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

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

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### **OVERVIEW OF MASINDI DISTRICT DURING FY2013/14**

#### **BACKGROUND AND RATIONALE**

This policy brief presents findings from the 2013/14 assessment of Masindi 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 is implemented in 30 districts, including Masindi which was 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 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.

Masindi district was managed by the political and technical leadership which complement each other. The political leadership was headed by Hon. M. K. Wilson Isingoma assisted by 19 councilors including the speaker who provided an oversight role and monitored development projects to ensure quality service delivery. The technical leadership on the other hand was led by Mr. Abdallah Musoby Kiganda as the Chief Administrative officer, together with a team of heads of departments provided technical guidance and implemented lawful council resolutions to provide services to the citizens.

Part of Masindi district (within Murchison Falls National Park) is endowed with oil deposits where currently Total E&P is conducting exploration. The exploration companies have confirmed the existence of some minerals including; iron ore, salt, gold, uranium and cobalt. The discovery of oil and gas of commercial quantities in the Albertine grabben is a key investment potential especially for organized farmers and local companies to tap the market opportunities in the oil sector. Therefore, the district needs to mobilize the population to position themselves to reap benefits from the oil industry.

**Figure 1: An oil rig in the Albertine grabben**



**Photo Credit: ACODE Digital Library**

The district has a tourism trail linking areas of historical sites and eco-tourism that include among others the Royal Mile popular for bird watching, Kaniyo Pabidi Eco-tourism site for Chimpanzee tracking. Masindi district's main economic activity is agriculture predominantly at subsistence level employing a larger percentage of the population. Nonetheless, the district has one major factory, Kinyara Sugar Limited mainly producing sugar and other related products. The district's population has continued to grow over the years with an estimated annual growth of 3.7 per cent (UBOS 2013). Despite the wave of improvement in key service delivery indicators, the quality of service delivery has generally remained below the national standards.

Available statistics showed that the Teacher-Pupil Ratio stood at 1:60 and Pupil-Classroom Ratio at 1:90 with a total school enrolment at 63,294. Overall, 93.2 per cent of children passed Primary Leaving Examinations (PLE) in the last three years with Masindi Municipality registering a pass rate of 98.4 per cent in 2013. Despite the impressive statistics the sector is still faced with numerous challenges including; High dropout rates, poor infrastructure, poor sanitation and high levels of absenteeism.

**Figure 2: A three-seater desk occupied by five pupils of P4 class in Kasenene Primary School**



**Photo Credit:** ACODE Digital Library

Overall, district is served by various water sources including boreholes, shallow wells, valley tanks, piped water and protected springs with functionality approximated at 82 per cent and coverage at 60.4 per cent. The district has embarked on provision of clean and safe water through extension of piped water in the rural growth centres and other water sources in rural communities. This has been attributed to the efforts of the district and development partners in the district -- Water Trust and Caritas Fort Portal.

While the district has registered progress in the provision of clean and safe water for the citizens, there are some challenges faced in the sector including; poor quality of water (color, smell and taste), lack of

community participation in maintenance of the water sources and long distances to the safe water sources.

**Figure 3: An unprotected well used by the same community members in Miirya Cell**



**Photo Credit:** ACODE Digital Library

## **FACTORS AFFECTING SERVICE DELIVERY IN MASINDI DISTRICT**

- a) **Budgetary Constraints:** In the FY2013/14 Masindi District's budget was 20.7 billion and the actual amount received was 14.9 billion (by the end of the third quarter). It was noted that, compared to the needs outlined by the district local government in their district plan of the projected activities, fewer funds were disbursed hence impacting on effective service delivery.
- b) **Limited staffing, support supervision:** Inadequate supervision of works especially roads and engineering works contributed to substandard work done by some contractors leading to roads spoilt over a short period.
- c) **Issues related to procurement, poor contract works and accountability:** There have been instances of delayed procurement. This has been attributed to funds releases less than expected under the approved procurement plan, and conflict of interest in the procurement process which in some cases compromised professional ethical code of conduct.
- d) **Limited contact with electorate:** The failure by electorate to understand the roles and responsibilities of political leaders and councillors in particular greatly affected the councillors' role of contact with electorate. The electorate had diverse expectations from their councilors. These excessive demands discouraged the councilors from carrying out this role.
- e) **Limited monitoring of service delivery:** Several

councillors did not carry out their monitoring role and if they did, they did not document their experiences. It was common to find a councillor's name in the visitor's book of the service delivery unit when the councillor never spent time to understand the challenges faced by the unit.

