



The Republic of Uganda

LOCAL GOVERNMENT MANAGEMENT OF SERVICE DELIVERY PERFORMANCE ASSESSMENT RESULTS

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1.0 INTRODUCTION TO LGMSD ASSESSMENT



1. The Government of Uganda in FY 2014/15 introduced the Intergovernmental Fiscal Transfer Reforms (IGFTR), ***aimed at increasing adequacy and improving equity and efficiency of Local Government financing for effective service delivery.***
 2. OPM was charged with implementation of the third objective of the Reforms which is; ***“Improving the efficiency of Local Governments by promoting effective behavior, systems and procedures to enhance LGs’ administration” through rewarding and sanctioning good and bad practices”.***
 3. The assessment framework therefore focuses on strengthening the following;
 - i. Central Government oversight and support of Local Governments;
 - ii. Capacity of Local Governments in the management of services; and
 - iii. Service delivery performance at the facility level i.e. LLGs, Primary Schools, and Health Centres.
- *First assessment was in the calendar year 2017 covering FY2016/17*

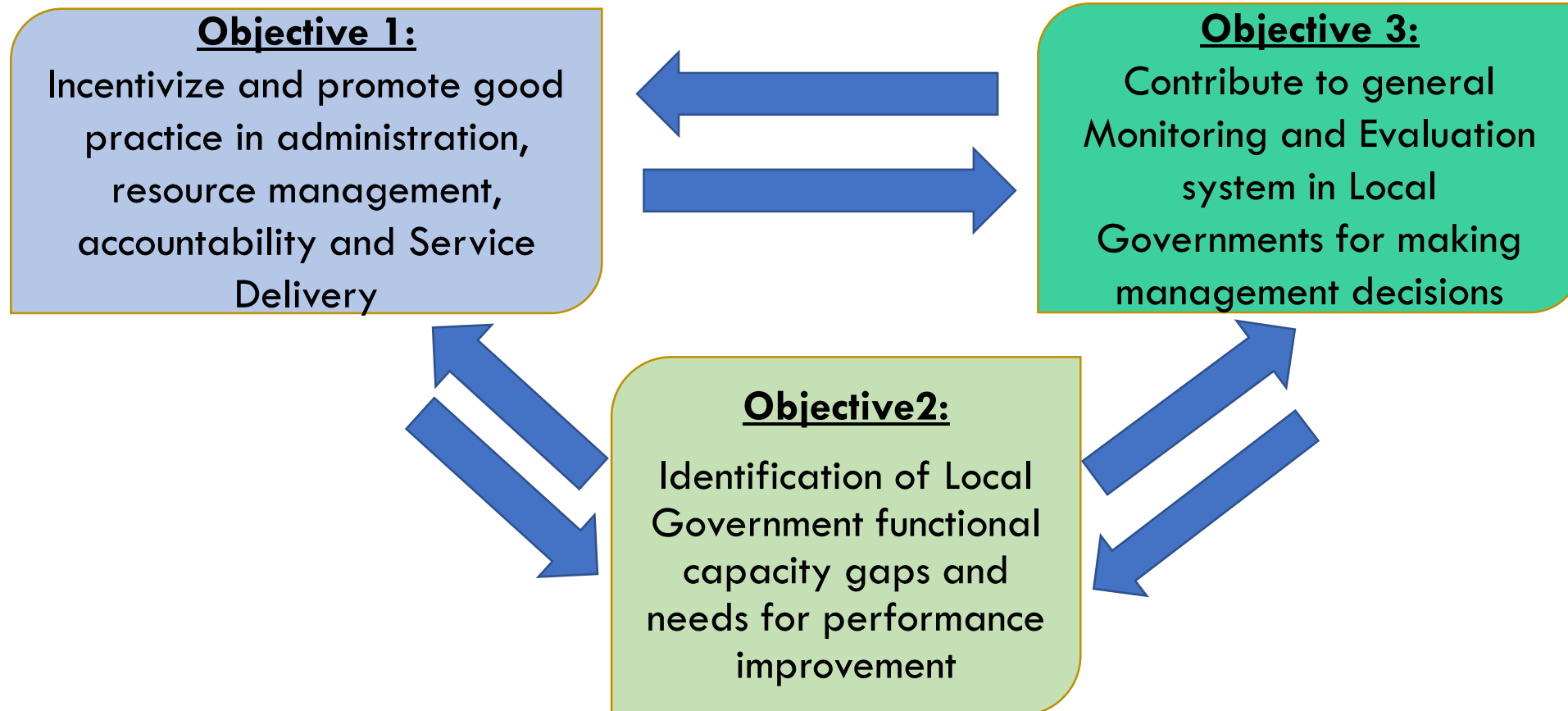


2.0 GOAL AND OBJECTIVES

GOAL

To promote effective behavior, systems and procedures in order to improve Local Governments' Administration and Service Delivery.

Assessment Objectives



3.0 OVERVIEW OF THE ASSESSMENT FRAMEWORK



- ❖ The LGMSD assessment framework focused on five (5) Performance areas; i.e. Crosscutting, Education, Health, Water and Environment and Micro Scale Irrigation.
- ❖ OPM also coordinated the assessment of Local Climate Adaptive Living (LoCAL) Facility, Lower Local Governments (LLGs) and Verification of results for Primary Schools and Health Facilities (HC IIIs and IVs).
- ❖ Assessment of Disbursement Linked Indicators (DLIs) by implementing MDAs on their oversight role in LGs is also being undertaken with the final report expected in July, 2024.



4.0 SCOPE AND METHODOLOGY



The 2023 assessment employed different approaches and covered the following areas;

Assessment Type	Scope	No. Assessed	Assessed Areas	Assessment Methodology
LGMSD	District Local Governments	135	Crosscutting, Education, Health, Water & Environment and Micro-Scale Irrigation	Independent Assessment & IVA firm
	Cities and Mun. Local Governments	41		
LLGs	All Cities, Municipal Local Governments and District Local Governments except KCCA	176	PDM Structures, Planning & Budgeting, OSR, HRM, PHC services, Primary Education, Production, etc	LG Staff & Assessment firms
Facilities	All Local Governments	176	Primary Schools, HC IIIs and IVs	LG Staff & Assessment firms
CG	Line Ministries (OPM, MoFPED, MoLG, MoES, MoH, MoWE, MAAIF, MoWT, PPDA, NEMA)	10	Disbursement Linked Indicators by the World Bank	IVA firm



5.0 IMPACT & USE OF RESULTS



A. LGMSD Results informed:

- i. Allocation of part of the development grants for Education, Health, Water, Microscale Irrigation and DDEG for FY 2024/25.
- ii. Performance Improvement Plans (PIPs) for the lowest performing Local Governments
- iii. Thematic Improvement Plans (TIPs) coordinated by the line MDAs to improve service delivery.

