

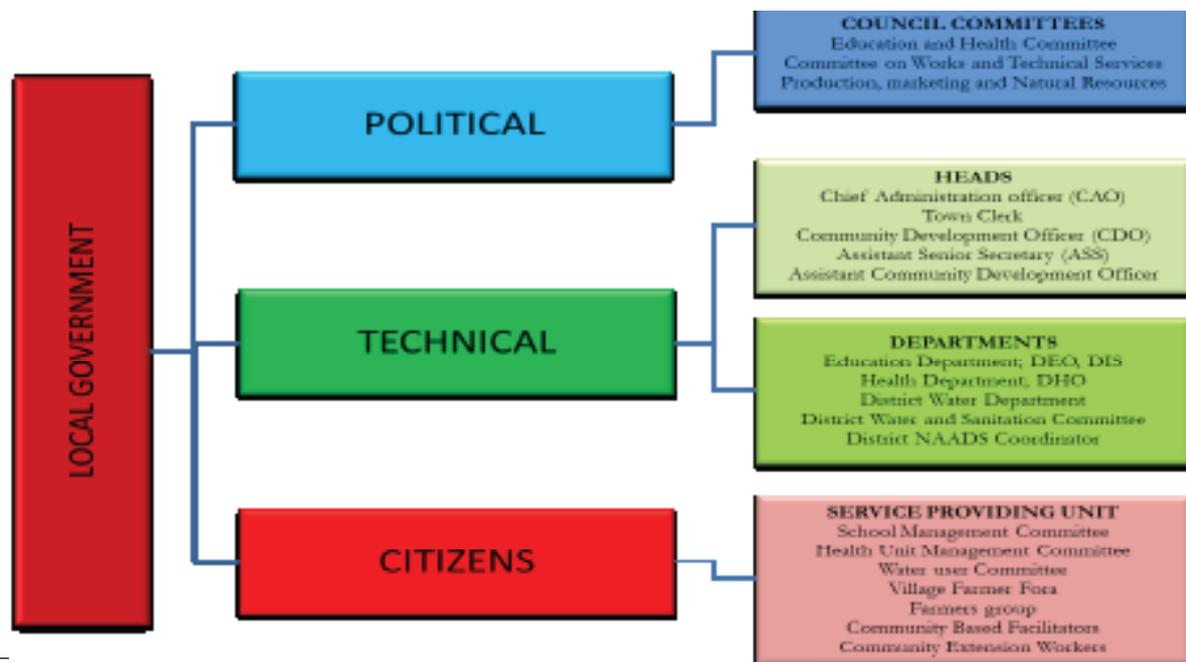
WHERE CAN CITIZENS REPORT SERVICE DELIVERY ISSUES?

Reporting issues of service delivery by citizens is a key feature of accountability. Through reporting, citizens are able to express their level of (dis)satisfaction with services to both providers and policy makers. Mechanisms for reporting issues and feedback are widely recognised as a key aspect of ‘good’ governance. In the case of Uganda, utilization of devolved institutions for managing and overseeing service delivery provided for in the legal, policy and institutional frameworks remains low.¹ Several reasons are cited for this trend dominant of which include lack of knowledge about

the institutions and difficulty to access the institutions.

This info sheet aims at bridging this gap by providing information on the different institutions for managing and monitoring service delivery at sub-national (district and below) level up to grassroots levels level. It focuses on the primary social services provided by government including education, health, water, roads and agricultural extension services as indicated in Figure 1.

Figure 1: Institutions for Managing and Monitoring Service Delivery at the Local Government Level



1 Economic Policy Research Centre (EPRC), 2011, An insight into the Performance of the National Agricultural Advisory Services Programme: A briefing paper. Also see Ministry of Health, 2010, Health Sector Strategic & Investment Plan Promoting: People’s Health to Enhance Socio-economic Development, 2010/11 – 2014/15

There are two offices that oversee service delivery in Uganda namely the Office of the President and the Office of the Prime Minister (OPM). These offices are at the apex of management and monitoring service delivery in the country. There are also citizens' institutions for managing and monitoring specific services. The proceeding sections of the paper provide information on where citizens can report specific service delivery issues.

