFS and cattle restocking project by the OPM are contributory economic activities. The district has an airport which is the second busiest in Uganda after Entebbe international airport which is being upgraded by Civil Aviation Authority (CAA) to international standards of 200 passengers, when completed it will significantly boost the economy of the district.

Arua District has 246 primary schools whose enrolment for the FY 2013/14 was 273,720 pupils, posting an increase from FY 2012/13 that had 261,830 pupils. PLE performance was average, recording over 50 per cent of students scoring Div. III in 2012; while in 2013 the rate was 57%. However there was a slight decline in those who scored Div. I and Div. II compared to the previous year. The Pupil Classroom Ratio of 102:1 and Pupil Latrine stance Ratio of 112:1 are still considerably high.

During the year under review safe water coverage increased by 0.2 per cent from 73 per cent to 73.2 per cent so was latrine coverage from 66.9 per cent to 73 per cent.

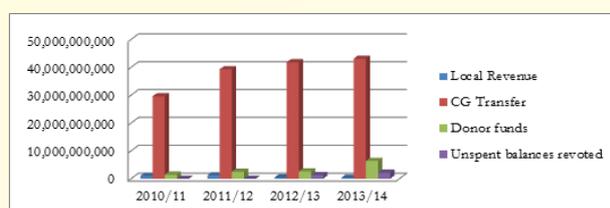
**Table 1: Service Delivery Indicators in Arua District (2013/14)**

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)	All children from 6 yrs +	221,206	223,645
	Enrolment	-	261,830	273,720
	Pupil Classroom Ratio (PCR)	55:1	106:1	102:1
	Pupil-Teacher Ratio (PTR)	55:1	63:1	61:1
	Pupil-to-Desk Ratio (PDR)	3:1	6:1	6:1
	PLE Performance	-	Div 1-2.1%; Div II-47.2%; Div III-24.6%; Div IV-13.6%; U-7.6% ; X-4.6%	Div 1-1.6%; Div II-41.3%; Div III-29.1%; Div IV-15%; U-8.6%; X-4.3%
Health Care services	ANC 4th Visit	60%	35.1%	40%
	Deliveries in Health Centres	35%	37.4%	63%
	Total beds	-	-	-
	Access to Maternity services	-	-	-
	MMR	-	-	-
	IMR	-	-	-
	Staffing Levels	-	48%	49%
Road Sub-Sector	Km of roads under routine maintenance	-	643.5 after every 2 months	643.5 after every 2 months
	Km of roads rehabilitated	-	0	0
	Km of roads under periodic maintenance	-	9.38%	22.1
	Proportion of roads in good condition	100%	50%	55%
	Construction of bridges	7	1	0
	Opening up new community roads	-	0	0
Water and sanitation	Water coverage	100%	73%	73.2%
	Number of boreholes sunk	-	26	21
	Number of boreholes rehabilitated	-	25	0
	Functionality of water sources	100%	86%	89%
	Proportion of the population within 1km of an improved water source	100%	73%	73.2%
	Latrine coverage	100%	66.9%	73%
Agriculture	Number of extension workers per sub-county	-	85 in 28 sub counties	85 in 28 sub counties
	Number of service points	-	27	27
	Number of demonstration farms	-	-	-
	Technical back-up visits	-	15 days per month	15 days per month
FAL	Number of instructors	-	-	160
	Number of participants	-	-	3680
	Number of service centres	-	-	160
	Level of coverage	-	-	Not known
Environment and Natural Resources	Staffing Level	-	-	-
	Conduct Environmental monitoring and assessment	-	25	14
	Production and update District State of the Environment Report (DSOER)	Annually	-	-
	District Environment Action Plan	1	1	1
	Preparation of District Wetland Ordinance	-	-	-
	Monitor wetland systems in the district	-	4	6
	Establishment of Agro-forestry nurseries	-	-	-
	Produced District Forest Development Plan	Annually	-	-
	Prepared Community Action Wetland Plan	-	-	2
	District Wetland Action Plan	-	-	-
	Ordinance on Environmental conservation	-	-	-

## FACTORS AFFECTING SERVICE DELIVERY IN ARUA DISTRICT

- a) **Budgetary Constraints:** During the Financial Year under review, Arua District's budget was 52,007,034,946/=. Central government transfers accounted for 83 per cent, Local Revenue and Donors funds accounted for 1 percent and 12 percent respectively. This is an indication that the district remains heavily dependent on central government transfers that are mainly in form of conditional grants. As such there is little or no room for re-allocation of funds by Arua District Local Government to other service delivery priorities.