B. LLG & Health Facility Results:

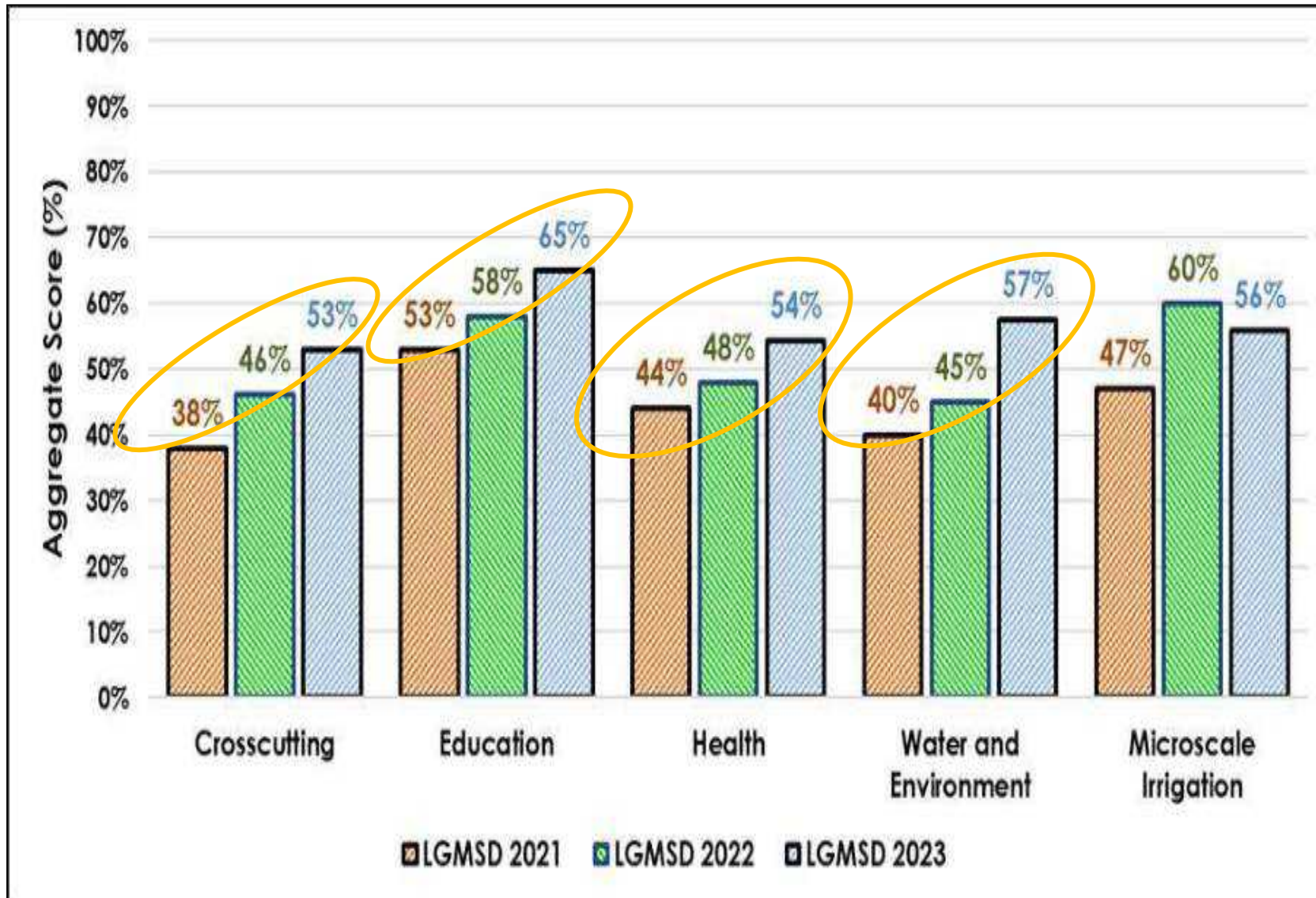
- i. Informed PIPs for the lowest performing LLGs and allocation to health facilities for FY 2024/25.

C. DLI Results:

- i. Will inform release of resources (**USD 49.125M**) to GoU by the World Bank for FY 2024/25 if all agreed upon DLI's are met.



