



MONITORING RESOURCES

SOCIAL ACCOUNTABILITY MONITORING REPORT

2010/2011- ILEJE DISTRICT COUNCIL



Chabu dispensary in Chabu village, Ileje District

May 2012

List of abbreviations

ADP -	Action for Development Programs Mbozi
BoQ -	Bill of Quantity
CAG	Controller Auditor's General
CBOs -	Community Based Organizations
CCHP-	Council Comprehensive Health Plan
CIT -	Council Implementation Team
CSA -	Centre for Social Accountability
CSOs -	Civil Society Organisations
DED-	District Executive Director
HBF -	Health Basket Fund
IADO -	Isangati Agriculture Development Organization
LAAC-	Local Authorities Accounts Committee
MDA -	Ministries, Departments and Agencies
MIICO -	Mbozi, Ileje and Isangati Consortium
MTEF -	Mid Term Expenditure Framework
MOU -	Memorandum of Understanding
NAO -	National Audit Office
NGOs -	Non-Governmental Organizations
O & OD	Opportunities and Obstacles to Development
PCCA -	Prevention and Combating of Corruption Act
PHSDP-	Primary Health Services Development Program
PMCT-	Prevention from Mother to Child Transmission
PMO – RALG-	Prime Minister's Office Regional Authority and Local Government
PF -	Policy Forum
PSI -	Private Sector Initiatives
SAM -	Social Accountability Monitoring
STI -	Sexual Transmitted Infections
ToR -	Terms of Reference
UNDP -	United Nations Development Program
VCT -	Voluntary Counseling and Testing

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1.0 Introduction

This report provides an overview of the implementation of Social Accountability Monitoring in Ileje district Mbeya region Tanzania by Mbozi, Ileje and Isangati (MIICO). The report highlights briefly, the concepts necessary for the understanding of SAM, and discusses the actual process which was carried out in implementing SAM, it gives an account of some of the findings gathered so far and finally the report highlights on the lesson learnt and challenges encountered

1.1 About MIICO

MIICO is a Non-governmental and non-profit organisation based in Mbeya region. It was formulated in 2001 and attained the formal registration in April 21st 2005 under the Non-Governmental Organisation Act of 2002. MIICO is a membership organisation. It is formed by three member organizations known as Actions for Development Programs, Mbozi (ADP Mbozi), Ileje Rural Development Organization (IRDO) and Isangati Agricultural Development Organisation (IADO).

2.0 Concepts necessary for understanding Social Accountability monitoring (SAM)

2.1 Accountability

According to UNDP ¹accountability is simply defined as the obligation of power-holders to take responsibility for their actions. It describes the rights and responsibilities that exist between people and the institutions that have an impact on their lives. In democratic states, accountability relationships help to ensure that decision-makers adhere to publicly agreed standards, norms and goals: citizens grant their government powers to tax, to spend, and to enact and enforce laws and policies. In return, they expect the government to explain and justify its use of power and to take corrective measures when needed.

2.2 Social accountability

Social accountability refers to a form of accountability that emerges through actions by citizens and Civil Society Organization (CSOs) aimed at holding the state to accountable, as well as efforts by government and other actors such as media, private sector and donors to support these actions. Social accountability can provide extra sets of checks and balances on the state in the public interest, exposing instances of corruption, negligence and oversight which horizontal forms of accountability are unlikely or unable to address².

Unlike other forms of vertical accountability such as elections, social accountability can often be exercised on a continuous basis, through the media, the judiciary, public hearings, citizen juries, campaigns, demonstrations, and so on. Social accountability mechanisms thus complement and enhance formal government accountability mechanisms, including political, fiscal, administrative and legal mechanisms.

¹ UNDP (2010) Fostering Social Accountability: From principles to Practices. Guide notes

² CSA (2009) Social Accountability Monitoring

2.3 Rightbased to social accountability

According to Centre for Social Accountability (CSA) social accountability is a fundamental human right. It is fundamental for purposes of realizing human needs and all other human rights. As such it must be exercised on an ongoing and day-to-day basis. It cannot be limited to the right to political accountability as this is expressed (generally at four or five year intervals) during the electoral cycle. Rather, social accountability is grounded in the fundamental right of ordinary persons to obtain justifications and explanations regarding the distribution and management of public goods and resources in ways that realize their human needs on a daily basis³.