The Local Government structure has got three main actors; the political, technical and the citizens. The political actors are elected officials who oversee the performance of persons employed by the Government to provide services in their areas and monitor the provision of services by government or the implementation of projects in their precincts.² These are also charged with making by-laws. They oversee service delivery by making policy and supervising the technical actors at different levels i.e. district, municipality and sub-county levels. These actors include; the Local Council Five (LCV) at district, Local Council Three (LCIII) at sub-county, Local Council (LCII) at parish and Local Council I (LCI) at village. It is important to note that LCI officials are operating defacto with no elections over the last decade following a court decision that ruled them illegal.

Under the technical, government, through ministries, autonomous agencies, districts and private companies provide public services to citizens. This arm largely involves technical personnel of government. The accounting officers

at sub-national level include the Chief Administrative Officers (CAO) at district, the town clerk at municipality and Town council levels, and the Assistant Senior Secretary (ASS) at sub-county. The accounting officers supervise all technical personnel under them.

Reporting issues of service delivery is not linear. Higher offices – from the service delivery unit, to sub-county to district or municipality- have more authority but may also be far away compared to some of the institutions closer to the service delivery units. Thus, it may be better to start with the closer institutions then proceed upwards if not satisfied with handling of the issue at the lower level. Further, the Directorate of Community Welfare and Development at the district and Community Development Office at the municipality and Sub-county primarily handle community welfare issues including those related to service delivery. Table 1 shows the institutions for management of specific social services at sub national level.

1.1. Primary Education

a) Education and Health Committee

Under the Local Government Act, the education and health committee is tasked to oversee, aid and support the establishment and maintenance of schools, libraries, and providing bursaries to assist in the education of children and persons with disabilities residing in the district.

Table 1: Institutions for Managing and Monitoring Service Delivery at sub-national level

| Social service | District level | Sub-county | Service providing unit |
|-------------------|---|--|--|
| Overall | <ul style="list-style-type: none"> • CAO • LC V Chairperson • Community Development Officer | <ul style="list-style-type: none"> • ASS • LC III Chairperson • Assistant Community Development Officer | |
| Primary Education | <ul style="list-style-type: none"> • Education and health Committee • District Education officer • District Inspector of schools | | <ul style="list-style-type: none"> • School Management Committee |
| Health | <ul style="list-style-type: none"> • Education and Health Committee • District Health Officer | | <ul style="list-style-type: none"> • Health Unit Management Committee |
| Water | <ul style="list-style-type: none"> • Committee on Works and Technical Services • District Water Department • District Water and Sanitation Committee | | <ul style="list-style-type: none"> • Water User Committee |
| Roads | <ul style="list-style-type: none"> • Committee on Works and Technical Services • District Roads Department • District Roads Committee | | |
| NAADS | <ul style="list-style-type: none"> • Production, Marketing and Natural Resources Committee • District NAADS coordinator • District Farmer Forum | <ul style="list-style-type: none"> • Sub county Coordination Committee | <ul style="list-style-type: none"> • Village Farmer Fora • Farmers Group • Community Based Facilitators |

² Article 176 (2), Constitution of Uganda, 1995

b) District Education Officer (DEO)

The District Education Officer (DEO) is contracted by the Ministry of Public Service to coordinate and provide technical and professional guidance in the management of Education and Sports policies, plans and programmes³ in the district by implementing Education laws, policies, regulations, and approved education and sports development plans, strategies, and council decisions. He/she provides technical and professional advice, organizes and facilitates teachers' training programmes, coordinates school inspection and sports programmes; and also maintains an updated teachers' personnel data bank. He/she is situated at the district headquarters, and oversees performance of the education sector in the district.