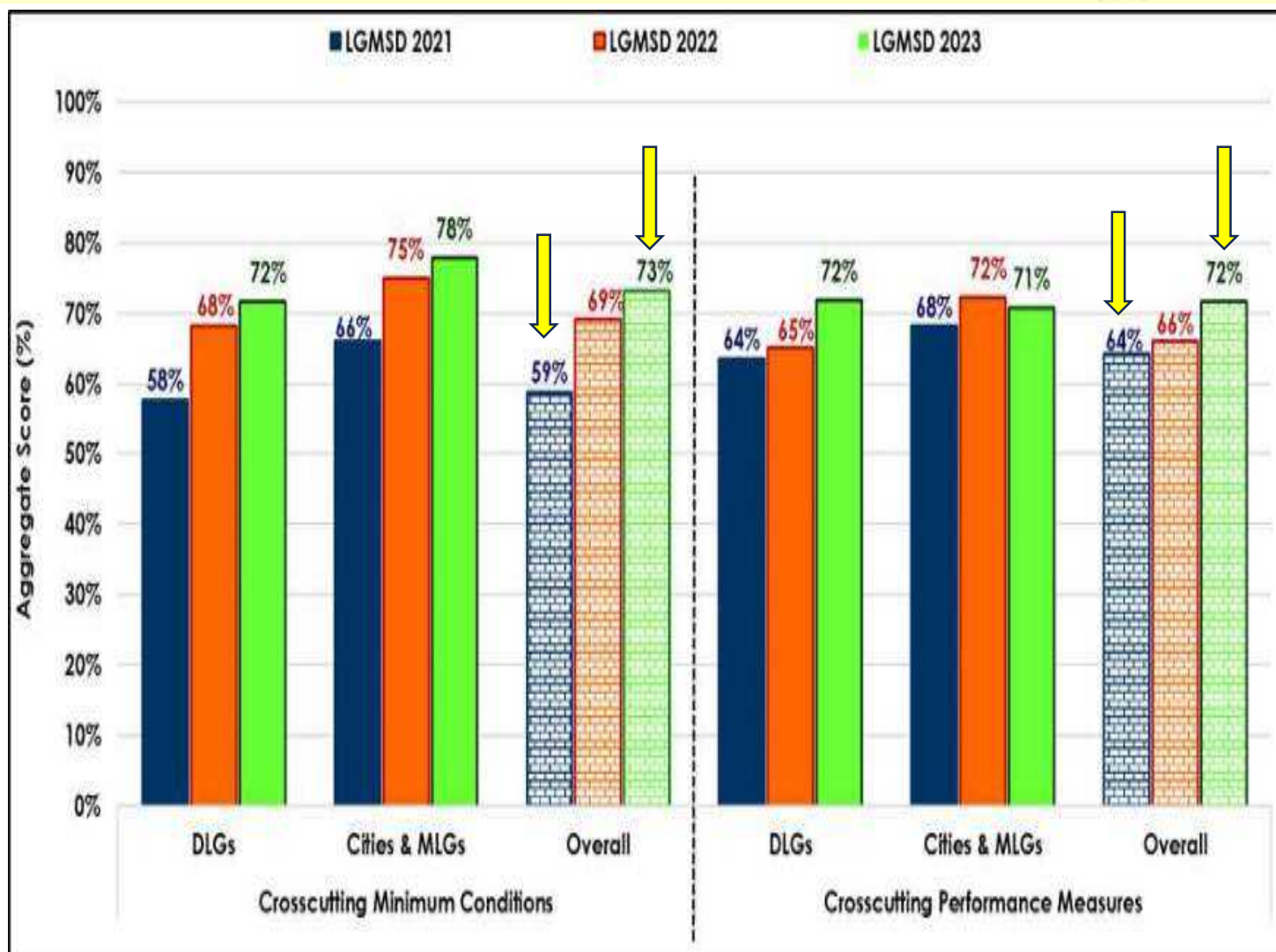
6.0 KEY PERFORMANCE FINDINGS – OVERALL PERFORMANCE



- Overall, LGs have continuously registered improvement in all the assessed areas for the last 3 years except for Microscale Irrigation that reduced from 60% in 2022 to 56% due to the national rollout of the microscale programme to cover the remaining 95 LGs, some of whose capacities were at infant stage.

- NOTE: For the 40 LGs covered under the pilot, average score increased from 60% in 2022 to 91% in 2023.**

