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LOCAL GOVERNMENT COUNCILS' PERFORMANCE AND PUBLIC SERVICE DELIVERY IN UGANDA

Amuria District Council Score-Card Report FY 2013/2014

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OVERVIEW OF AMURIA DISTRICT DURING FY2013/14

BACKGROUND AND RATIONALE

This policy brief presents findings from the 2013/14 assessment of Amuria 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 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 annual assessment process is conducted by teams of researchers across the 30 districts partaking in the LGCSCI assessment. The research process involves a review of key district documents, interviews with key respondents and consultations with citizens through focus group discussions (FGDs). Following the data collection process, data is cleaned and analysed to identify key themes and patterns wherein a district report detailing the findings is produced for each of the assessed districts (full reports are available online; <http://www.acode-u.org/>). LGCSCI also produces and disseminates a 'National Synthesis Report' that provides trends analysis for all 30 of the assessed districts. Both reports are disseminated nationally with districts receiving copies of both their specific reports and copies of the National Synthesis Report.

Amuria District political leadership was headed by Hon. John Francis Oluma assisted by a team of 21 councillors including the speaker while the technical team was led by Mr. Pius Epaju as the Chief Administrative Officer (CAO). Whereas the political team makes laws and policies, the technical team implements the policies and programmes.

With an annual growth rate of 7 per cent, the population of Amuria District has been increasing over the years from 315,900 in 2010 to approximately 441,200 in 2013 (UBOS population projections 2013). The district is endowed with mineral resources including gold, platinum, and tantalum. M/S Zhonghua, an exploration and mineral development company has already started the exploration programme that is likely to boost the district revenue. Amuria district's main economic activity is agriculture mainly at subsistence level employing over 90 per cent of the population.

Although efforts are underway to improve service delivery in the district, key indicators showed a discrepancy between the national targets and district achievements. In the FY2013/14, the Pupil Class Ratio stood at 124:1; Pupil Teacher Ratio at 75:1 and the Pupil Desk Ratio at 8:1 way above the national standards as shown in Table 1. Perhaps, this explains the poor performance exhibited in Primary Leaving Examinations (PLE) results obtained in 2013. Out of 3,897 pupils that sat for PLE, only 2.4 per cent and 52.1 per cent obtained Division I and II respectively. This was mainly attributed to limited funding to the sector amidst the high enrolment level, late release of funds, inadequate infrastructure and limited participation of parents.

Table 1: Service Delivery Indicators in Amuria District FY 2013/14

Sector	Indicators	National standard/ NDP target	Target 2013/14	Level of achievement 2013/14
Education -Primary Education	Children of primary school age going (6-12 yrs)	-	-	97,064 = 22% total population
	No. of Gov't aided Primary Schools	-	-	108
	Enrolment	-	78,900	75,348
	Pupil Classroom Ratio (PCR)	55:1	-	124:1
	Pupil Teacher Ratio (PTR)	55:1	50:1	75:1
	Pupil to Desk Ratio (PDR)	3:1	No target set	8:1
	PLE Performance	-	No target set	Div 1 - 95= 2.4% Div II - 2,029= 52.1% Div III - 885= 22.7% Div IV - 568= 14.6% Div U - 233= 6% Div X - 87= 2.2% Total Sat = 3,897
	Teacher to House Ratio	1:1	No target set	7:1
	Pupil to Text Book Ratio	3:1	No target set	10:1
Health Care services	ANC 4th Visit	60%	57%	39 %
	Deliveries in Health Centres	35%	75%	45%
	Total beds	-	No target	302
	Crude Birth Rate (CBR)	-	No target	4.85%
	Access to Maternity services	-	75%	57%
	MMR	506	438	-
	IMR	87	54	-
	Staffing Levels	-	72.5%	63%
Road Sub-Sector	Km of district roads under routine maintenance	-	169 km	84.5km
	Km of roads rehabilitated	-	24.0 km	24.0 km
	Km of roads under periodic maintenance (UNRA)	-	24.0 km	24.0 km
	Opening up new community roads	-	43.0 km	43.0 km
	Length of community access roads	-	156km	43.0km
Water and sanitation	Water coverage	-	100%	77%
	Number of boreholes sunk	-	100%	100%
	Functionality of water sources	86%	77%	75%
	Proportion of the population within 1 km of an improved water source	-	100%	54%
	Pit latrine coverage- Rural	-	100%	75%
	Pit latrine coverage- Urban	90%	100%	80%
	Number of service points	-	1 per Sub-county	1 per Sub-county
	Number of demonstration farms	-	3 per Sub-county	1 per Sub-county
	Technical back-up visits	-	04	04
FAL	Number of instructors	-	-	No information obtained
	Level of coverage	-	50%	-

