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LOCAL GOVERNMENT COUNCILS' PERFORMANCE AND PUBLIC SERVICE DELIVERY IN UGANDA

Apac District Council Score-Card Report FY 2013/2014

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OVERVIEW OF APAC DISTRICT DURING FY2013/14

BACKGROUND AND RATIONALE

This policy brief presents findings from the 2013/14 assessment of Apac 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 Apac 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.

Apac District was managed by the political and technical leadership which complement each other. The political leadership was headed by Hon. Bob Okae supported by 22 elected councilors including the speaker. The technical wing was headed by Mr. Andrew Leru as the Chief Administrative Officer, who worked with a team of officers to manage various service delivery units. Apac is one of the districts in the Lango sub-region, northern Uganda with a youthful population comprising of 52 per cent below 15 years; 80 per cent of the district population depend on subsistence agriculture as the major economic activity. This being the first time for assessment, the district had a fair performance that is expected to improve with subsequent assessments as the leaders appreciate their gaps.

A review of selected service delivery indicators for Apac District showed that despite the improvements made in various areas, the quality of service provision remained below national standards as shown in Table 1.

Figure 1: Pupils of P5 class at Oganga PS revising their class work



Photo Credit: ACODE Digital Library

Table 1: Service Delivery Indicators for Apac District FY 2013/2014

Sector	Indicators	National standard/ NDP target	District Target 2013/14	Level of achievement 2013/14
Education - Primary Education	Children of primary school-going age (6-12 yrs.)	-	-	-
	Enrollment	-	Total: N/A	Total: 106,952; Boys:53,200 ; Girls: 53,752
	Pupil Classroom Ratio (PCR)	55:1	60:1	94:1
	Pupil Teacher Ratio (PTR)	55:1	55:1	62:1
	Pupil to Desk Ratio (PDR)	3:1	3:1	5:1
	PLE Performance	-	No target	Div 1 -177; Div II-2440 ; Div III-1288 ; iv IV- 678; U-552; X- 116
Health Care services	ANC 4th Visit	60%	55%	24.6%
	Deliveries in Health Centres	35%	55%	33%
	Total beds	-	No target	100 beds in hospital
	Access to Maternity services	-	0.7 per person	0.63 per person
	MMR	506/100,000	-	505/100,000 live birth
	IMR	88/1000	-	114/1000 live birth
	Staffing Levels	-	85%	63.5%
	Latrine Coverage	53.7%	81%	77.8%
Road Sub-Sector	Km of roads under routine maintenance	-	321 km	204 km
	Km of roads rehabilitated	-		
	Km of roads under periodic maintenance		47.29 km	32.84 km
	Proportion of roads in good condition			90 %
	Construction of bridges	-	-	-
	Opening up new community roads	-		
Water and sanitation	Water coverage		100%	72.3%
	Number of boreholes sunk		49	37
	Number of boreholes rehabilitated	-		30
	Functionality of water sources	80%	80%	72.6%
	Proportion of the population within 1km of an improved water source		No target	-
	Pit latrine coverage	90%	90%	81.7%
	Access to safe water			84.96%
	Water source with active water user committee			-
Agriculture	Number of extension workers per sub-county	-	Not known	
	Number of service points	-	Not known	
	Number of demonstration farms	-	Not known	
	Technical back-up visits	-	Not known	
FAL	Number of instructors		200	183
	Number of participants		No target	3,773
	Number of service centres	-	-	
	Level of coverage	-	50%	
Environment and Natural Resources	Staffing Level	-	No target	
	Conduct Environmental monitoring and assessment	-		12
	Production and update of District State of the Environment Report (DSOER)	-	50 copies	-
	District Environment Action Plan	-	N/A	Not seen
	Preparation of District Wetland Ordinance	-	1 ordinance	Not done
	Monitor wetland systems in the district	-	3 planned.	-
	Establishment of Agro-forestry nurseries		1 planned.	-
	Produced District Forest Development Plan	-	1	1
	Prepared Community Action Wetland Plan	-	1	1
	District Wetland Action Plan	-	1	Integrated into the DDP.

In the FY 2013/14 Apac District had 125 government-aided with an average distance of 2.5 km to the nearest primary school and a total enrolment of 106,952. The overall teacher-pupil ratio was at 62:1 much below the national standard (45:1). However, there some cases where the ratio was worse at 121:1 compared to the national target of 55:1. In 2013, Primary Leaving Examinations (PLE) results showed that 177 pupils had obtained Division I, 2,440 Division II and 1,288 Division III. Despite the impressive statistics, the sub-sector is still faced with numerous challenges including; high dropout rate, inadequate facilities, inadequate funds and poor sanitation.