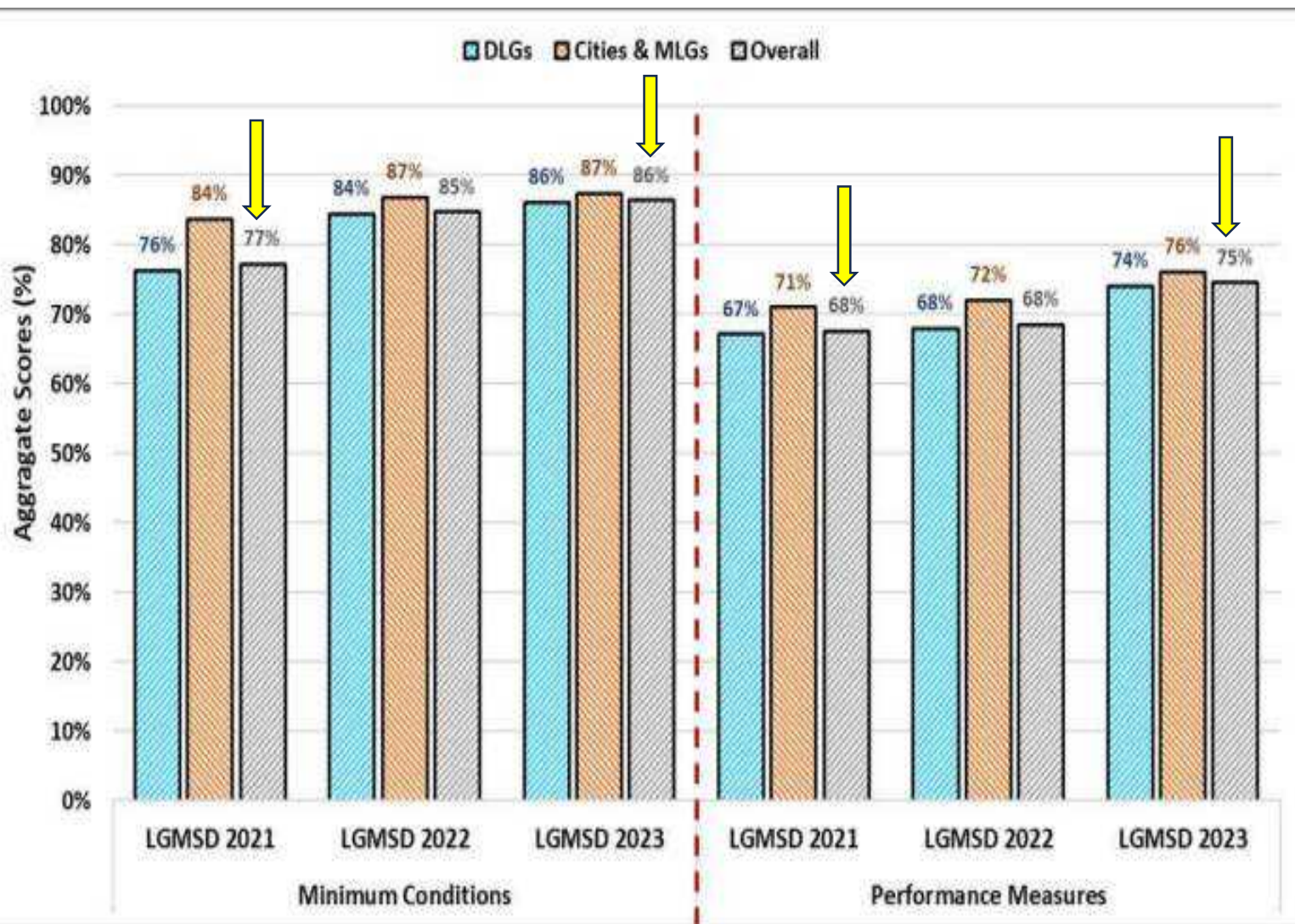
6.0 KEY PERFORMANCE FINDINGS – CROSSCUTTING



- Overall, LGs improved from 59% in 2021 to 73% in 2023 for MCs and from 64% in 2021 to 72% in 2023 for PMs.
- Best Performed Indicators include:** Audit opinion; Quarterly Internal Audit reports; Published procurement plan & awarded contracts; Timely submission of Annual Performance Report; and Execution of DDEG transfers to LLGs
- Low performed indicators included:** Recruitment of SAS/TC/SATC; District/Principal Engineer; Appraisal of HoDs; Invoicing & Communication of DDEG transfers; Revenue collection ratio within +/- 10 of the planned.



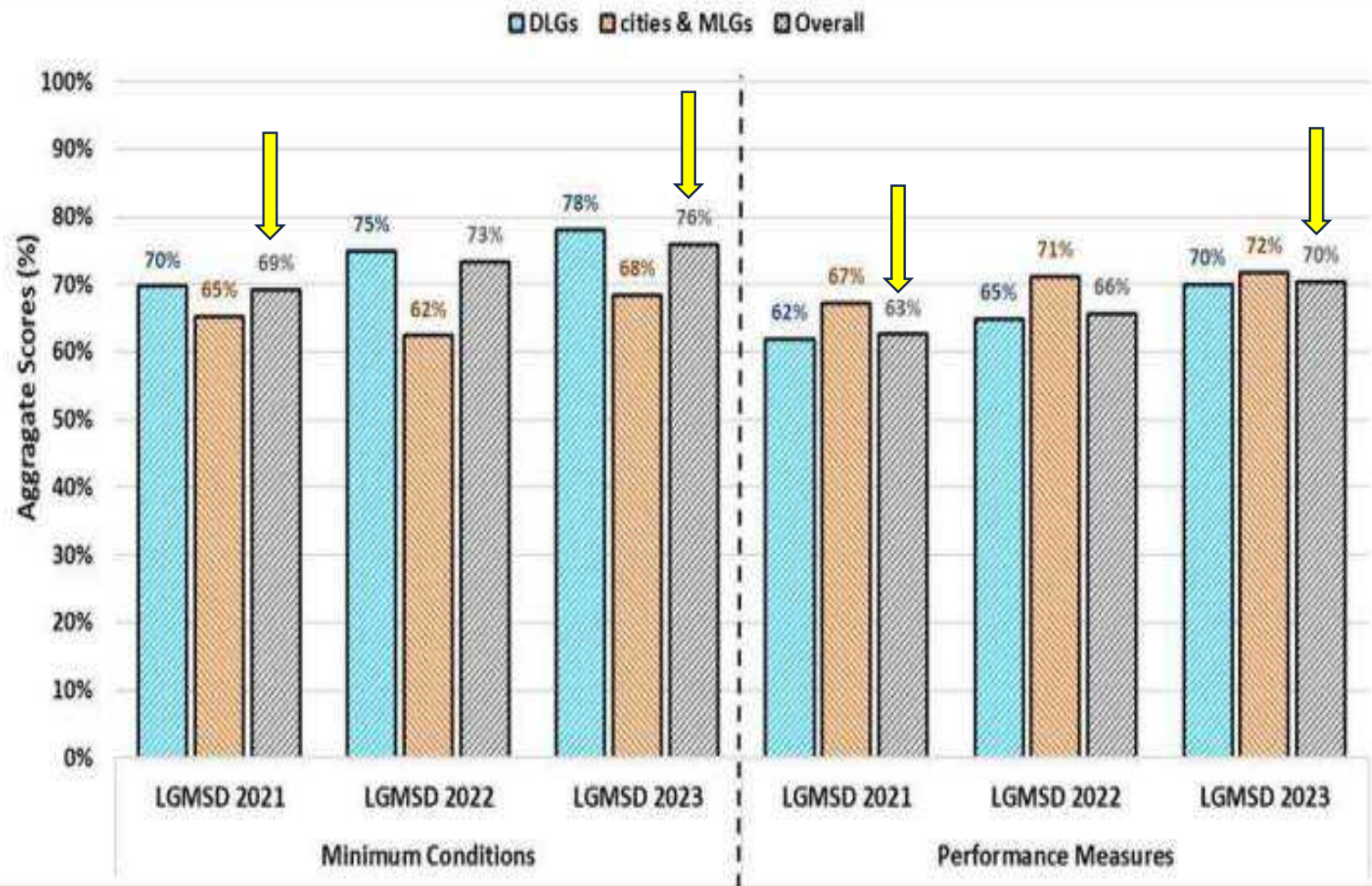
6.0 KEY PERFORMANCE FINDINGS – EDUCATION



- Overall, LGs improved from 77% in 2021 to 86% in 2023 for MCs and from 68% in 2021 to 75% in 2023 for PMs.
- Best performed indicators included;** Budgeted for Head Teachers and Teachers; School infrastructure followed standard technical designs by MoES; Education development grant spent on eligible activities; Teacher deployment list publicized; and Complete education project procurement Files.
- The worst scoring indicators included;** School compliance with MoES budgeting and reporting guidelines; Timely submission of warrants for school's capitation; Change in PLE pass rate; Timely invoicing & communication of capitation grants to schools; and Appraisal of Secondary School Head Teachers.