Figure 3: A four year budget performance for Arua District FY 2010/11-2013/14



Source: Arua District approved budgets FY2011/12, 2012/13, 2013/14

- b) **Inadquate staffing:** In the FY2013/14, the district experienced inadequate staffing at 53 per cent. This not only impacted on the smooth running of the district activities, but it also strained the available staff.
- c) **Persistent land and border conflicts:** The district was engaged in several land and border conflicts some of which escalated into clashes. Significant amount of time was spent in negotiations which could have been used in service delivery priorities.
- d) **Intrigue and infighting among technical staff:** There were incidences of intrigue and infighting amongst technical staffs of the district, mainly attributed to rivalry over positions thus hampering effective service delivery.
- e) **Poor documentation and record keeping:** Although councillors claimed to have carried out various activities, there was no evidence supporting the claims. There were no reports prepared for the activities carried out making it difficult to assess the magnitude of the service delivery deficiencies.

## 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: Arua District Council Score-card FY 2013/14

2013/14		46	100	
Parameter	Indicator	Score	Max Score	Explanatory Remarks
LEGISLATIVE ROLE	Rules of Procedure	2	2	Adopted model rules of procedure. Annual subscription to ULGA was paid. DEC had 8 meetings. There was no motion on local government local government financial autonomy. No ordinance was passed in council; there were 3 bills on; child labor 2009, drug abuse 2005 and food security and nutrition bill 2010. Two Conflict resolution initiatives held on land issues; agreed to institute a library, equip office of clerk and create council chambers and a lounge.
	Membership to ULGA	2	2	
	Committees of Council	3	3	
	Motions passed	2	3	
	Ordinances	0	3	
	Conflict Resolution	1	1	
	Public Hearings	0	2	
	Legislative resources	1	4	
	Petitions	0	2	
	Capacity building	3	3	
<b>Sub total</b>		<b>14</b>	<b>25</b>	
ACCOUNTABILITY TO CITIZENS	Fiscal Accountability	4	4	There is no evidence of; timely action on PAC and internal audit reports; debate on independent evaluation; and adoption of the revised charter on accountability and ethical code of conduct for Local Governments. Evidence of the district client charter developed (June 2011) was available.
	Political Accountability	4	8	
	Administrative Accountability	5	8	
	Involvement of CSO	2	2	
	Principles of accountability	1	3	
<b>Sub total</b>		<b>16</b>	<b>25</b>	
PLANNING & BUDGETING	Plans, Vision and Mission	5	5	Evidence of; approved 5 year DDP; CBP and REP; annual workplans and budgets. No evidence of ordinances on local government financial autonomy or engagement with central government on revenue enhancement.
	District Budget	4	4	
	Local Revenue	2	11	
	<b>Sub total</b>		<b>11</b>	
MONITORING SERVICE DELIVERY ON NPPAS	Education	1	5	Monitoring of NPPAs was minimally done attracting weak performance under this parameter.
	Health	1	5	
	Water and sanitation	1	4	
	Roads	0	4	
	Agriculture	2	4	
	FAL	0	4	
	ENR	0	4	
<b>Sub total</b>		<b>5</b>	<b>30</b>	

