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

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

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

#### **BACKGROUND AND RATIONALE**

This brief presents findings from the score-card assessment conducted during the FY2013/14 for Agago District Local Government under the Local Government Council Score-Card Initiative (LGCSCI). This initiative is an evidence based project implemented by ACODE in partnership with Uganda Local Governments Association (ULGA) with support from the Democratic Governance Fund. The initiative seeks to enhance the effectiveness of elected leaders in fulfilling their mandate and build the capacity of citizens to demand better services. LGCSCI uses a scorecard as an assessment tool to complete annual performance assessments on the district council, district chairperson, speaker and councillors by focussing on their roles and responsibilities as stipulated in the Local Government Act (as amended, 2010).

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.

According to the UBOS national population projection for 2013, Agago District has an estimated population of 300, 700 people of whom 149, 346 are males and 151, 354 are females.<sup>1</sup> About 85% of the available labour force engages in agriculture on a subsistence basis,<sup>2</sup> growing millet, sorghum, maize, beans, groundnut, simsim, cassava and sweet potatoes. Most produce is for local consumption whilst cotton, rice, soya beans and sunflower are produced as cash crops.<sup>3</sup> The majority of homesteads in the area also keep cattle, goats, sheep, poultry and pigs as an additional source of income. Commercial activities are very limited and there are no known industries in the district<sup>4</sup> and although the region serves as a cheap source of food to the neighboring (Eastern) Karamoja region and the southern Lango Sub regions.



**Figure 1:** P1 class at Opyelo P7 School, Lakwa Parish, Patongo Sub-county (Credit: ACODE Digital Library)

- 1 UBOS, 2002 UBOS Population projections, UBOS 2012
- 2 Agago District Local Government, Budget Speech FY 2014/2015, ADLG, 2014.
- 3 Agago District five year development plan FY 2011/2012-2015/2016
- 4 Interview with the Ag.District Production Officer, Agago Mr. Alfred Obong on Wednesday 17th September, 2014

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

Sector	Indicators	National standard/ NDP target	Level of achievement 2012/13	Level of achievement 2013/14
Education -Primary Education	Gross Enrolment	-	75,158	-
	PCR	53:1	87:1	-
	PTR	53:1	81:1	83:1
	No. of Pupils who sat for PLE	N/A		3501
	PLE Performance	-	Div. I - 3.6%; Div. II - 46.4%; Div.III- 22.4%; Div. IV- 12.9% Div. U- 12.2%; Div. X- 2.4%	Div. I - 3.8%; Div. II - 47.6% Div. III- 52.2%; Div. IV- 15.7% Div. U- 7.7%; Div. X- 2%
Health Care services	ANC 4th Visit	-	-	6,722
	Deliveries in Health Centres	35%	-	8,487
	Total beds	-	-	401
	Access to Maternity services	-	-	10,372
	MMR	438/100000	700/100,000	
	IMR	76/1000	172/1,000	-
	Staffing Levels	-	-	270
Road Sub-Sector	Km of roads under routine maintenance	100% (186.03 km)	-	333.9
	Km of rural roads rehabilitated	-	-	00
	Km of roads under periodic maintenance	-	-	41.1
	Proportion of roads in good condition	100% (186.03 km)	-	200.34km
	Construction of bridges	-	-	0
	Opening up new community roads	-	-	12km (JICA)
	Km of roads under low cost sealing		-	00
Water and sanitation	Safe water coverage	75%	-	68.3%
	Households with safe drinking Water	-	-	40%
	Number of boreholes sunk	As per budget	-	5
	Number of boreholes rehabilitated	57	-	14
	Functionality of water sources	100%	73%	84%
	Proportion of the population within 1km of an improved water source	100%	-	-
	Pit latrine coverage	56%	-	35.4 %
Agriculture	Number of extension workers per S/C	2 per S/C	-	32
	Number of service points	-	-	16
	Number of demonstration farms	-	-	16
	Technical back-up visits	-	-	384
FAL	Number of instructors	-	-	No data
	Number of participants	-	-	48
	Number of service centres	-	-	No Data
	Level of coverage	-	-	No data
Environment and Natural Resources	Staffing Level	2	-	1
	Conduct Environmental monitoring and assessment	No target	-	0
	Production and update District State of the Environment Report (DSOER)	1	-	0
	District Environment Action Plan	1	-	0
	Preparation of District Wetland Ordinance	-	-	0
	Monitor wetland systems in the district	No target	-	0

