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LOCAL GOVERNMENT COUNCILS' PERFORMANCE AND PUBLIC SERVICE DELIVERY IN UGANDA

Mpigi District Council Score-Card Report FY 2013/2014

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BACKGROUND AND RATIONALE

This policy brief presents findings from the 2013/14 assessment of Mpigi 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 Mpigi which was being assessed for the fourth 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 MPIGI DISTRICT DURING FY2013/14

Chairman John Mary Luwakanya was the political head of the district during the year under review. He was assisted by a team of 16 councillors. The technical wing was led by Mr. Bwebale Apollo, the Chief

administrative officer (CAO). These provide services to a largely rural population, which makes agriculture the economic mainstay of the district residents. Mpigi is endowed with part of the Lake Victoria shoreline which provides opportunities for fishing. Sand and stone mining activities continue to grow in the two lakeshore sub counties of Kamengo and Nkozi. Although mostly rural, Mpigi district has a lot of untapped potential for development from its natural resource endowments such as forest reserves, lakes and wetlands. The district has already taken advantage of the gazetted forests and woodland from which a substantive percentage of the local revenue is derived. However, conservation of these resources is perhaps the single biggest challenge faced by the district. There is a lot of deforestation by local residents who have turned vast forest area into farmland.



Figure 1: Indiscriminate sand mining at Kamaliba landing site (Credit: ACODE Digital Library)

The district registered a general wave of improvement across the national priority programme areas. In the education sector, there was general improvement in enrollment, Pupil – Teacher ratio as well as the Pupil – classroom ratio. In the health sector, there was commendable improvement in the staffing levels from 55% to 72% during the year under review. Routine maintenance under the roads sector improved from 45 to 166km of road. Water coverage improved from 67% to 78% as shown in Table 1.

Table 1: Service Delivery Indicators in Mpigi District FY 2013/14 and FY 2014/15

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)	-	172,307	173,362
	Enrolment	-	Total: 47,304	Total: 48,926
	Pupil Classroom Ratio (PCR)	55:1	70:1	89:1
	Pupil-Teacher Ratio (PTR)	55:1	41:1	52:1
	Pupil-to-Desk Ratio (PDR)	3:1	5:1	Lower = 9:1; Higher = 5:1
	PLE Performance	-	Div 1 = 10.7%; Div II =49.6%; Div III =18.2%; Div IV =12.2% U- =9.2%; ABS = 4.3% Total = 5549	Div 1 = 9.7% ; Div II =44.8%; Div III =22.7%; Div IV =12.6% U- =10.1%; ABS = 3.1% Total = 5674
Health Care services	ANC 4th Visit	60%	53%	30%
	Deliveries in Health Centres	35%	72%	68%
	Total beds	-	361	361
	Access to Maternity services	-	9867	8034
	MMR	506	506	
	IMR	87%	94%	
	Staffing Levels	-	55%	72%
Road Sub-Sector	Km of roads under routine maintenance	-	45.33KM (24%)	166KM
	Km of roads rehabilitated	-	37.5KM	12.2KM
	Km of roads under periodic maintenance	-	9.5 KM	32.56KM
	Proportion of roads in good condition	-	80 KM	44.76KM
	Construction of bridges	-	0	0
	Opening up new community roads	-	0	0
Water and sanitation	Water coverage	-	67%	78.1%
	Number of boreholes sunk	-	14	7
	Number of boreholes rehabilitated	-	14	8
	Functionality of water sources	80%	80%	87%
	Proportion of the population within 1km of an improved water source	-	-	142,100
	Pit latrine coverage	90%	67%	
Agriculture	Number of extension workers per sub-county	-	2	1
	Number of service points	-	7	7
	Number of demonstration farms	-	1	1
	Technical back-up visits	-	8	8
FAL	Number of instructors	-	50	51
	Number of participants	-	600	705
	Number of service centres	-	50	51
	Level of coverage	-	75%	57%
Environment and Natural Resources	Staffing Level	2	1	1
	Conduct Environmental monitoring and assessment	-	Done Quarterly	Done quarterly
	Production and update District State of the Environment Report (DSOER)	-	In place	In place
	District Environment Action Plan	-	In place	In place
	Preparation of District Wetland Ordinance	-	None	None
	Monitor wetland systems in the district	-	Done Quarterly	Done Quarterly
	Establishment of Agro-forestry nurseries	-	Phased out	Phased out