- f) **Poor documentation and record keeping by councillors:** Many councillors 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 councillors did visit 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 1: Masindi District Council Score-card FY 2013/14**

Performance	2013/14	60	100	% change
	Parameter	Indicator	Score	
LEGISLATIVE ROLE	Rules of Procedure	2	2	Standard rule of Procedures were adopted, amended and enforced. Payment to ULGA not made but evidence of action to pay in arrears seen – request to deduct from source. Evidence of 11 DEC meetings held available. Motions passed – grants to community primary schools and on client chart. Public hearing conducted on River Kafu (environment inspection) together with NEMA. Council petitioned Ministry of Agriculture over fake seeds and Commissioner Crop Production responded.
	Membership to ULGA	1	2	
	Committees of Council	3	3	
	Motions passed	2	3	
	Ordinances	0	3	
	Conflict Resolution	1	1	
	Public Hearings	2	2	
	Legislative resources	3	4	
	Petitions	2	2	
	Capacity building	1	3	
<b>Sub total</b>		<b>17</b>	<b>25</b>	
ACCOUNTABILITY TO CITIZENS	Fiscal Accountability	4	4	Council adheres to approved work plans and budgets. The district conducted awareness meetings to popularise the clients' charter in all the sub-counties and Municipal Divisions. Council acts on PAC reports (Min 209/3/2014).
	Political Accountability	5	8	
	Administrative Accountability	5	8	
	Involvement of CSO	2	2	
	Principles of accountability	1	3	
<b>Sub total</b>		<b>17</b>	<b>25</b>	
PLANNING & BUDGETING	Plans, Vision and Mission	4	5	Approved DDP, REP and CBP. Resolution to charge loading fees on trucks at Kinyara sugar limited. The district is working in partnership with USAID/GAPP to enhance revenue.
	District Budget	4	4	
	Local Revenue	6	11	
	<b>Sub total</b>		<b>14</b>	
MONITORING SERVICE DELIVERY ON NPPAS	Education	1	5	Although the council made an initiative to monitor some service delivery facilities, it did not perform this role sufficiently especially in the sectors of education, FAL and Environment.
	Health	2	5	
	Water and sanitation	2	4	
	Roads	3	4	
	Agriculture	2	4	
	FAL	1	4	
	ENR	1	4	
<b>Sub total</b>		<b>12</b>	<b>30</b>	

**Table 2: Chairperson's Score-card FY2013/14**

		Wilson Isingoma		NRM	
Performance	2013/14	56	100		
	% change	0			
Parameter	Indicators	Score	Max Score	Explanatory Remarks	
POLITICAL LEADERSHIP	DEC	3	3	Evidence available showed that 11 meetings were held and delegated at least once to his vice. Intervened in the boundary issue between Masindi and Kiryandingo and between Bujenje and Buruli. Allowed Budongo Sub-county to levy loading fees for each lorry at Kinyara Sugar Limited. PAC and DSC not fully constituted.	
	Monitoring admin	5	5		
	State of affairs	1	2		
	Oversight civil servants	3	4		
	Commissions/Boards	1	2		
	Central gov't	4	4		
	<b>Sub Total</b>	<b>17</b>	<b>20</b>		
LEGISLATIVE ROLE	Council	2	2	He attended 5 meetings. Motions to declare Masindi Hospital Week and investigations on Katagurukwa-Kinumi road. However, no bills were presented.	
	Motions Executive	6	6		
	Bills by Executive	0	7		
	<b>Sub Total</b>	<b>8</b>	<b>15</b>		
CONTACT WITH ELECTORATE	Meetings Electorate	5	5	Tours conducted according to the programme. He appeared on Kings FM on development programmes.	
	Issues by electorate	5	5		
	<b>Sub Total</b>	<b>10</b>	<b>10</b>		
PROJECTS	Projects Initiated	1	3	He participated in tree planting - Kirebe district forest reserve with support from SPGS. Signed MoUs with numerous development partners some of which have been implemented.	
	Communal Projects	1	2		
	NGOs	5	3		
	<b>Sub Total</b>	<b>7</b>	<b>10</b>		
MONITORING SERVICE DELIVERY ON NATIONAL PRIORITY PROGRAMME AREAS	Agriculture	3	7	Despite having monitored some service delivery facilities in the district, his efforts were found wanting in the areas of; health, education, water, roads and FAL.	
	Health	2	7		
	Schools	2	7		
	Roads	2	7		
	Water Sources	2	7		
	FAL	0	5		
	Environment	3	5		
	<b>Sub Total</b>	<b>14</b>	<b>45</b>		