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

Sam Wadri Nyakua				
Performance	2013/14		49	100
	Parameter	Indicators	Score	Max Score
	Indicators	Score	Max Score	Explanatory Remarks
POLITICAL LEADERSHIP	DEC	3	3	Chaired meetings jointly with civil servants. Held meeting with RDC on conflict resolution. Participated in district security meetings
	Monitoring admin	5	5	
	State of affairs	1	2	
	Oversight civil servants	2	4	
	Commissions/ Boards	2	2	
	Central gov't	4	4	
	<b>Sub Total</b>	<b>17</b>	<b>20</b>	
LEGISLATIVE ROLE	Council	2	2	Attended 5 council sittings. There was no motion on enhancing local government financial autonomy. No evidence of bills presented by the Executive to council
	Motions Executive	4	6	
	Bills by Executive	0	7	
	<b>Sub Total</b>	<b>6</b>	<b>15</b>	
CONTACT WITH ELECTORATE	Meetings Electorate	4	5	No evidence of meeting with the electorates, but held meetings at; Muni, Odupi and Ozuu. Sensitized people about land issues; cattle re-stocking programme and construction of Arua airport on local radio talk shows. No evidence of issues raised by the electorate to the executive
	Issues by electorate	5	5	
	<b>Sub Total</b>	<b>9</b>	<b>10</b>	
PROJECTS	Projects Initiated	3	3	Initiated SACCO for bodaboda groups. However, he had no evidence of written advice to community. Made contribution to institutions and community members. He signed MoU With Associazione Centro AiutiVolontari (ACAV- and UNHCR/OPM/ OXFAM.
	Communal Projects	1	2	
	NGOs	3	3	
	<b>Sub Total</b>	<b>7</b>	<b>10</b>	
MONITORING SERVICE DELIVERY ON NATIONAL PRIORITY PROGRAMME AREAS	Agriculture	0	7	Apart from heath and schools where there was fair performance, Agriculture, roads, water sources, FAL and environment did not attract any point hence the poor performance
	Health	5	7	
	Schools	5	7	
	Roads	0	7	
	Water Sources	0	7	
	FAL	0	5	
	Environment	0	5	
	<b>Sub Total</b>	<b>10</b>	<b>45</b>	

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

Genesis Dria Acema				
Performance	2013/14		40	100
	Parameter	Indicator	Score	Max Score
	Indicator	Score	Max Score	Explanatory Remarks
POLITICAL LEADERSHIP	DEC	3	3	Chaired 5 council meetings. Rules of procedure were adopted. Timely and filed minutes of council meetings were available. Presided over 4 business committee meetings and minutes produced. Files with petitions and motions were available. However, there was no evidence of special skills provided.
	Monitoring admin	9	9	
	State of affairs	3	3	
	Oversight civil servants	2	2	
	Commissions/ Boards	3	3	
	Central gov't	2	2	
<b>Sub Total</b>	<b>20</b>	<b>25</b>		
LEGISLATIVE FUNCTION	Records book	2	2	There was no evidence of programme for meetings held. However, evidence of meeting electorates was available in the visitors' book at home and file at office.
	Record of motions	3	3	
	Special skills	0	5	
	<b>Sub Total</b>	<b>11</b>	<b>20</b>	
	<b>Sub Total</b>	<b>20</b>	<b>25</b>	
CONTACT WITH ELECTORATE	Meetings Electorate	2	11	There was no evidence of programme for meetings held. However, evidence of meeting electorates was available in the visitors' book at home and file at office.
	coordinating center	9	9	
	<b>Sub Total</b>	<b>11</b>	<b>20</b>	
LLG	Participation in LLG	4	10	Attended only 2 meetings of LLG. No evidence of any communication, feedback or sharing of information.
	<b>Sub Total</b>	<b>4</b>	<b>10</b>	
MONITORING NPPAs	Health	1	7	Monitored 3 health centres but monitoring reports were not prepared. Monitored 5 schools but did not meet the threshold. No evidence of any agriculture activity monitored. Visited only 2 water points and 4 roads but monitoring reports were not made. No evidence was available of visiting FAL centres, and environmental sites.
	Education	1	7	
	Agriculture	1	7	
	Water	1	7	
	Roads	1	7	
	FAL	0	5	
	Environment	0	5	
	<b>Sub total</b>	<b>5</b>	<b>45</b>	