## FACTORS AFFECTING SERVICE DELIVERY IN AGAGO DISTRICT

- a) **Low Local revenue base:** Local revenue generation remains at 1% of the total district budget. The main sources of locally raised revenues are taxes, licenses, and fees and charges. Fees and charges account for 85% of the locally raised revenues while licenses and taxes account for 9% and 6%, respectively. However, given that Agago is a predominantly rural district such taxes are not applicable to the majority of citizens.
- b) **Limited Support Supervision:** It was noted at the various service delivery units visited that support supervision was limited. This led to issues including shoddy and delayed work by contractors whilst minimal staff supervision saw high rates of staff absenteeism, late-coming and early departures from work.
- c) **Inadequate Staffing:** The district has a staffing level of 42% resulting in work overload for and inefficiency from district staff. At the district headquarters only two Heads of Departments are appointed while the remaining employees work in acting or caretaking roles; at the time of scoring there were only three substantially appointed sub-county SAS out of the 13 sub counties.
- e) **Natural Disasters:** Natural disasters including pests, diseases outbreak, flood and drought have greatly impacted Agago District Council. In the FY 2012/13 the sub counties of Parabongo, Kalongo Town Council, Lapono and Omot suffered from severe floods which affected crop production and health with the outbreak of water related diseases. Cattle and crop diseases are still common in the Eastern side of the district which regularly affect crop yield and livestock quality. These issues are further aggravated by absence of extension staff due to lack of transport.
- f) **Delays in the procurement process:** There were considerable delays in the procurement process of supplies and services which led to eventual delays in the delivery of services to communities. These delays include the untimely solicitation for works and services and the distribution of contracts to a limited number of companies who work beyond their means and in neighboring districts which diminishes the capacity of contractors to provide the agreed services.

## 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 2: Agago District Council Score-card FY 2013/14**

		2012/13	51	100	
		2013/14	51	100	
Parameter	Indicator	Score	Max Score	Explanatory Remarks	
LEGISLATIVE ROLE	Rules of Procedure	2	2	The council largely followed the rules of procedure in conducting business. All the standing committees were found to be in place and functional. However, there has been a slight decline by 1 point in the performing of the legislative function compared to FY 2012/13 performance mainly due to lack of evidence of conducting public hearings, conflict resolution initiatives, and failure to introduce bills in council.	
	Membership to ULGA	0	2		
	Committees of Council	3	3		
	Motions passed	1	3		
	Ordinances	0	3		
	Conflict Resolution	0	1		
	Public Hearings	0	2		
	Legislative resources	2	4		
	Petitions	2	2		
	Capacity building	2	3		
	<b>Sub total</b>	<b>12</b>	<b>25</b>		
ACCOUNTABILITY TO CITIZENS	Fiscal Accountability	3	4	There is a registered improvement on this parameter particularly on political accountability among political leaders. The council is being more responsive on this indicator. Display of funds released to the district, sub-counties and service delivery units is not uniformly done. Commitment to the principles of accountability and transparency remains a challenge.	
	Political Accountability	6	8		
	Administrative Accountability	4	8		
	Involvement of CSO	2	2		
	Principles of accountability	0	3		
	<b>Sub total</b>	<b>15</b>	<b>25</b>		
PLANNING & BUDGETING	Plans, Vision and Mission	5	5	The district continues to plan and approve budgets however the district still has a challenge in assessing, forecasting and collecting local revenue.	
	District Budget	4	4		
	Local Revenue	2	11		
	<b>Sub total</b>	<b>11</b>	<b>20</b>		

MONITORING SERVICE DELIVERY ON NPPAS	Education	2	5	Council conducted monitoring for some service delivery points however this monitoring was limited in terms of coverage compared to total number of service delivery points in the district. There were no follow-up actions and correspondences to the technical duty bearers to address the service delivery concerns identified.
	Health	2	5	
	Water and sanitation	2	4	
	Roads	2	4	
	Agriculture	2	4	
	FAL	2	4	
	ENR	1	4	
	Sub total	13	30	