The district has a road network of 1,538.2 km. Generally, the condition of district roads has improved over the last two years with support through the Peace and Recovery Development Plan (PRDP), DLSP, Danish International Development Agency (DANIDA)/ Research Triangle Institute (RTI) and Uganda Road Fund (URF).

Figure 2: Apac-Inomo road cut off by heavy rain, Apac Sub-county



Photo Credit: ACODE Digital Library

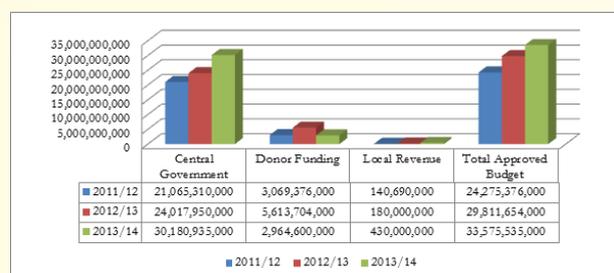
Despite the improvement, the sub sector is still faced with some challenges including; late and inadequate releases of funds; breakdown of equipment and the scarce equipment in the region shared by many contractors; low capacity of contractors and delays in competing works; heat and heavy rains and failure to complete planned projects.

FACTORS AFFECTING SERVICE DELIVERY IN APAC DISTRICT

a) **Budgetary Constraints:** Apac District Local Government heavily relies on central government transfers which account for over 90 per cent of the district revenue. Locally-generated revenue and donor contributions were at 1.7 per cent and 8.3 per cent respectively. However, the central government disbursements (which accounted for the greatest percentage of the district revenue) were mainly in form of

conditional grants. As such there was little or no room for re allocation to other service delivery priorities. In addition, the late disbursement of operational funds by the central government hampers implementation of planned activities subsequently affecting effective service delivery.

Figure 3: A Three year budget performance for Apac district FY2011/12-2013/14



Source: Apac District Final Accounts, FY 2011/12, 2012/13 and Apac Budget estimates FY2013/14

- b) **Poor Monitoring of Staff Performance:** There was failure to monitor staff performance at the lower local government level especially sub-counties and health units. As a result, many human resource issues remained unattended to, which consequently affected the quality of services delivered.
- c) **Limited Support Supervision:** There was limited support supervision at the service delivery units across the district. Most departments lacked transport means for supervision, monitoring and mentoring of sub-counties.
- d) **Internal Conflicts:** Conflicts among leaders undermined service delivery in the district and contributed to poor performance by leaders and the district.

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: Apac District Council Score-card FY 2013/14

		2013/14	50	100	
Performance					
		% change			
Parameter	Indicator	Score	Max Score	Explanatory Remarks	
LEGISLATIVE ROLE	Rules of Procedure	2	2	Rules of procedure adopted; evidence of functional standing committees; conducted public hearings and petitioned the central government. 3 public hearings conducted. Learning visit to Kabarole DLG. No evidence of payment made to ULGA.	
	Membership to ULGA	0	2		
	Committees of Council	2	3		
	Motions passed	3	3		
	Ordinances	0	3		
	Conflict Resolution	1	1		
	Public Hearings	2	2		
	Legislative resources	2	4		
	Petitions	2	2		
	Capacity building	2	3		
	Sub total		16		25
ACCOUNTABILITY TO CITIZENS	Fiscal Accountability	3	4	Evidence on information released - available notice boards, evidence of partnerships with CSOs and CBOs. No evidence of adoption of ULGA's Charter on Ethics and Accountability.	
	Political Accountability	4	8		
	Administrative Accountability	5	8		
	Involvement of CSO	2	2		
	Principles of accountability	0	3		
	Sub total		14		25
PLANNING & BUDGETING	Plans, Vision and Mission	5	5	Budget Framework Paper approved in the previous FY. Presentation of the budget was done during a council meeting of August 28 and 29, 2013 (Min.02/2013).	
	District Budget	4	4		
	Local Revenue	7	11		
	Sub total		16		20
MONITORING SERVICE DELIVERY ON NPPAS	Education	0	5	Although there was evidence that education, roads and agriculture sectors had been monitored; There were no follow-up actions. No evidence of monitoring of health, Water and Sanitation, Functional Adult Literacy and ENR.	
	Health	0	5		
	Water and sanitation	0	4		
	Roads	2	4		
	Agriculture	2	4		
	FAL	0	4		
	ENR	0	4		
	Sub total		4		30