FACTORS AFFECTING SERVICE DELIVERY IN AMURIA DISTRICT

- a) **Budgetary Constraints:** In FY2013/14, central government transfers accounted for 97.32 per cent, locally generated revenues 2.69 per cent and donor funding 0.18 per cent. These figures show that the district heavily relies on central Gov't transfers to fund its budget and the bulk of these transfers are in form of conditional grant transfers. As such there is little or no room for reallocation of funds by the district local government to other service delivery priorities. It is imperative to note that the local revenue acquired determines the level of council facilitation (20 per cent of the local revenue) in terms of council sittings to be held – so as to deliver on the councillors' oversight and monitoring service delivery on NPPAs roles.
- b) **Limited support supervision:** This has led to absenteeism in most public service delivery units in the district attributed to low motivation, inadequate housing units and low level of service facilities; and nonfunctioning vehicles and ambulances.
- c) **Limited monitoring:** Although councillors are supposed to monitor the delivery of public services, this was found wanting. This was mainly attributed to insufficient funds allotted to the exercise hence undermining their oversight role as elected leaders.
- d) **Challenges to keeping contact with the electorate:** It was observed that district councillors did not have officially laid out plans for meetings with the electorate and therefore did not conduct formal meetings. The few councillors that sustained their contact with the electorate continued to do so during social functions such as church services, weddings and burials.

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: Amuria District Council Score-card FY 2013/14

Trends in Performance				
Year	Score	Max Score		
2011/12	76	100		
2012/13	70	100		
2013/14	69	100		
% change	-1			
Parameter	Indicator	Score	Max Score	Explanatory Remarks
LEGISLATIVE ROLE	Rules of Procedure	2	2	Standard rules of procedure were adopted and enforced. However, there was no evidence of public hearings held as well as petitions presented to council.
	Membership to ULGA	2	2	
	Committees of Council	2	3	
	Motions passed	2	3	
	Ordinances	1	3	
	Conflict Resolution	0	1	
	Public Hearings	0	2	
	Legislative resources	2	4	
	Petitions	1	2	
	Capacity building	3	3	
Sub total		15	25	
ACCOUNTABILITY TO CITIZENS	Fiscal Accountability	4	4	Workplans and budgets were approved and shared during the year under review. Amuria District works with several CSOs.
	Political Accountability	3	8	
	Administrative Accountability	7	8	
	Involvement of CSO	2	2	
	Principles of accountability	0	3	
	Sub total		16	
PLANNING & BUDGETING	Plans, Vision and Mission	5	5	District Development Plan, Capacity Building Plan, Work plan and Revenue Enhancement Plan discussed and approved Budget was laid.
	District Budget	4	4	
	Local Revenue	2	11	
	Sub total		11	
MONITORING SERVICE DELIVERY ON NPPAS	Education	5	5	A substantial number of service delivery facilities were monitored in almost all the sectors.
	Health	5	5	
	Water and sanitation	4	4	
	Roads	4	4	
	Agriculture	3	4	
	FAL	3	4	
	ENR	3	4	
Sub total		27	30	

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

John Francis Oluma				
Trends in Performance	2011/12	74	100	
	2012/13	78	100	
	2013/14	73	100	
	% change	-7		
Parameter	Indicators	Score	Max Score	Explanatory Remarks
POLITICAL LEADERSHIP	DEC	3	3	Chaired DEC meetings and delegated at least once. District state of affairs was presented in FY2013/14. Commissions and boards are fully constituted.
	Monitoring admin	3	5	
	State of affairs	2	2	
	Oversight civil servants	4	4	
	Commissions/Boards	2	2	
	Central gov't	4	4	
	Sub Total	18	20	
LEGISLATIVE ROLE	Council	0	2	Chairman attended less than 4 meetings. There was evidence of bills presented in council by DEC..
	Motions Executive	4	6	
	Bills by Executive	0	7	
	Sub Total	4	15	
CONTACT WITH ELECTORATE	Meetings Electorate	5	5	Chairperson appeared in media and discussed issues on service delivery.
	Issues by electorate	5	5	
	Sub Total	10	10	
PROJECTS	Projects Initiated	3	3	The chairperson made material contributions to the communities.
	Communal Projects	1	2	
	NGOs	2	3	
	Sub Total	6	10	
MONITORING SERVICE DELIVERY ON NATIONAL PRIORITY PROGRAMME AREAS	Agriculture	3	7	The chairperson performed his monitoring role fairly well especially in the areas; health, education, roads, water, agriculture and FAL. However, his performance was found wanting in environment.
	Health	7	7	
	Schools	7	7	
	Roads	7	7	
	Water Sources	5	7	
	FAL	5	5	
	Environment	1	5	
	Sub Total	35	45	

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

Trends in Performance	Name	Charles E. Engoru		
	District	Amuria		
	Political Party	NRM		
	Constituency	Asamuk		
	Gender	M		
	Terms	2		
Trends in Performance	2011/12	41	100	
	2012/13	68	100	
	2013/14	67	100	
	% change	-1		
Parameter	Indicator	Score	Max Score	Explanatory Remarks
Legislative Function	Chairing council	3	3	Chaired at least 4 meetings and delegated at least once. Chaired Business committee held meetings at least 6 times. Records of motions and petitions were available. However, there was no evidence of the speaker providing special skills to guide council/committee.
	Rules of procedure	4	9	
	Business Committee	3	3	
	Records book	2	2	
	Record of motions	3	3	
	Special skills	0	5	
Sub Total	15	25		
Contact with Electorate	Meetings Electorate	11	11	Community meetings were held and official communication provided to the electorate on service delivery. The speaker had an office where his electorate meet him.
	coordinating center	9	9	
	Sub Total	20	20	
LLG	Participation in LLG	0	10	Did not attend at least 4 LLG meetings.
Monitoring NPPAs	Health	5	7	The speaker did fairly well under this parameter in almost all the NPPAs.
	Education	6	7	
	Agriculture	5	7	
	Water	4	7	
	Roads	5	7	
	FAL	3	5	
	Environment	4	5	
	Sub total	32	45	