Thus, a rightbased approach to service delivery asserts that citizens are not passive users of public services, but active holders of fundamental rights. Failure on the part of state to deliver services within available resources is a violation of these human rights. This places an obligation on states to effectively deliver public services which progressively realise people's rights. However, the state should act as a social accountability system to ensure effective and responsibly manage public resources and progressively realise people's rights and capabilities⁴.

2.4 Overview of Social Accountability Monitoring (SAM)

Social Accountability Monitoring (SAM) is a monitoring approach that addresses the right to social accountability⁵ and the realisation of social and economic rights through the effective management of public resources⁶. Therefore, it is a rightbased approach to service delivery keeping in mind that, all human beings are equal and are equally entitled to the resources required to realise their fundamental human rights and capabilities.

Likewise, Social Accountability Monitoring (SAM) recognize the role of civil actors in helping strengthen the social accountability system by demanding justifications and explanations for the use of public resources; demanding corrective action is taken where these resources are misused or abused; monitoring and engaging in evidence-based advocacy on each of the five social accountability processes; and effectively participating in each process, thus giving effect to the right social accountability and promoting the progressive realisation of people's socio-economic rights through the delivery of public services⁷.

In order for states to effectively and accountably deliver public services, they must be transformed from a public finance management system into a social accountability system. Each of the five public resources management processes must be transformed into social accountability processes which encompass the following processes:

³ UNDP (2010) Fostering Social Accountability: From principles to Practices. Guide notes

⁴ ibid

⁵ ibid

⁶ CSA (2009) Social Accountability Monitoring

⁷ UNDP (2010) Fostering Social Accountability: From principles to Practices. Guide notes



Figure 1: The State as a Social Accountability System

3.0 Policy Forum collaboration with MIICO

MIICO's implementation of SAM process in Ileje District council started in May 2010 when MIICO signed an MOU with Policy Forum (PF) for the implementation of SAM in the region. To start this process in July 2010, MIICO staff attended orientation training on SAM concept organised by Policy Forum in Mbeya. After training, MIICO selected Ileje District Council as a pilot area. The reason behind was that a big number of staff from Ileje district participated the orientation training. Following this decision, again Policy Forum joined MIICO in the introduction of SAM to Ileje District officials. This event, involved Ileje District commissioner, Acting District Executive Director, other district officials (Land, Natural resource, Health, Community Development, Agriculture and Cooperative Departments) and Faithbased organizations, also the meeting involved representatives from CBOs & NGOs operating in Ileje District.

During this process, participants were introduced to the SAM concept and its implementation process. In that meeting, participants selected a committee Council Implementation Team (CIT) composed of 10 members comprising representatives from MIICO, CBOs, NGOs and the Government representatives (District Commissioner & District Council Offices).

3.1 Data collection and Analysis

In October 2010, the established Council Implementation Team (CIT) was oriented on SAM process so as to be equipped with tools and techniques of SAM. This process involved data collection and analysis which resulted in the production of a preliminary report which was first shared with the council officials for them to provide clarifications regarding the findings. The analysis covered Health, Agriculture and Natural resource sectors. The analysis was done according to the Social Accountability system and its five processes of monitoring public resources.

3.2 Planning and Resources allocation

3.2.1 What should an effective Planning and Resource allocation process involve?

This is the first process in the cycle of social accountability system which involves Planning and Resource allocation process, usually described as two phases; formulation & approval phases and budget with consideration of financial and non-financial data. The failure to allocate resources to socio-economic policy priorities will inevitably result in the failure to address people's most pressing social and economic needs via the delivery of effective and efficient public services.

The executive and service providers need to know what resources are available for service delivery. This information should be set out in a draft Budget. Based on their anticipated available resources, they should draw up detailed strategic plans which respond progressively to the most pressing social and economic needs of those they serve. These plans must be costed and allocated in a final budget by the legislature.

3.2.2 What documents should be produced?

In this process the following documents are required: Draft budgets, Strategic plan, Situational analysis reports, O & OD plans, contracts with outsourced service providers, service level agreements, infrastructure and maintenance plans. Also, detailed budget policy statements, Medium Term Expenditure Framework (MTEF) estimates of revenue and expenditure, detailed final budgets and approved standards & specifications, oversight committee minutes.