**Table 3: Speaker's Score-card FY 2013/14**

		Ronald B. Kyomuhendo					
Performance	Name	Masindi					
	District	NRM					
	Political Party	Kigulya Division					
	Constituency	Male					
	Gender	2					
	Terms						
		2013/14		39		100	
		% change					
Parameter	Indicator	Score	Max Score	Explanatory Remarks			
Legislative Function	Chairing council	2	3	The speaker chaired all the six meetings without delegating to his deputy at least once. Rules of procedure adopted, amended and enforced. However, there was no evidence of the speaker providing any special skills to guide council or committee.			
	Rules of procedure	9	9				
	Business Committee	3	3				
	Records book	0	2				
	Record of motions	0	3				
	Special skills	2	5				
<b>Sub Total</b>	<b>16</b>	<b>25</b>					
Contact with Electorate	Meetings Electorate	4	11	Possessed a diary where issues of his electorate were noted during various meetings held for instance on demand for piped water. He meets the electorate both at the district and home.			
	coordinating center	9	9				
	<b>Sub Total</b>	<b>13</b>	<b>20</b>				
LLG	Participation in LLG	0	10	There was no evidence of the speaker having attended meetings at the LLG level.			
Monitoring NPPAs	Health	0	7	Speaker carried out substantial monitoring in service delivery facilities mainly in the education, agriculture, environment, water and roads. However, his monitoring role was found wanting in health and FAL.			
	Education	0	7				
	Agriculture	0	7				
	Water	5	7				
	Roads	1	7				
	FAL	0	5				
	Environment	4	5				
	<b>Sub total</b>	<b>10</b>	<b>45</b>				

**Table 4: Summary performance of Masindi District Councillors FY 2013/14**

Identifiers	Name	Political Party	Sub-county	Gender	Terms	2013/14	Legislative role					Contact with electorate		LLGs	Monitoring NPPA												
							Penary	Committee	Motion	Special skill	Sub total	Meeting electorate	Office		Subtotal	Sub county meetings	Health	Education	Agriculture	Water	Roads	FAL	ENR	Sub Total			
							8	8	5	4	25	11	9	20	10	7	7	7	7	5	5	45					
							Maximum Score	100	66	59	57	54	53	47	44	44	43	42	41	39	39	38	36	35	34	29	44
Merekisedeki Kanoginagi Ateenyi		NRM	Pakanyi	M	4	66	8	8	5	2	23	9	9	18	0	5	5	5	5	0	0	25					
Mary Mujumura		NRM	Bwijanga	F	4	59	8	8	5	1	22	7	9	16	4	1	5	1	3	1	17						
Julius Kahira		NRM	Bwijanga	M	3	57	8	8	5	1	22	3	2	5	8	5	5	1	0	1	22						
Titus Ariyo		NRM	Budongo	M	1	54	8	8	5	0	21	7	4	11	10	0	1	0	5	0	12						
Badru Mugabi		NRM	Central Division	M	2	53	8	8	5	2	23	2	9	11	4	1	1	5	1	1	15						
Grace Kunihira		NRM	Karujubu Division	F	1	47	8	8	0	1	17	9	9	18	4	0	1	0	7	0	8						
Nakalema Asina		Ind	Central Division	F	1	44	8	4	0	0	12	4	9	13	4	0	4	1	5	0	15						
Goodman B Faruku		Ind	Male Youth	M	1	44	8	8	5	1	22	7	6	13	0	1	7	1	0	0	9						
Robinah Katusime		NRM	PWDS	F	4	43	8	8	0	1	17	7	9	16	0	5	0	5	0	0	10						
Kassim Kabagomba		NRM	Kimengo	M	2	42	8	0	0	0	8	4	9	13	8	5	4	1	1	1	13						
Moses Kirya		NRM	Karujubu Division	M	1	41	8	8	0	1	17	0	7	7	2	0	1	1	5	3	15						
Yakub Asimwe		NRM	Mirya	M	1	39	8	5	0	0	13	0	6	6	0	5	0	5	0	0	20						
Glady Matwarwa		NRM	Pakanyi	F	2	39	4	8	0	0	12	7	9	16	4	0	0	1	4	1	7						
Julian Ayesiga		NRM	Female Youth	F	1	38	8	8	0	0	16	4	6	10	0	0	1	1	5	0	12						
Moreen Tinka		NRM	Budongo	F	2	36	5	8	0	0	13	7	6	13	0	0	0	1	0	7	10						
John Bagada		NRM	Winter Nyangahya	M	1	35	5	8	0	0	13	4	2	6	4	0	0	5	1	0	12						
Betty Kyozaire		NRM	Kigulya Division	F	2	34	4	8	0	0	12	3	6	9	4	0	5	1	0	2	9						
Phiona Alinda		NRM	Kimengo and Mirya	F	1	29	5	8	0	0	13	0	2	2	0	0	4	1	0	5	14						
<b>Average</b>						<b>44</b>	<b>7</b>	<b>7</b>	<b>2</b>	<b>1</b>	<b>16</b>	<b>5</b>	<b>7</b>	<b>11</b>	<b>3</b>	<b>2</b>	<b>3</b>	<b>2</b>	<b>3</b>	<b>1</b>	<b>14</b>						

## **POLICY RECOMMENDATIONS FOR IMPROVED SERVICE DELIVERY**

The report recommends that, among others:

1. The central government should consider increasing the budgetary allocation for Masindi Local Government to meet service delivery priorities.
2. Masindi District Council should devise measures to increase its revenue base and local revenue performance.
3. The District Local Government should consider recruitment and deployment of staff across sectors starting with the critical ones.
4. Intensify monitoring by both political leaders and administrative to check shoddy works especially on 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 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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