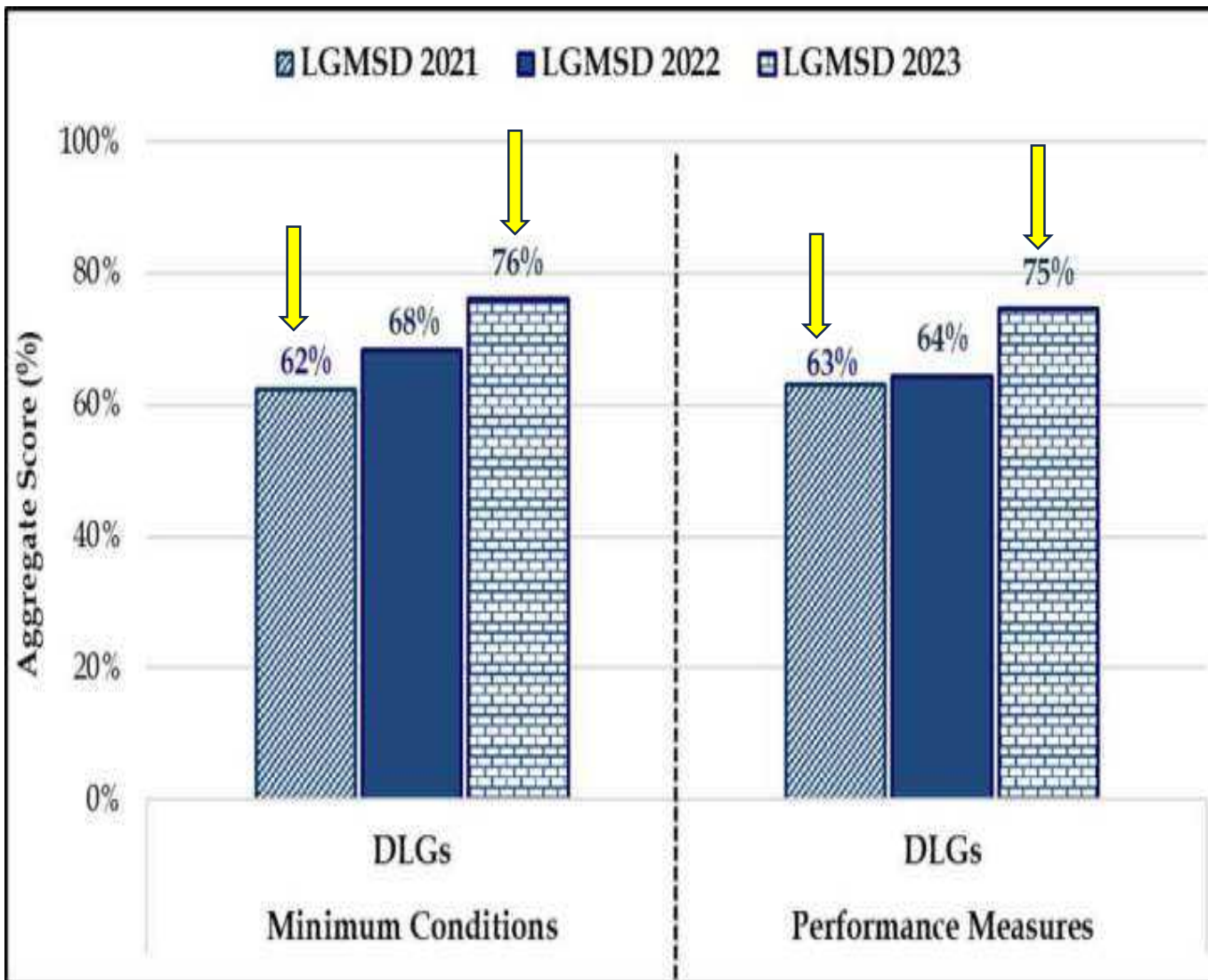
6.0 KEY PERFORMANCE FINDINGS – HEALTH



- Overall, LGs improved from 69% in 2021 to 76% in 2023 for MCs and from 63% in 2021 to 70% in 2023 for PMs.
- Health Departments performed well in indicators related to; Health infrastructure projects meeting the approved MoH designs; following standard technical designs by MoH; Health projects being approved by the Contracts Committee or cleared by Solicitor General; District Health Team holding health promotion activities; and Health Workers' deployment list publicized to the public.
- On the other hand, least performed indicators were: Recruitment of staff for all HCIIIs and HCIVs as per staffing structure; Timely submission of warrants for health facility transfers; Deployment of health workers as per sector guidelines; Timely invoicing & communication of health facility transfers; and Utilization of Health Care Services (HCS).