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

Identifiers	Sub-county				Terms	2013/14	Legislative role					Contact with electorate			LLGs					Monitoring NPPA				
	Name	Political Party	Gender	Maximum Score			Plenary	Committee	Motion	Special skill	Sub total	Meeting electorate	Office	Subtotal	Sub county meetings	Health	Education	Agriculture	Water	Roads	FAL	ENR	Sub Total	
Hamzah .A. Manzah		FDC	M	2	62	8	8	5	0	21	11	2	13	10	1	3	1	5	3	0	5	18		
Candini Luigi		NRM	M	2	53	1	8	5	1	15	9	9	18	10	1	3	3	1	1	1	0	10		
Wilfred Saka		FDC	M	2	51	8	8	0	0	16	4	0	4	8	7	7	1	0	7	0	1	23		
Kamilo Sabo		NRM	M	4	50	8	8	0	0	16	0	6	6	10	5	5	0	5	1	1	1	18		
Sunday Ayikoru		NRM	F	3	50	8	8	5	0	21	4	2	6	10	7	0	0	4	1	0	1	13		
Dawin Dawa		NRM	M	1	40	8	8	5	0	21	2	9	11	6	0	0	0	0	0	1	1	2		
Karim Raima		FDC	F	1	39	1	8	0	0	9	11	0	11	8	3	3	3	1	1	0	0	11		
Edward Akua		NRM	M	2	38	1	8	0	0	9	0	9	9	10	1	3	3	1	1	0	1	10		
Stella Alituru		Ind	F	1	38	1	8	0	0	9	11	5	16	10	1	0	1	0	0	1	0	3		
John Atibuni		NRM	M	1	37	1	8	0	0	9	2	9	11	10	1	1	1	1	1	1	1	7		
Rgina Buleru		NRM	F	4	37	8	8	0	0	16	4	2	6	10	1	1	0	0	1	1	1	5		
Rose Jenny Abiko		NRM	F	3	37	1	8	0	0	9	0	4	4	10	5	1	1	1	5	0	1	14		
Peter Thoryek		NRM	M	1	34	8	8	0	0	16	2	0	2	10	1	1	1	1	1	0	1	6		
Boniface Ogacindiyio Alioni		NRM	M	1	31	1	8	2	0	11	0	0	0	4	5	4	1	0	5	0	1	16		
Luke Asua		Ind	M	1	31	1	8	0	0	9	0	6	6	10	1	1	1	0	1	1	1	6		
Muzamil Achema		NRM	M	1	29	1	8	0	0	9	7	0	7	8	1	1	1	1	1	0	0	5		
Rose Emmanuel Mundum		NRM	M	2	29	8	8	2	0	18	0	0	0	8	1	1	0	0	1	0	0	3		
Stephen		NRM	M	7	29	1	8	2	0	11	2	2	4	10	1	0	0	0	1	1	1	4		
Agnes Tako		FDC	F	2	28	8	8	0	0	16	0	0	0	8	1	0	1	0	1	0	1	4		
Cosmas Ayikobua		NRM	M	1	28	1	8	0	0	9	0	4	4	8	1	1	1	1	1	1	1	7		
Alex Adrabo		NRM	M	3	27	1	8	0	0	9	0	4	4	10	1	1	0	0	1	1	0	4		
Joyce Lekuru		NRM	F	1	27	1	8	0	0	9	2	2	4	10	1	1	0	1	0	1	0	4		
Atilio Droma		NRM	M	3	26	8	8	0	0	16	5	0	5	4	1	0	0	0	0	0	0	1		
Geofrey Opima		FDC	M	2	26	1	8	0	0	9	2	0	2	10	1	1	1	0	1	1	0	5		
Moses Amat		NRM	M	1	22	1	8	0	0	9	2	4	6	0	1	1	1	1	1	1	1	7		
Josephine Chandiru		NRM	F	1	20	1	8	0	0	9	0	4	4	2	1	1	1	0	1	0	1	5		
Agnes Ocitini		FDC	F	1	19	1	8	0	0	2	0	0	0	10	5	0	1	0	0	1	0	7		
Anguyo Pariyo		NRM	M	1	19	7	8	0	0	15	0	0	0	0	1	1	0	0	1	0	1	4		
John Amayo			M	0	19	1	0	0	0	1	4	2	6	4	5	1	1	0	0	0	1	8		
Florence Driwalu		NRM	F	3	18	1	8	0	0	9	2	4	6	0	0	0	0	0	1	1	1	3		
Justine Hubert Afidra		NRM	M	1	18	1	8	0	0	9	0	4	4	0	1	1	1	1	1	0	0	5		
Alex Butele		NRM	M	1	17	1	8	0	0	9	0	4	4	0	1	0	1	0	1	1	0	4		
Sam Olema Onzia		NRM	M	1	17	1	8	0	0	9	0	4	4	0	1	1	1	0	1	0	0	4		