c) District Inspector of Schools (DIS)

With direct supervision from the DEO, the DIS is charged with promoting and maintaining high quality educational standards. This is executed through preparing work plans and budgets, managing inspection programmes of schools, carrying out inspection and preparing inspection reports, evaluating inspection reports, monitoring educational activities; and providing technical support and guidance. The DIS, like the DEO is situated at the district with regular visits to the schools in the district.

d) School Management Committee (SMC)

The Education Act, 2008⁴ requires each school management committee. The School Management Committee (SMC) is responsible for managing and overseeing the activities of the school, and providing it with support. The SMC is charged with monitoring the school administration, with special reference to government policy. The key roles of the SMC are:

- To oversee the day-to-day affairs of the school
- To work with the Head Teacher and other teachers to make priorities and prepare a School Development Plan and budget
- To sensitize, involve and effectively communicate educational information to all parents, pupils, community stakeholders and to ward and local authorities
- To effectively manage funds received, while guaranteeing maximum accountability and transparency in the processes used, including making incomes and expenditures publicly available

- To prepare and submit accurate and timely progress and financial reports to the community, ward and council
- To carry out fundraising for the school, liaise with the founding bodies, and also link the school to the community through regular reports to the community on the status of school programmes, and also demonstrate exemplary leadership

All SMCs must be approved by the DEO in consultation with district councils' standing committee responsible for education. The SMC usually consists of six members, including the chairperson who is nominee of the school founding body; one local government representative nominated by the district council's standing committee responsible for education; one representative of local council executive committee who is the Secretary in-charge of education at a parish council; one person elected by the sub-county or city division; one representative of parents of the school elected at the annual general meeting; one representative of the staff (both non-teaching and teaching) elected by the staff at a staff meeting. The Secretary to this committee is the head teacher of the School. Membership of the SMC is voluntary for a period of three years.

1.2. Health

a) Education and Health Committee

The education and health committee oversees, sensitizes and promotes schemes of medical and health services, including; maternity and child welfare services; the control of communicable diseases, including HIV/AIDS, leprosy and tuberculosis; control of the spread of disease in the district; primary health care services; and health education.

b) District Health Officer (DHO)

The DHO is directly in charge of all health related issues in the district. S/he manages and coordinates the delivery of health services the effective, efficient and affordable. The key responsibilities of the DHO include;

- planning and budgeting for health service delivery and infrastructure in the District,
- mobilizing resources for health service delivery and infrastructure in the District,
- monitoring and evaluating the delivery of health services in the district,
- procuring medical supplies and equipment,
- providing technical guidance and support supervision to Health Centres,

³ Ministry of Public Service, 2011, Job Descriptions and Specifications for Jobs in Local Governments

⁴ Ministry of Education and Sports, 2008, Education (Pre-Primary, Primary and Post Primary) Act, Uganda printing and Publishing Corporation, 2008

- managing and accounting for financial, medical supplies and other resources allocated to the district,
- coordinating the maintenance of Health equipment and facilities,
- managing the implementation of the Uganda National Minimum Health Care Package (UNMHCP),
- coordinating sensitization programs about PHC in the Communities,
- supporting maintenance of the Health Management Information System (HMIS) in the District and,
- advising the district council on health related issues.

c) **Health Unit Management Committee (HUMC)**

Health Unit Management Committees (HUMCs) were formed under decentralization to improve community oversight of health unit activities, accountability of personnel, revenue collection and the quality of services offered. HUMCs monitor the general administration of the HC III on behalf of the local Council (LC) and the Ministry of Local Government, done within the policy and guidelines of Ministry of Health (MOH), and are paid allowances based on approved government rates.⁵ The HUMC is composed of four members; a Chairperson from the sub county of high integrity that doesn't hold any political position; the In-charge health unit to act as the secretary, and two members; one educated representative of high integrity from each parish and a centre teacher of the zone where the HC III is located.⁶ Specifically, HUMCs are in place to;