FACTORS AFFECTING SERVICE DELIVERY IN MPIGI DISTRICT

- a) **Low civic engagement in Government programmes:** During the focus group discussions in the 6 sub counties and the town council, it was revealed that there is still low participation of citizens in government programmes. Local leaders such as village chairpersons lamented that when they mobilize citizens for meetings about various government programmes, they seldom attend. Councillors equally retorted that when they mobilize the community for meetings they don't attend while those who attend expect transport refund.
- b) **Low local revenue performance:** Although the contribution of local revenue to the overall budget increased from 1.7% during FY 2012/13 to 4.7% during the year under review, the general budget performance analysis indicates achievement of 62%. This means that there was a shortfall in the expected local revenue collections of 38%. This shortage makes it hard for a district like Mpigi to address emergency issues that are unique to the district or facilitate the political team to improve their political monitoring role. Table 2 presents a summary of the budget performance during the year under review.

Revenue Sources	Approved Budget UGX '000'	Estimated Actual UGX '000'	Percentage Performance	Contribution to total revenue
Local Revenue	1,288,679	799,275	62%	4.7%
Unconditional Grant	1,581,886	1,638,331	104%	9.7%
Conditional Grant	15,021,346	14,264,023	95%	84.3%
Donor Funds	614,088	214,953	35%	1.3%
TOTAL	18,505,995	16,916,582	91%	100%

- c) **Inadequate capacity building for district councillors:** There is a very big rift between councillors and technical staff in terms of capacity, skills and training. During interviews with councillors, they cited different capacity gaps for which they need training, especially writing petitions, making presentations on pertinent development issues and generally good leadership skills. This affected their performance in council.

SCORE-CARD PERFORMANCE

The score-card parameters are derived from the mandate of the organs assessed as stipulated in the Local Governments Act. While all the four categories are evaluated on their legislative and monitoring functions, the district chairperson, speaker and council are assessed against their additional roles

that are unique to their offices. 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 of 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 3: Mpigi District Council Score-card FY 2013/14

Parameter	Indicator	Score	Max Score	Explanatory Remarks
Performance	2011/12	67	100	
	2012/13	72	100	
	2013/14	82	100	
	% change	14		
LEGISLATIVE ROLE	Rules of Procedure	2	2	Rules of procedure were adopted in 2011 and are operational. DEC sat 12 times, minutes are on file. The 2 standing committees sat 5 times, minutes are on file. The Business committee convened 6 meetings and all order papers are on file.
	Membership to ULGA	1	2	
	Committees of Council	3	3	
	Motions passed	2	3	
	Ordinances	2	3	
	Conflict Resolution	1	1	
	Public Hearings	2	2	
	Legislative resources	4	4	
	Petitions	2	2	
	Capacity building	0	3	
Sub total		19	25	
ACCOUNTABILITY TO CITIZENS	Fiscal Accountability	4	4	Council debated issues of corruption: shoddy construction work, un spent balances and sources of local revenue. PAC, DSC, contracts committee and District land board are in place. Audit reports were received & reviewed in time.
	Political Accountability	6	8	
	Administrative Accountability	8	8	
	Involvement of CSO	2	2	
	Principles of accountability	0	3	
	Sub total		20	
PLANNING & BUDGETING	Plans, Vision and Mission	5	5	The district budget 2013/14 was laid, discussed and approved on 6th May 2014.
	District Budget	4	4	
	Local Revenue	9	11	
	Sub total		18	
MONITORING SERVICE DELIVERY ON NPPAS	Education	5	5	The weekly monitoring model used by the district stands out. This ensures that a minimum of two service centres are visited and monitored on a weekly basis.
	Health	5	5	
	Water and sanitation	3	4	
	Roads	4	4	
	Agriculture	4	4	
	FAL	0	4	
	ENR	4	4	
Sub total		25	30	