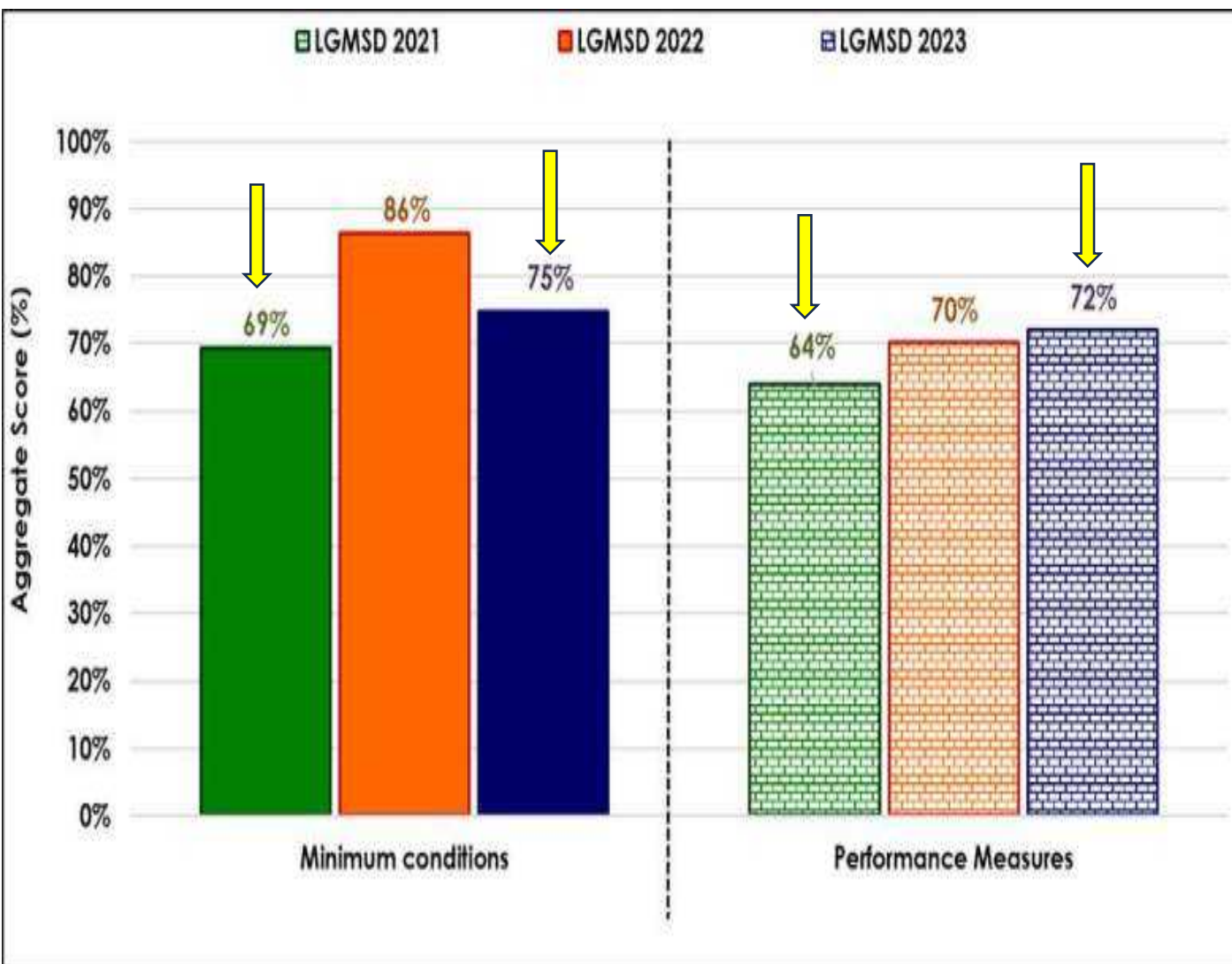
6.0 KEY PERFORMANCE FINDINGS – WATER AND ENVIRONMENT



- Overall, DLGs improved from 62% in 2021 to 76% in 2023 for MCs and from 63% in 2021 to 75% in 2023 for PMs.
- In 2023, LGs excelled in the following indicators: Water supply infrastructure approved by the Contracts Committee; Water infrastructure investments incorporated in the AWP; Water contract price within +/-20% of Engineers estimates; Accuracy of information on WSS facilities constructed; and Complete Water project procurement Files.
- Inadequate performance was in indicators related to; Obtained water abstraction permit for all piped water systems; Increase in functionality of water supply facilities; Increase in functionality of Water and Sanitation Committees; Prioritized allocations for S/Cs with water coverage below district; and Budgeted water projects implemented in sub counties below the district average.



6.0 KEY PERFORMANCE FINDINGS – MICROSCALE IRRIGATION



- Overall, DLGs improved from 69% in 2021 to 75% in 2023 for MCs and from 64% in 2021 to 72% in 2023 for PMs.
- The best performing indicators were; Mobilization activities for farmers conducted; Extension worker deployment list publicized; Extension staff working in LLGs of their deployment; Up to-date LLG information entered into MIS; and Environmental, Social and Climate Change screening.
- Worst areas included; Use of the farmer co-funding as per guidelines; Documentation of irrigation training activities; Publicized list of eligible farmers on LG and LLG noticeboards; Corrective actions taken based on extension worker appraisal reports; and Recruited LLG Ext. workers where wage is provided.



6.0 KEY PERFORMANCE FINDINGS – TOP 10 Performing LGs 2023



Vote	Rank 2023	Score 2023	Rank 2022	Score 2022	Rank 2021	Score 2021
Isingiro District	1	93	1	89	2	77
Ibanda District	2	90	3	79	1	82
Mubende Municipal Council	3	88	N/A	N/A	N/A	N/A
Kiruhura District	4	87	2	80	42	51
Nansana Municipal Council	4	87	24	63	39	52
Apac Municipal Council	6	86	N/A	N/A	N/A	N/A
Kira Municipal Council	6	86	85	49	3	70
Ibanda Municipal Council	8	85	7	71	14	59
Kumi Municipal Council	9	82	148	29	80	44
Kamuli District	10	81	73	51	51	49
Amuru District	10	81	141	32	65	46



6.0 KEY PERFORMANCE FINDINGS – Bottom 10 Performing LGs



Vote	Rank 2023	Score 2023	Rank 2022	Score 2022	Rank 2021	Score 2021
Hoima City	167	33	N/A	N/A	N/A	N/A
Moroto District	167	33	18	65	62	47
Moroto Municipal Council	169	32	N/A	N/A	N/A	N/A
Masaka City	169	32	N/A	N/A	N/A	N/A
Kotido District	169	32	118	41	108	38
Busia District	172	31	112	42	147	23
Butaleja District	173	28	99	47	114	37
Fort-Portal City	174	27	N/A	N/A	N/A	N/A
Arua City	175	25	N/A	N/A	N/A	N/A
Namisindwa District	176	18	152	21	149	21



6.0 KEY PERFORMANCE FINDINGS – CREDIBILITY OF ASSESSMENT LLG



REGION	Number of LGs	LGs with a Credible LLG Assessment		LGs without a Credible LLG Assessment	
		Number of LGs	Percentage	Number of LGs	Percentage
Central	35	11	31%	24	69%
Eastern	47	11	23%	36	77%
Northern	47	0	0%	47	100%
Western	47	32	68%	15	32%
Total	176	54	31%	122	69%

- Overall, only 54 (31%) of the verified 176 LGs conducted a credible assessment (results being within +/-10) for their LLGs
- 122 LGs (69%) did not conduct a credible assessment due to;
 - Delayed release of the DDEG funds*
 - Un preparedness of LGs for the assessment exercises*
 - Inadequate capacity for HLG staff to conduct the assessment exercise*



7.0 EMERGING ISSUES & RECOMMENDATIONS – CROSSCUTTING



#	Issue/Outstanding Challenges	Recommended Actions
1.	Majority (69%) of LGs did not conduct credible assessment of LLGs in 2023.	<ul style="list-style-type: none">▪ Enhance capacity of LGs to conduct LLG assessment.▪ DDEG funds (5%) should be released in time for the assessment of LLGs.
2.	Only 39% of LG developed and 23% implemented PIPs for LLGs in 2023.	<ul style="list-style-type: none">▪ Enhance capacity of LGs to develop and implement PIPs for LLGs.
3.	Majority (79%) of the LGs failed to collect their planned local revenue for the period under review.	<ul style="list-style-type: none">▪ Fast-track rollout of the Integrated Revenue Administration System-IRAS across all LGs.▪ Invest in capacity building of LG staff involved in revenue projection and collection.