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

Peter Odok W'oceng		NRM		
Parameter	2012/13	47	100	
	2013/14	57	100	
Parameter	Indicators	Score	Max Score	Explanatory Remarks
POLITICAL LEADERSHIP	DEC	2	3	The Chairperson chaired 11 meetings of the executive committees but only eight meeting minutes were presented at the time of assessment. There was no evidence of delegation to the Vice Chairman from the Chairman in DEC meetings.
	Monitoring admin	4	5	
	State of affairs	2	2	
	Oversight civil servants	3	4	
	Commissions/Boards	2	2	
	Central gov't	4	4	
	<b>Sub Total</b>	<b>17</b>	<b>20</b>	
LEGISLATIVE ROLE	Council	1	2	The Chairperson attended six full council meetings and two emergency meetings. Motions included, filling the vacant post on DLB, discussing the MoLG inspection report and a ministerial statement on the alleged fraud in the salary of Agago District Local Government Staff; all of which were presented to council. There were no bills presented by DEC
	Motions Executive	5	6	
	Bills by Executive	0	7	
	<b>Sub Total</b>	<b>6</b>	<b>15</b>	
CONTACT WITH ELECTORATE	Meetings Electorate	5	5	The chairperson had a program of meetings which was followed. Reports from these meetings had been generated and most of the sub-counties had been given feedback.
	Issues by electorate	5	5	
	<b>Sub Total</b>	<b>10</b>	<b>10</b>	
PROJECTS	Projects Initiated	1	3	The Chairperson supported the initiation of Agago Honey project located in Kona Abicel in Lokole Sub county although there was no evidence of contributions to other community projects. The Chairperson signed MoUs with GOAL Uganda, CESVI, Concen world Wide, Wagwoke Wunu and FOKAPAWA
	Communal Projects	0	2	
	NGOs	3	3	
	<b>Sub Total</b>	<b>04</b>	<b>10</b>	
MONITORING SERVICE DELIVERY ON NATIONAL PRIORITY PROGRAMME AREAS	Agriculture	2	7	The Chairperson monitored most service delivery units in the district and prepared reports for some of these monitoring activities. There was pictorial evidence for monitoring in agriculture, road, and health Sectors. However, there were no written reports for monitoring agriculture, water and ENR. The Chairperson did not Monitor FAL. There was no evidence of follow-up from arising from monitoring for agriculture, water and ENR sectors.
	Health	6	7	
	Schools	2	7	
	Roads	6	7	
	Water Sources	2	7	
	FAL	0	5	
	Environment	2	5	
	<b>Sub Total</b>	<b>20</b>	<b>45</b>	

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

	Name	John Oweka Bostify		
	District	Agago		
	Political Party	NRM		
	Constituency	Omot		
	Gender	Male		
	Terms	1		
	2012/13		23	100
2013/14		55	100	
% change				
Parameter	Indicator	Score	Max Score	Explanatory Remarks
Legislative Function	Chairing council	2	3	The Speaker chaired lawful council meetings but there was no evidence of delegation to his deputy. The business of council is largely conducted according to the Standard Rules of Procedure.
	Rules of procedure	6	9	
	Business Committee	3	3	
	Records book	0	2	
	Record of motions	3	3	
	Special skills	3	5	
<b>Sub Total</b>	<b>17</b>	<b>25</b>		There was no evidence of record of petitions.
Contact with Electorate	Meetings Electorate	5	11	There was a phenomenal improvement from the previous assessment in this parameter although the Speaker did not have a programme of meetings in Omot Sub-county and there was no evidence of providing feedback to citizens or organising citizens to demand for better services.
	coordinating center	9	9	
	<b>Sub Total</b>	<b>14</b>	<b>20</b>	
LLG	Participation in LLG	2	10	The Speaker attended 4 council meetings at Omot Sub-county but there was no evidence of any official communication or feedback given.
Monitoring NPPAs	Health	3	7	There was evidence of monitoring services and reports from such activities. However, there was nothing to show for follow-up actions.
	Education	3	7	
	Agriculture	3	7	
	Water	3	7	
	Roads	5	7	
	FAL	3	5	
	Environment	2	5	
	<b>Sub total</b>	<b>22</b>	<b>45</b>	