Table 5: Summary performance of Amuria District Councillors FY 2013/14

Identifiers	Sub-county		Trends in Performance		Legislative role				Contact with electorate			Monitoring NPPA														
	Name	Political Party	Gender	Terms	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	
					100	100	100		8	8	5	4	25	11	9	20	10	7	7	7	7	7	5	5	5	45
					Maximum score																					
Ketty Akol	UPC		F	1	54	85	84	-1	8	8	0	0	16	9	9	18	10	7	7	7	5	7	5	2	40	
Robert Erisat Okitoi	UPC	Kapelebyong, Obabalanga, Okunguru	M	1	58	81	72	-11	8	8	0	0	16	9	9	18	6	7	7	3	7	3	3	2	32	
Andrew Moses Okotel	NRM	Kapelebyong	M	1	50	62	69	11	8	0	2	0	10	7	9	16	8	7	7	5	4	5	5	2	35	
John Robert Tebenyang	NRM	Abaniela	M	2	61	67	65	-3	5	8	0	0	13	9	9	18	0	7	7	7	7	3	1	2	34	
Silver Omer	UPC	Acowa	M	1	47	76	63	-17	8	8	2	0	18	5	9	14	6	1	3	1	7	7	5	1	25	
Paul Ebiru	UPC	Asemuk, Apeduru	M	2	68	75	63	-16	8	8	2	0	18	7	9	16	10	5	5	4	5	0	0	0	19	
Stephen Epenu Ebaju	UPC	Orungo	M	1	46	71	62	-13	4	8	2	0	14	9	9	18	4	5	4	5	5	5	1	1	26	
Judith Amedo	NRM	Obalanga	F	1	28	60	62	3	5	0	2	0	7	9	9	18	10	7	7	3	6	3	1	0	27	
Mary Anyilat	NRM	Youth	F	1	13	55	60	9	5	8	0	0	13	9	9	18	4	5	5	5	4	5	0	1	25	
David Ewayu	Ind	Acowa	M	1	62	65	58	-11	8	8	0	0	16	6	9	15	2	3	7	1	7	5	0	2	25	
Gabriel Ekweny	NRM	Kuju	M	1	29	45	58	29	5	0	2	0	7	9	9	18	10	5	5	5	5	1	1	1	23	
Josephine Atumo	NRM	Amuria T/C	M	2	33	78	55	-29	1	8	0	0	9	9	9	18	2	7	1	1	7	7	3	0	26	
Demita Aliano	NRM	Morungantuny	F	1	23	36	52	44	1	1	2	0	4	9	9	18	0	5	4	5	5	5	5	1	30	
Florence Isamukere	NRM	Asamuk	F	2	35	52	52	0	8	8	0	0	16	9	9	18	0	0	0	7	5	5	0	1	18	
Hellen Beatrice Acam	UPC	PWD	F	2	34	71	52	-27	8	1	2	0	11	5	9	14	2	7	3	1	7	5	0	2	25	
Emmanuel Oboi	NRM	Kuju	M	1	60	54	50	-7	5	5	0	0	10	5	9	14	6	3	7	0	5	3	1	1	20	
Margaret Alupo	Ind	Morungatuny	F	1	22	40	50	25	1	1	0	0	2	9	9	18	4	5	4	5	4	5	3	0	26	
Jane Asimo	UPC	Wera	F	2	64	60	42	-30	1	1	0	0	2	9	9	18	2	3	5	3	3	1	5	0	20	
Silvester Ogwade	NRM	Orungo	M	1	38	59	33	-44	8	8	0	0	16	0	9	9	8	0	0	0	0	0	0	0	0	
Max Amonii	NRM	Youth	M	1	57	41	16	-61	8	8	0	0	16	0	0	0	0	0	0	0	0	0	0	0	0	
Average				1	44	57	45	-17	5	3	0	0	8	6	9	15	4	4	4	4	4	3	2	1	18	

POLICY RECOMMENDATIONS FOR IMPROVED SERVICE DELIVERY

The report recommends that, among others:

1. Amuria District should focus more on broadening the local revenue base and support the local revenue streams.
2. There is need to recruit more staff to fill the vacant position to carry out district activities to enhance effective service delivery.
3. Citizens need to be sensitized about the statutory roles of their leaders in order to hold them to account.
4. Individual Councillors, committees of council and the district technical team should increase on frequency of monitoring services and provide feedback from such visits.
5. All stakeholders involved in monitoring should ensure that they follow-up on reported service delivery deficiencies from monitoring visits until they are addressed by service providers.

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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