Identifiers	Name	Political Party	Sub-county	Gender	Terms	2013/14	Legislative role				Contact with electorate			LLGs		Monitoring NPPA							
							Plenary	Committee	Motion	Special skill	Sub total	Meeting electorate	Office	Subtotal	Sub county meetings	Health	Education	Agriculture	Water	Roads	FAL	ENR	Sub Total
Jane Rokoni Bacimva		NRM	Offaka , Antiribu	F	2	16	1	8	0	0	9	2	0	2	0	0	1	0	1	0	0	0	5
Natalia Drateru		NRM	Asia, Arivu	F	3	16	1	8	0	0	9	0	4	4	0	1	0	1	0	1	0	0	3
Faustine Yikita		NRM	Ayvuni	M	1	15	1	8	0	0	9	0	0	0	0	1	1	1	0	1	1	1	6
Ferry Jany Ombaa		NRM	Youth Male	M	1	15	1	8	0	0	9	2	0	2	4	0	0	0	0	0	0	0	0
Night Eyoru Asara		FDC	Arua Hill Division	F	1	15	1	8	0	0	9	0	4	4	0	1	0	0	1	0	0	0	2
Patrick Enguma		NRM	Pajulu	M	1	14	0	8	0	0	8	0	0	0	0	1	1	1	0	1	0	1	6
Christine Debo		NRM	Pajulu	F	1	13	1	0	0	0	1	0	9	9	0	1	0	1	0	0	0	0	3
Jessa Candiru Abedu		NRM	Alivu, Katimu	F	1	13	0	0	0	0	0	2	0	2	10	1	0	0	0	0	0	0	1
Florence		NRM	Dadamu	F	2	10	1	8	0	0	9	0	0	0	0	1	0	0	0	0	0	0	1
Barbara Alesi		NRM	Youth Female	F	1	9	1	8	0	0	9	0	0	0	0	0	0	0	0	0	0	0	0
Canon Viga		NRM	Omugo	M	3	9	0	8	0	0	8	0	0	0	0	0	0	0	0	0	0	1	1
Mary Adakuru		NRM		F	3	9	1	8	0	0	9	0	0	0	0	0	0	0	0	0	0	0	0
Peter Mali Adroma		NRM	Odupi	M	1	9	0	8	0	0	8	0	0	0	0	0	0	0	0	0	0	1	1
<b>Average</b>						<b>26</b>	<b>3</b>	<b>7</b>	<b>1</b>	<b>0</b>	<b>10</b>	<b>2</b>	<b>3</b>	<b>5</b>	<b>5</b>	<b>2</b>	<b>1</b>	<b>1</b>	<b>1</b>	<b>1</b>	<b>0</b>	<b>1</b>	<b>6</b>

## POLICY RECOMMENDATIONS FOR IMPROVED SERVICE DELIVERY

The report recommends that, among others:

1. The central government should consider increasing the budgetary allocation for Arua 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. The district leaders should engage the conflicting parties in order to end the existing disputes once and for all.
4. The district should intensify monitoring by both political and technical leaders to check shoddy any sub-standard works on service delivery units.
5. There is need to continuously orient councilors and citizens on their roles and responsibilities in implementing public service delivery.
6. Institutionalize the practice of production of monitoring reports by the elected leaders.
7. 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/>

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