Table 4: Chairperson's Score-card FY2013/14

John Mary Luwakanya					NRM				
Trends in performance	2011/12	80	100						
	2012/13	80	100						
	2013/14	83	100						
	% change	4							
Parameter	Indicators	Score	Max Score	Explanatory Remarks					
POLITICAL LEADERSHIP	DEC	3	3	The state of District affairs report was made on 16th/04/14 and actions arising from it were discussed in Council meeting of 17th/07/14.					
	Monitoring admin	5	5						
	State of affairs	2	2						
	Oversight civil servants	4	4						
	Commissions/Boards	2	2						
	Central gov't	4	4						
	Sub Total	20	20						
LEGISLATIVE ROLE	Council	2	2	The chairperson attended all the council meetings.					
	Motions Executive	6	6						
	Bills by Executive	3	7						
	Sub Total	11	15						
CONTACT WITH ELECTORATE	Meetings Electorate	5	5	The chairperson spearheads political monitoring which keeps him in contact with his electorate.					
	Issues by electorate	5	5						
	Sub Total	10	10						
PROJECTS	Projects Initiated	0	3	Four MoUs (Red Cross, Mild may, CHISOM and World Vision) were signed and implemented.					
	Communal Projects	1	2						
	NGOs	5	3						
	Sub Total	6	10						
MONITORING SERVICE DELIVERY ON NATIONAL PRIORITY PROGRAMME AREAS	Agriculture	7	7	The chairperson made an extensive monitoring programme. Thursday is the official field monitoring day. Despite such an elaborate monitoring plan, FAL and the ENR sectors were not adequately monitored.					
	Health	7	7						
	Schools	7	7						
	Roads	7	7						
	Water Sources	3	7						
	FAL	0	5						
	Environment	5	5						
	Sub Total	36	45						

Table 5: Speaker's Score-card FY 2013/14

Juliet Jemba					
Trends in performance	2011/12	40	100		
	2011/12	78	100		
	2013/14	78	100		
	% change	0			
Parameter	Indicator	Score	Max Score	Explanatory Remarks	
Legislative Function	Chairing council	3	3	Chaired 5 council sittings and delegated 1 to the deputy. Rules of procedure were adopted in 2011 and implemented during the year under review.	
	Rules of procedure	9	9		
	Business Committee	2	3		
	Records book	0	2		
	Record of motions	3	3		
	Special skills	0	5		
Sub Total	17	25			
Contact with Electorate	Meetings Electorate	11	11	Apart from the district office, the speaker used her home in Jeeza as a constituency office.	
	coordinating center	9	9		
	Sub Total	20	20		
LLG	Participation in LLG	10	10	Attended 3 sub-county council sessions in Muduuma and one in Kiringente.	
Monitoring NPPAs	Health	1	7	Speaker monitored the 5 NPPAs effectively but failed on FAL which was not monitored at all. ENR was monitored at Buto-Buvuma forest. Adaptive collaborative forest management is practiced in Mbazi.	
	Education	7	7		
	Agriculture	7	7		
	Water	7	7		
	Roads	5	7		
	FAL	0	5		
	Environment	4	5		
	Sub total	31	45		

POLICY RECOMMENDATIONS FOR IMPROVED SERVICE DELIVERY

The report recommends that, among others:

1. Invest more in environment and natural resource protection to curb the high rate of deforestation and degradation.
2. Increase local revenue collections from the available resource, especially the natural resources around the district.
3. Continuous capacity building initiatives for political leaders on report writing, record keeping and minutes taking.
4. Replicate the best practice of continuous/ weekly monitoring at the sub county level. Monitoring should be undertaken during project implementation.
5. Central government should consider lifting the level of education required for one to qualify as a councilor to suite the technical engagement expected of them.
6. Central government increases funding to districts to meet the high demand for services at that level.

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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