3.2.3 Analysis and Findings

The CIT managed to get some documents being used during planning processes which includes District Council strategic plan 2006/7-2009/11, MTEF 2009/10-2011/12, CCHP 2009/2010. The following are the findings from the analysis:

3.2.3.1 Agricultural sector

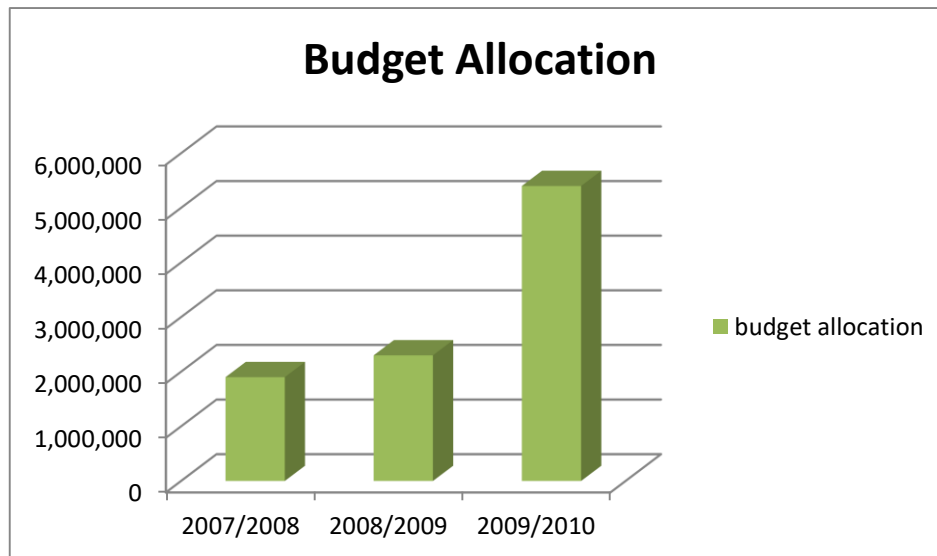
According to Strategic Plan (2006/7-2009/11), Agriculture sector is the leading sector of the economy of Ileje district. It is estimated that the sector accounts for over 85% of the district earnings and approximately about 90% of its inhabitants are employed by the sector. The main

role of the department of crop and livestock development is the delivering of extension services. It also deals with the transfer of technologies developed by research centers and provides expertise on irrigation, nutrition and animal health.

Although budget allocation to the agricultural sector for Ileje District has been increasing in nominal terms for the past three years there has been little improvement in the lives of the majority of farmers in Ileje. The budget allocation for agriculture has increased by 17% from TZS 195,264,000.00 in 2007/08 financial year to TZS 229,140,400.00 in 2008/09 financial year. And in the 2009/10 financial year the budget increased to TZS 543,761,844 an increase of about 137%. This is from the MTEF 2009/10-2011/12.

Graph 1: Budget allocation for agriculture sector in Ileje in (Tshs) 2007/08, 2008/09 and 2009/10

Source: - MTEF 2009/10-2011/12



Questions for clarifications:

What are the bases used for prioritisation of resource allocation for the implementation of the planned activities?

Clarifications (Ileje DALDO's office)

It was clarified that, there is a big problem on prioritisation of financial resource allocation for the implementation of activities. In principle, the respective community is supposed to come up with their priority needs to be compiled in the ward development plans and later submitted to district level as per O & OD process. However due to financial constrains for the council to conduct O&OD, the council uses phase in phase out formula which means that the council

chooses some of the projects to be implemented in the current year and the other projects waits for the next financial year.

3.2.3.2 Natural resource sector

Under Ileje District Council Strategic plan 2006/7-2009/11, this sector is indicated as Goal 6 which states that: *Coordinating Conservation and sustainable utilisation of land and natural resources in the council.* And one of the strategic objectives for this goal is: *Sustainable utilization of fisheries products increased from an average of 0 tonnes annually in 2004/05 to 5 tonnes annually by the year 2009/10⁸.*

Questions for clarifications:

On goal and objectives: If the utilisation was 0 by the year 2004/2005, is it realistic to achieve the objective in 5 years period to get utilisation of fish 5 tonnes by the year 2010/11?. However, the only available source of fish for the whole district is the ever-changing river-course of the Songwe River. Furthermore, the planned activities to achieve the intended goal and objectives include the following:

- Purchase of boat engine 40 hp TZS 5m by the year 2008/09
- Purchase of one 18feet boat TZS 1.5m in the year 2008/09
- Construction and running of fishponds TZS 3,964,000.00
- Train 80 fishermen on modern fishing principles TZS 18,050,000.00
- To train 22 fisheries staffs on professional courses TZS 5m

Questions for clarifications:

On planned activities: The main water source in Ileje district is Songwe River which has shifting character, other source of water which pour water to Songwe river are usually seasonal and not very reliable. At the same time Ileje District is far from Lake Nyasa and there is no big dam which will have capacity to accommodate such big boat for fishing.