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

Identifiers	Name	Political Party	Sub-county	Gender	Terms	Trends in Performance			Legislative role					Contact with electorate			LLGs						Monitoring NPPA					
						2012/13	2013/14	% change	Plenary	Committee	Motion	Special skill	Sub total	Meeting electorate	Office	Sub county meetings	Health	Education	Agriculture	Water	Roads	FAL	ENR	Sub Total				
																									100	100	100	8
Samuel Ojok Kitang		NRM	Lira-Palwo	M	1	55	68	24	8	8	0	0	16	9	9	18	10	3	7	3	5	1	3	2	24			
Aldo Okwera		Ind	Patongo	M	1	38	62	63	8	8	0	0	16	9	7	16	10	3	3	3	3	3	3	2	20			
James Ochan Oyar		NRM	Agago TC	M	1	59	55		8	8	0	0	16	11	9	20	10	5	1	1	1	1	0	0	9			
Aquilino L. Okello		NRM	PWD	M	1	38	52	37	8	0	0	0	8	9	9	18	6	7	7	5	1	0	0	0	20			
Bismarck C. Lakata		Ind	Patongo	M	1	32	49	53	8	8	0	0	16	9	0	9	10	3	3	3	1	1	3	0	14			
Irene Ocean Arach		FDC	Kalongo	F	1	30	49	63	8	8	2	0	18	7	0	7	2	1	1	3	7	3	5	2	22			
David Yocana		NRM	Lira-Palwo	M	1	33	47	42	8	8	0	0	16	9	0	9	10	3	3	3	3	0	0	0	12			
Florence K. Lamunu		NRM	Lira Palwo,Lamiyo	F	1	40	46	15	8	8	0	0	16	9	2	11	10	3	1	3	0	1	1	0	9			
Denis Tabu Ojoma		Ind	Adilang	M	1	41	43	5	8	0	2	0	10	9	0	9	4	3	3	3	3	3	3	2	20			
Susan O. Anyango		NRM	Adilang, Lapono	F	1	38	41	8	8	8	0	0	16	9	0	9	8	3	1	0	1	1	1	1	8			
Innocent O. Apio		NRM	Lukole, Agago	F	1	25	37	48	1	8	0	0	9	9	0	9	6	3	3	3	1	3	0	0	13			
Joel Okech		Ind	Lamito	M	1	34	36	6	8	8	0	0	16	0	7	7	2	1	1	7	1	1	0	0	11			
Charles K. Toodera**		FDC	Lukole	M	1	42	27	-36	8	8	2	0	18	0	0	0	2	1	1	1	1	1	1	1	7			
John K. Anywar **		FDC	Kalongo To C	M	1	29	25	-14	8	8	0	0	16	0	0	0	2	1	1	1	1	1	1	1	7			
Nighty O. Alaro		NRM	Kotomori/Patongo	F	1	25	25	0	1	8	0	0	9	5	0	5	0	3	5	0	3	0	0	0	11			
Beatrice Atim **		FDC	Omiya Pacwa & Paimol	F	1	30	24	-20	8	8	0	0	16	0	0	0	2	1	1	0	1	1	1	1	6			
Emmanuel Okot**		NRM	Atum	M	1	37	23	-38	8	8	0	0	16	0	0	0	0	1	1	1	1	1	1	1	7			
Patrick Komakech		NRM	Lira Palwo	M	1	41	23	-44	8	8	0	0	16	0	0	0	0	1	1	1	1	1	1	1	7			
Gladys A poto**		NRM	Youth	F	1	30	22	-27	8	8	0	0	16	0	0	0	0	0	0	1	1	1	1	1	6			
Mathew Obol**		NRM	Lapono	M	1	34	22	-35	8	8	0	0	16	0	0	0	0	0	1	1	1	1	1	1	6			
Scovia Vento Akot		NRM	PWD	F	1	26	21	-19	8	1	0	0	9	7	0	7	0	1	1	0	3	0	0	0	5			
Kenneth G. Opoka**		FDC	Paimol	M	1		16		8	8	0	0	16	0	0	0	0	0	0	0	0	0	0	0	0			
Prisca Kako **		NRM	Parabongo	F	1	31	7	-77	1	1	0	0	2	0	0	0	0	1	1	0	0	1	1	1	5			
Komakech William**		NRM	Parabongo	M	1				-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-			
Bua Denish**		UPC	Kotomori	M	1		16		8	8	0	0	16	-	-	-	-	-	-	-	-	-	-	-	-			
Ajok Hellen Otim**		NRM	Omot/Atum	F	1				8	8	0	0	16	-	-	-	-	-	-	-	-	-	-	-	-			
<b>Average</b>					1	35	35	3	7	7	0	0	14	5	2	6	4	2	2	2	2	2	1	1	11			

**NB.** \*Appointed RDC, \*\* Did not avail themselves for assessment. Their performance is based on secondary information in the District and Council records

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

From the Agago District Council Scorecard Report, it is recommended that:

- 1) Agago District Local Government devise means of increasing its local revenue base to increase the local revenue performance and develop a robust local revenue generation and enhancement plan. The district needs to evolve itself into a business entity and enter into public/private partnership with private firms to become financially viable.
- 2) Agago District Local Government should design a means of bringing citizen on board to appreciate their roles in service delivery. For instance, the District Council can initiate a citizen's day for service delivery in which citizens volunteer to clean service delivery units like health center compounds.
- 3) Heads of departments and sectors in Agago District Local Government need to improve on support supervision and technical backstopping in service delivery units to address challenges such as staff absenteeism and misconduct.
- 4) Agago District Local Government must take the initiative in ensuring that Lower Local Governments align their activities with that of the district and communicate their schedule of activities to the district to avoid conflicting activities. Agago District Council should consider passing a resolution of council that would make it mandatory for Lower Local Governments to invite district councilors to their council meetings.
- 5) Agago District Local Government must should coordinate with the technical team to develop a councilor's monitoring tool for the different departments. The absence of the critical issues emerging from monitoring service delivery units in the individual councilors' reports and the debates in council show a void in the reporting and monitoring process.
- 6) Agago District Local Government must devise a way to support councilors to do more research on issues of service delivery and other issues affecting the citizen so they debate from an informed point of view and are able to make concrete resolutions. An analysis of the record of council minutes shows a very low level of debate. The fact that only two councilors moved substantive motions on service delivery in the entire financial year and that no councilor demonstrated special skills in council shows that something has to be done to build the capacity of these councilors.

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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