- supervise management of HC III finances by ensuring that financial regulations and accounting instructions are observed,
- ensure that Annual Work plans drawn reflect priority needs,
- monitor the execution of the approved workplan and budget,
- ensure that funds released to the HC III have are accounted for,

- advise upon, regulate, monitor the collection, allocation and use of finances from other sources,
- monitor the procurement, storage and utilization of all HC III goods and services in line with local government regulations including evaluating of tenders and,
- foster improved communication with the public, thereby encouraging community participation in health activities within and outside the unit

1.3. Water

a) **Committee on Works and Technical Services**

Under the Local Government Act, this committee on works oversees the provision and maintenance of water supplies in liaison with the Ministry responsible for natural resources, where applicable in the respective district.

b) **District Water Department**

The water office at the district is mandated to manage and coordinate all engineering and technical works related to water under the Local Governments Act. This office is spearheaded by the District engineer who works together with the Senior Engineer in charge of water and the water officer at the municipality. These provide, supervise and monitor installation and maintenance of water and sanitation facilities in the district.

c) **District Water and Sanitation Committee (DWSC)**

According to the Water Act (1997), the DWSC is the executive organ responsible for water supply, sanitation and hygiene in the area. The committee coordinates management and development activities, implementation of infrastructure projects and programmes, operations and maintenance, community mobilization and stakeholder participation, ensuring demand driven implementation, communications and awareness raising in the district with the help of the District engineer and other water officers in the district.

d) **Water User Committees (WUC)**

Formed under the Water Statute of 1995 and later the National Water Policy of 1999, Water User Groups/Committees are the smallest monitoring institution for the water. The Water User Groups/Committees were basically formed to manage and monitor operations of respective water points, catering for their operations and maintenance for better sustainability and increased productivity. These groups are made up of 7

5 Ministry of Health, 2009: National Health Policy: Reducing Poverty through Promoting People's Health

6 Ministry of Health, 2010: Health Sector Strategic Plan 2010/11 - 2014/15

members at each water source who volunteer to offer these services. The committees carry-out the following roles;

- planning and Management of water systems,
- collection and utilization of revenue,
- support establishment of hand pump mechanics and spare parts dealers,

1.4. Roads

a) Committee on Works and Technical Services

The committee oversees the undertaking of private works and services, and contracting out of public services to the private sector; including the construction, rehabilitation and maintenance of roads not under the responsibility of the Government, and road safety sensitization.

b) District Roads Department

This department was formed under the Local Governments Act to manage construction, rehabilitation and maintenance of roads not under the responsibility of Government. This department is led by the District Engineer and senior engineer in charge of works who are contracted by the Ministry of Public Service to coordinate and manage all engineering and technical works for the roads in the District through;

- providing technical advice and guidance to stakeholders;
- supervising all technical works undertaken;
- building and other structural plans approved;
- engineering and works policies enforced.

c) District Roads Committee

Under the Road Fund Act 2008 (Section 25(2)), district roads committees were formed for supervising and monitoring the expenditure of funds allocated to the district from the Road Fund. These committees are composed of the district chairperson and the district mayor (for urban centres), along with the chief administrative officer, the district secretary for works, and the district and municipal engineers. In districts where the DRCs are not constituted, the district councils and the works department take on this role.

1.5. National Agricultural Advisory Services (NAADS)

a) Production, marketing and Natural Resources Committee

This committee oversees production services in terms of; crop, animal and fisheries husbandry extension services;

entomological services and vermin control; human resources management and development in the district under the Local Government Act.

b) District NAADS Coordinator (DNC)

The District NAADS coordinator (DNC) is the direct contact for NAADS programme at the district and s/he reports directly to the CAO. The DNC works with subject matter specialists in agriculture (production, veterinary, and entomology) and the District Production Officer in the management of the NAADS programme. The NAADS coordinator is the secretary to the District Farmer's Forum and is in charge of;