Was this plan realistic? What is the current situation? It is now year 2010/11 is it this boat bought? If bought where this boat being utilized? If not bought where the money been allocated for? What about maintenance costs? Will it be sustainable for the buying a boat?

In addition, the construction and running of fishponds activity had a budget of TZS 3,964,000.00 whereby, the process for constructing the fishpond involves the following:

- There is a participatory approach where there is involvement of people target groups and different stakeholders for consultations and prioritising options and activities and possible sites for the construction of fishponds
- Geotechnical survey and mapping (involve a contractor for survey)
- Studying/interpretation/analysis and Design (involves a contractor)

⁸ Ileje District Strategic Plan (2006/7-2009/11), Pg. 65 & 121

- Developing Bill of Quantities (BOQ) (involves a contractor). This involves the materials and equipment needed for the construction work and time for work.
- Mobilisation of resources
- Actual construction; this requires, for example: materials and equipment which are like: excavation equipment, Lorries for mobilisation of materials, sand, stones, gravel, iron bars, cement, wires etc.

Questions for clarifications:

Is this budget TZS 3,964,000.00 realistic to achieve all above activities? If not what was the basis for this budget? Were there any consultations before budgeting? Now it is the year 2010/11 are these ponds constructed based on the above budget? How many ponds are constructed and what is the level of harvest of fish from these ponds? Who is benefiting from these ponds? Who owns? What is the level of utilisation of fish?

Clarifications (From Planning Department)

It was clarified that, this activity was not supposed to be in the District council strategic plan, it has been included in the strategic plan document wrongly as the whole objective and its activities are not realistic, it has even no vote code in the MTEF. More questions for clarification were how then did it appear in the plan document and how were the documents approved by oversight body?

3.2.3.3 Health sector

Under Ileje District Council Strategic plan the health sector is indicated as Goal 2 which states that: *Provision and coordination of quality health services delivered to the communities in the council.* Most of the information on this sector was obtained in the District Comprehensive Council Health Plan (CCHP). The overall objective of this plan for the year 2009/2010 was to improve health delivery system in the district, ensure prompt and efficient utilisation of scarce resources set for health service, ensure equitable distribution of these resources and provide quality Health service at affordable cost also ensure that individual and families are empowered to participate fully in prevention of communicable and non-communicable diseases, in their location.

Findings:

For many years Ileje District Council has been facing critical shortage of staff from the district hospital to dispensaries. In order to address the situation one would expect the council to set aside more funds for the activities involving staff recruitment. However according to the strategic plan, the budget for these activities was only TZS 63,070,000 or only 4% of the total budget for health which was TZS3,389,004,000. Similar case was for Malaria which was the main diagnostic case in 2009/10 and it is a leading disease in causing death among the community of Ileje but yet it was not reflected in terms of the budget.

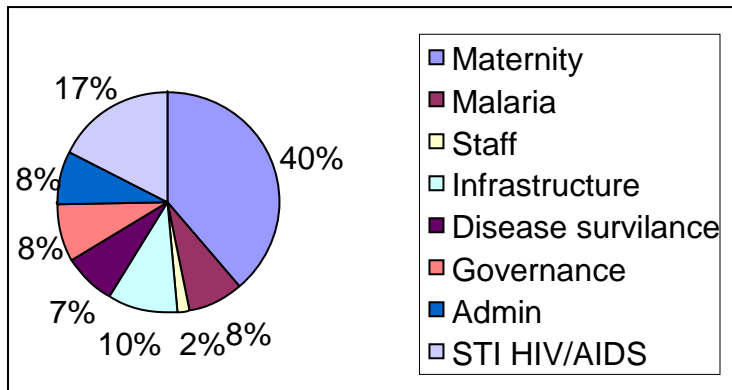
Question for clarification?

How come that malaria was mentioned to be one of the main problems in 2009/2010 but there was no budget allocated to address the issue?

Clarifications: (from District Medical officer)

It was clarified that, resources allocated to address malaria problem was included in the equipment's and campaigns budgets. For example, during malaria campaigns activities involved included distribution of mosquito nets being one of the strategies to address malaria as well as purchase of ant malaria drugs. The cost for these activities was combined in other budgets to cover equipment's, drugs and campaigns related activities. Furthermore, some activities especially campaigns were not budgeted for because they were supported directly from other actors like PSI, National malaria campaigns not within district council's budgets.