7.0 EMERGING ISSUES & RECOMMENDATIONS – CROSSCUTTING



#	Issue/Outstanding Challenges	Recommended Actions
4.	Only half (51%) of LGs implemented audit recommendation in time.	<ul style="list-style-type: none">▪ Develop an action plan to timeously address outstanding recommendations while closely monitoring implementation progress.
5.	Only 36% of LGs appraised all their HoDs on time in 2023.	<ul style="list-style-type: none">▪ Expedite rollout of the Human Capital Management Information System (HCMIS) to enable online appraisal▪ Conduct refresher trainings to enhance capacity of LG staff in performance planning and evaluation.
6.	Access to the pension payroll within two months upon retirement still remains low at 51%	<ul style="list-style-type: none">▪ Timely preparation and engagement of staff due for retirement to ensure that all the required documentation is provided before due date.

7.0 EMERGING ISSUES & RECOMMENDATIONS – CROSSCUTTING



#	Issue/Outstanding Challenges	Recommended Actions
7.	<p>Huge Staffing gaps for some critical positions in LGs;</p> <ul style="list-style-type: none">▪ Only 34% of LGS had substantively appointed District/City/Municipal Engineers▪ Only 57% of Planners in LGs were substantively appointed▪ Only 39% of LLGs had SAS/Town Clerks▪ Only 49% of LLGs had CDOs	<ul style="list-style-type: none">▪ Prioritize recruitment of all Heads of Department and Units.▪ Undertake comprehensive wage analysis for LGs to identify gaps that need priority funding.
8.	<p>Only 18% of LGs warranted DDEG funds on time. Relatedly, only 16% of LGs invoiced and communicated transfer of DDEG funds to LLGs on time.</p>	<ul style="list-style-type: none">▪ Ensure timely warranting and invoicing of DDEG funds to LLGs.

7.0 EMERGING ISSUES & RECOMMENDATIONS – EDUCATION



#	Issue/Outstanding Challenges	Recommended Actions
1.	Majority (73%) of the Secondary School Head Teachers were not appraised within allowable timeframe. This was in part attributed to lack of clarity of appraising officer (either DCAO and/or the Chairperson BOG)	<ul style="list-style-type: none">• Streamline/clarify appraising officer for Secondary School Head Teachers.• Expedite rollout of the Human Capital Management Information
2.	Only 27% of LGs invoiced and communicated capitation releases to schools on time. This was partly attributed to delayed submission of warrants.	<ul style="list-style-type: none">• Ensure timely warranting and invoicing of capitation grants to schools

7.0 EMERGING ISSUES & RECOMMENDATIONS – EDUCATION



#	Issue/Outstanding Challenges	Recommended Actions
4.	Only 31% of LGs registered an improvement in their respective UPE pass rates for the period under review.	<ul style="list-style-type: none">• Targeted refresher trainings for all Primary School Teachers.• Intensify school inspections• Fast-track rollout of a new curriculum.
5.	Land ownership for school projects improved from 42% in 2022 to 56% in 2023. However, this remains too low.	<ul style="list-style-type: none">• Fast-track documentation of all school land.

7.0 EMERGING ISSUES & RECOMMENDATIONS – HEALTH



#	Issue/Outstanding Challenges	Recommended Actions
1.	Only 37% of LGs had staff structures for HCIII and HCIV that were filled as per the minimum staffing requirements, compared to 48% in 2022.	Prioritize recruitment and deployment for critical positions.
2.	Majority (69%) of LGs DID NOT deploy health workers as per sector guidelines.	<ul style="list-style-type: none">• Regular on-site inspection• Adherence to staff posting Sector Guidelines
3.	<p>Appraisal of health workers and use of appraisal reports for corrective action still inadequate as highlighted below;</p> <ul style="list-style-type: none">▪ Appraisal of facility in-charges by DHO was 49% dropping from 56% in 2022 assessment.▪ Appraisal of facility health workers by in-charges was 49% from 55% in 2022.▪ Corrective action being taken based on the appraisal reports was 45%.	<ul style="list-style-type: none">• Expedite rollout of the Human Capital Management Information System (HCMIS) to enable online appraisal• Rejuvenate the Rewards and Sanctions Committees in LGs.

7.0 EMERGING ISSUES & RECOMMENDATIONS – HEALTH



#	Issue/Outstanding Challenges	Recommended Actions
4.	Majority (74%) of LGs did not invoice & communicate on time, the PHC non-wage recurrent grant transfers.	<ul style="list-style-type: none">• Ensure timely initiation of invoices and communication of invoiced funds to the beneficiary PHCs
5.	A total of 27% of the assessed LGs did not have proof of land ownership for all the Health Facilities where health projects were implemented.	<ul style="list-style-type: none">• Fast track proof of ownership for all Health facilities.

7.0 EMERGING ISSUES & RECOMMENDATIONS – WATER AND ENVIRONMENT



#	Issue/Outstanding Challenges	Recommended Actions
1.	Only 31% of DLGs Budgeted and implemented Water Projects in sub-counties below the District Average.	<ul style="list-style-type: none">• Enforce adherence to the guidelines on Budgeting and implementation of water Projects.
2.	Majority (59%) of the DLGs DID NOT register an increase in the functionality of water and sanitation committees.	<ul style="list-style-type: none">• Develop comprehensive training programs for Water and Sanitation Committees (WSCs) on operations, maintenance, and management.
3.	Only 45% of DLGs obtained water abstraction permits for all piped water systems. This was attributed to the laxity of DLGs in applying for permits from the ministry, under the impression that the private developers were the ones to apply.	<ul style="list-style-type: none">• Increase vigilance to ensure that all piped water projects apply for water abstraction permits in time
4.	Most (58%) of the DLGs DID NOT support LLGs to develop and implement PIPs as required.	<ul style="list-style-type: none">• Build the capacity of DLGs to develop and implement PIPs.