- participating in compilation of work plans from sub-counties and ensuring that district plans are prepared on time,
- supervising implementation of all NAADS activities,
- ensuring that NAADS work plans and budgets are included in the district plan,
- ensuring that service providers are selected according to the laid out criteria
- supervising use of NAADS funds and ensuring they are properly accounted for,
- coordinating with the District Finance Officer and CAO on matters of managing funds and,
- ensuring that sub-counties and Farmer Fora are provided with technical support in conducting NAADS activities.

c) District Farmer Forum

The NAADS District Farmer Forum (DFF), which comprises the chairpersons of the sub-county Farmers Fora (FF), the Secretary of Production LC V, and the DNC, is the main link between farmers and government institutions like NAADS and is in charge of;

- putting together sub-county priorities;
- approving NAADS annual work plans and budgets and providing advice on suitable strategies for implementation;
- supporting and facilitating operation of farmer groups;
- monitoring performance of farmer groups and service providers in the district.

d) Village Farmer Forum (VFF)

According to the NAADS implementation guidelines (2010),

all registered farmer groups in the village constitute the Village Farmer Forum which is overseen by representatives from the Sub county Coordination Committee. These are mobilized by the LC I Executive and assisted by the sub county agriculture extension staff for:

- inclusiveness and recruitment for all farmers to join existing farmer groups or fora and register new ones under NAADS
- selection of the food security enterprise for the village
- selection of food security host farmers, through their farmer groups to undertake the multiplication effort
- distribution of multiplied planting and stocking materials

The members of the VFF are expected to elect seven (7) farmer members from amongst the Farmer Groups to constitute the Village farmer Forum Executive (VFFE) consisting of; a Chairperson, a secretary, treasurer and four committee members who should constitute; one person with disability (PWD), one youth, LC I Chairperson (ex officio) and Chairperson of the ruling party (if the LCI chairperson is not the Chairperson of the ruling party also ex-officio), and at least two of the committee members should be women. The VFF are expected to meet at least twice a month.

e) Farmer Groups

Farmer groups are a collection of farmers mobilized by the LC 1 executive, with the help of the sub county agriculture extension staff, to participate in NAADS activities and access NAADS services. Farmer groups in this regard are responsible for;

- identifying and prioritizing farmers' enterprises and needs for advisory services;
- developing plans to address members' needs;
- contributing finances for implementing, monitoring and evaluating performance of service providers, and;
- electing representatives to the Sub-county farmer's forum.

f) Community based Facilitators

Community-based Facilitators (CBFs) are members of the community whose role of is to ensure that poor farmers' needs are addressed for effective service delivery. The CBFs provide agricultural trainings on demonstration farms to the communities. They work hand-in-hand with the production, planning and finance departments at the district.

g) Community Extension Workers

Community Extension Workers (CEWs) mobilize the community for learning, information delivery and awareness creation on emerging innovations/ technologies and policies, train community members through constant follow-up visits and practical demonstration activities for their clients, and also link their communities with markets, other communities, and service providers (NAADS, 2003).

About ACODE and CBTIC

The Advocates Coalition for Development and Environment (ACODE) is an independent public policy research and advocacy think tank registered in Uganda with operations in the Eastern and Southern Africa sub-region. Our mission is to make public policies work for people. Through our work, we empower citizens to demand for justice and promote public participation in the decision making processes that affect livelihoods and the environment. ACODE has become the premier organization that facilitates policy dialogue and debate on emerging and cutting edge public policy issues.

The Citizens' Budget Tracking and Information Centre (CBTIC) is one of ACODE's premier initiatives that seek to put control of public expenditure and the budget in the hands of citizens. The goal of the Centre is "to increase accountability and transparency in the allocation and utilization of both local revenue and donor funds by raising citizens' awareness." Funding for the CBTIC is provided by The Netherlands Embassy, Kampala, the Hewlett Foundation and the Think Tank Initiative (TTI) through core funding.