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

		Hon. Bob Okae	UPC			
Performance		2013/14	42	100		
		% change				
Parameter	Indicators	Score	Max Score	Explanatory Remarks		
POLITICAL LEADERSHIP	DEC	1	3	Chaired five meetings and delegated once to his vice. Engaged in conflict resolution in the district. Presented District State of Affairs Report to council.		
	Monitoring admin	4	5			
	State of affairs	1	2			
	Oversight civil servants	2	4			
	Commissions/Boards	1	2			
	Central gov't	2	4			
	Sub Total		11		20	
	LEGISLATIVE ROLE	Council	2		2	Attended 4 council meetings. No evidence of motions and bills presented by the executive.
		Motions Executive	2		6	
		Bills by Executive	0		7	
Sub Total			4	15		
CONTACT WITH ELECTORATE	Meetings Electorate	3	5	Evidence of programme of meeting with the electorate. Held several radio talk shows on service delivery.		
	Issues by electorate	2	5			
	Sub Total		5		10	
PROJECTS	Projects Initiated	3	3	Made contributed to SACCOs. One MoU was signed between the District and LSIO.		
	Communal Projects	1	2			
	NGOs	1	3			
	Sub Total		5		10	
MONITORING SERVICE DELIVERY ON NATIONAL PRIORITY PROGRAMME AREAS	Agriculture	0	7	Monitored most of the NPPAs. However, no evidence of monitoring agricultural sector. No evidence of follow-up actions of emerging issues for roads, water and ENR sectors.		
	Health	7	7			
	Schools	2	7			
	Roads	2	7			
	Water Sources	2	7			
	FAL	2	5			
	Environment	2	5			
	Sub Total		17		45	

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	
Veronica Opimo		UPC	Apac/ Chegere	F	1	25	4	4	0	0	8	3	2	5	6	1	1	1	1	1	1	1	0	1	6
Isaac Newton Etime		NRM	Male Youth	M	1	24	1	1	0	0	2	3	9	12	6	1	1	0	1	0	0	0	1	1	4
Sarah Elm Aceng		NRM	PWD Female	F	1	24	4	4	0	0	8	3	2	5	2	1	3	0	3	1	0	1	0	1	9
Dorcas Otim Angwec		UPC	Apac T.C	F	3	23	1	4	5	0	10	3	2	5	2	1	1	1	1	1	1	1	1	0	6
Anthony Basil Onach Okello		UPC	Aduku	M	3	22	1	4	0	0	5	3	5	8	2	1	1	1	1	1	1	1	1	1	7
Margaret Oding		NRM	Aduku T.C	F	1	21	4	4	0	0	8	3	2	5	2	1	1	1	1	1	1	1	0	1	6
Acen Hellena		NRM	Chawente	F	1	16	1	1	0	0	2	3	2	5	2	1	1	1	1	1	1	1	1	1	7
Scovia Obote		UPC	Aduku/ Abongomola	F	1	16	1	4	0	0	5	0	2	2	2	1	1	1	1	1	1	1	1	1	7
Lucy Aero Otim		UPC	Nambieso	F	1	15	1	1	2	0	4	0	2	2	6	1	1	0	0	1	0	0	1	0	3
Dick Timola		NRM	Abongomola	M	2	13	1	1	0	0	2	0	2	2	2	1	1	1	1	1	1	1	1	1	7
Nelson Abili		NRM	Aduku	M	2	12	1	4	0	0	5	0	2	2	0	1	1	0	1	1	0	1	1	0	5
Average						25	3	4	1	0	8	3	3	6	4	2	1	1	1	1	1	0	1	1	8

POLICY RECOMMENDATIONS FOR IMPROVED SERVICE DELIVERY

The report recommends that, among others:

1. Government should increase budgetary allocation for Apac District Local Government to meet service delivery priorities.
2. Local revenue sources in Apac should be increased through popularizing the Local Economic Development (LED) agenda. The district has potential to generate local revenue, which has not yet been tapped into.
3. There is need to recruit key administrative staff that can offer leadership and supervision to ensure efficiency in service delivery.
4. The District should engage stakeholders in monitoring of service delivery. The district should design monitoring report formats for councillors to improve on documentation and record keeping.
5. Institutionalize the practice of production of monitoring reports by the elected leaders.
6. Include more capacity building initiatives for council members/elected leaders in areas of legislation, drafting motions/bills, 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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