7.0 EMERGING ISSUES & RECOMMENDATIONS – MICROSCALE IRRIGATION



#	Issue/Outstanding Challenges	Recommended Actions
1.	Deterioration in the recruitment of LLG extension workers where wage is provided; from 30% and 29% in the 2021 and 2022 respectively to 7% in 2023.	(i) DLGs to recruit LLG extension workers where wage is provided. (ii) MAAIF to expedite the recruitment of the 5000 extension workers as approved by Parliament for FY 2024/25.
2.	Data loss attributed to software updates which impacts the capturing of Up to date data on irrigation land in the MIS; this has declined from 100% in 2022 to 81% in 2023.	MAAIF should ensure data safety during software updates.
3.	Developed and Implemented PIPs for lowest performing LLGs stood at 47% and 33% respectively which was below average.	DLGs should ensure PIPs are developed, implemented and documented.
4.	Decline in Publicized list of eligible farmers on LG and LLG notice boards, from 53% in the previous year to 40% in 2023.	DLGs should ensure that lists of eligible farmers are Publicized on the notice boards for transparency and accountability to the general public.

7.0 EMERGING ISSUES & RECOMMENDATIONS – MICROSCALE IRRIGATION



#	Issue/Outstanding Challenges	Recommended Actions
5.	Appraisal of extension workers performed low at 47% while corrective action taken based on appraisals was also low at 36%.	Ensure that all appraisals are concluded by 30th June as per the Public service standing orders of 2021.
6.	Inadequate documentation of training activities in the training database that performed at 45%.	FastTrack the roll out of Human Capital Management system to the LGs
7.	The use of farmer co-funding by DLGs in line with set guidelines for Micro-Scale Irrigation grant slightly improved from 38% in 2022 to 45% in 2023. However, this was still low for the indicator.	Proposal to revise the farmer contribution from 30% to a lower rate and to give a flexible payment period.

7.0 EMERGING ISSUES & RECOMMENDATIONS – VERIFICATION OF LLG RESULTS



#	Issue/Outstanding Challenges	Recommended Actions
1.	Inadequate justifications provided by the District Internal assessment team (TPC). These lacked key details such as dates, narrations, signatures, list of participants, etc.	Enhance capacity in data capture and assessment report writing
2.	Poor records management by LLGs. This made retrieval of required evidence cumbersome.	<ul style="list-style-type: none">▪ FastTrack the roll out of critical record management systems such as HCMs, E-record management.▪ Enhance capacity of the LLG in records management.
3.	Inadequate capacity of the HLG Staff to conduct LLG assessment.	Re-orient HLG on assessment of LLGs.



#	Issue/Outstanding Challenges	Recommended Actions
5.	Un preparedness of the LLGs for the assessment exercise. This is partly caused by inadequate sensitization and Mobilization of LLGs about the assessment exercise.	<ul style="list-style-type: none"> Scale up Mobilization and sensitization of the LLGs for the assessment and verification. Ensure the participation of all LLGs during dissemination of LGMSD results.
6.	Lack of evidence in support of findings in some stated assessment areas.	Exit declaration form should be introduced signed by the assessor and the SAS/TC with evidence of documents seen and a copy be left at the LLG level for reference.

7.0 EMERGING ISSUES & RECOMMENDATIONS – HEALTH FACILITIES



#	Issue/Outstanding Challenges	Recommended Actions
1.	Comparison among LGs was distorted due to uploading only clients under the DSD model instead of all the ART clients with Viral Load suppression at one health facility.	Ensure that all the necessary data is uploaded into the tool for accurate comparison with what is verified.
2.	Poor record keeping in some health facilities. This led to registers missing and/or delayed access medical records. For example, absence of some child registers that were at satellite / outreach clinics linked to some health facilities hindered the verification exercise.	Digitize all medical records and health care services.
3.	Cases of incomplete or unclear records in registers were noted at some health facilities. Eg. Wrong /missing entries in DHIS2 due to arithmetic errors by the Biostatisticians and failure by midwives to make monthly summaries.	<p>The capabilities of the record management systems should be expanded to enable automated arithmetic periodical reports.</p> <p>Need for health facilities to carry out data Quality Assurance for consistency and accuracy of data capture and reporting.</p>

7.0 EMERGING ISSUES & RECOMMENDATIONS – HEALTH FACILITIES



#	Issue/Outstanding Challenges	Recommended Actions
7.7	RESULTS – HEALTH FACILITIES	
5.	Use of non-standardized data collection tools. For example; the use of only tally sheets with no provision for key information, during outreach immunization sessions led to difficulty in verification.	Ensure the mandatory use of the standardized data collection tools across all facilities for consistency and accuracy of the data.

7.0 EMERGING ISSUES & RECOMMENDATIONS – PRIMARY SCHOOLS



#	Issue/Outstanding Challenges	Recommended Actions
1.	Poor record keeping e.g. Failure to avail all reports for the sampled schools during the assessment exercise	Fast track the role out and use of the EMIS and TeLA systems across the country.
2.	Inability of some school inspectors to use the e-inspection system thus they could not generate reports.	Training and capacity building should be conducted on the e-inspection system.

7.0 EMERGING ISSUES & RECOMMENDATIONS – LoCAL



#	Issue/Outstanding Challenges	Recommended Actions
7.9	RESULTS – LoCAL	
1.	Delayed implementation of LoCAL activities due to delayed disbursement of Performance-Based Climate Resilient Grant (PBCRG) funds for FY2022/2023. As a result, most of the indicators especially under procurement, implementation and reporting could not be assessed for the period under review. However, funds have since been released in Q2 FY2023/2024.	<p>Ensure that the Performance-Based Climate Resilient Grant (PBCRG) is timely released to LGs.</p> <p>Ensure timely implementation of LoCAL activities.</p>

8.0 NEXT STEPS



1. Government is undertaking the review of the LGMSD Assessment Framework and the manual to reflect the new emerging issues for seamless service delivery.
2. The revised framework is expected to intensify the means and methods of verifying the physical progress and presence of projects/service delivery in LGs.
3. Based on these results, LGs need to continue developing improvement actions with support from MoLG and Line MDAs where support is required to address weak areas.
4. The LGMSD Taskforce will undertake individual dissemination of results to LGs and LLGs in July/August, 2024.
5. Detailed individual LG Reports can be accessed on the budget website:
<https://budget.finance.go.ug/lgpas>





Receive the LGMSD Report for 2023, Discuss it and Propose Actions to Address the Identified Gaps; so as to enhance Service Delivery