BUDGET: % OF MALARIA FROM HEALTH TOTAL BUDGET



Source: - ILEJE CCHP 2009/2010

Questions for clarifications:

The district CCHP indicates⁹ that there were allocations for the post from previous budget as follows: medical attendants 9, only 2 were filled in 2009/10; 16 clinical officers none were filled, 14 assistant nursing officers; none were filled. Is there an explanation for allocating resources for the activities which are not actually implemented? How is the district plan to end the problem of medical personnel in the district?

Clarifications: (from Acting District Medical Officer)

Concerning staff recruitment, it was admitted that staff shortage is a big concern in the area. The District council submits their request to President's Office Public Service Management

⁹ Ileje CCHP pages 13-14

(POPSM) and Prime Minister's Office Regional Authority and Local Government (PMO-RALG) where these requests are approved and forwarded to the Ministry of Health (MoH) being responsible for staff allocation in respective LGAs. The health department official mentioned that, the employment system is bureaucratic because they are not allowed to recruit on their own; so they have not received the required number as per their request due to the reason that some just came and report but they don't want to stay and some don't report at all due to a reason that Ileje is very remote and the environment is not favoring and the ministry cannot allocate more staff due to low number of qualified graduate on health sector and inadequate government funds on Personal Emolument. So far, the department of Health and district council authorities tried to look for individuals in college ready to work in Ileje by informing them about Ileje and vacant positions and encourage them to send their request to MoH. Through this strategy in 2009/2010 a total of 13 persons were employed being 9 assistant nurses, 4 nurse midwives and 1 dental clinician.

3.3 Expenditure Management

3.3.1 What should an effective expenditure management process involve?

Expenditure management is the second process in social accountability system concerned with the effective execution of the budget and ensure that financial information produced by the MDA's/LGA's is accurate and reliable, enabling accurate expenditure tracking and properly informed decision-making. It also ensures that adequate internal control create an environment preventing, identifying and correcting mismanagement and misuse of expenditure. Furthermore, expenditure management process ensures compliance with relevant legislation and regulation.

3.3.2 What documents should be produced?

The following documents are required in this process: Implementation reports, Financial reports (Quarterly expenditure reports), Public finance Act, Local Government Finance Act, Public procurement Act, Financial circulars, Directives, Audit reports (National Audit Office & Internal).

3.3.3 Analysis of the findings

The team evaluated third and fourth Quarter Implementation reports for 2009/2010: Agriculture department and the CAG report for 2009/2010. The analysis of health and Natural resource sectors in this process was not done due to the difficulties in accessing the documents to be used for the analysis. The findings from the analysis based on agriculture sector revealed the following:

3.3.3.1 Agricultural sector

The logic behind on some of the activities: According to 4th quarter 2009/2010 implementation report it is reported that, situational analysis was conducted involving Mbebe, Ilulu and Mbande schemes while rehabilitation activities were already started in the previous quarters (2nd

quarters) on Mbebe scheme. The planned situational analysis that was meant for as Mbebe scheme was already constructed and operational therefore needed some repair & maintenance.

Surplus/extra funds: It has been observed that there is a variation between actual expenditures against budget estimates of Other Charges as per MTEF and Financial report 2009/2010. For example, in MTEF OC budget was TZS 27,883,000.00 while actual expenditure was TZS 78,751,878.63 in financial report July to June pg. 7&8, implying that there is an increase of 64.6% of the budgeted amount. Where does this extra fund come from? Did the oversight body approve its expenditure?

Vehicle maintenance allocation as compared to some project funds allocation: in the analysis it was observed that the amount allocated to the Vehicle maintenance as per financial report (2009/2010) was so high that it could help conduct one community project. For example, according to the reports TZS 29,173,000.00 was spent to cover motor vehicles maintenance costs. Such amount of fund could be utilised to train for example paddy growers which was estimated to cost TZS 16,126,650.00 which was not done due to fund being unavailable and hence no allocation for it though it was included in the plan as a need.

Proportionate of allowances and office operations costs: A lot of funds are used to pay allowances compared with other expenses for operational costs. For example, a total of TZS 54,450,654.00 was spent on paying allowances to staff while the total allocation for office operational costs was only TZS 3,365,000.00. The money spent for paying allowance was 69% of OC total costs while operational cost were 4% and office operations 7%.

3.4 Performance management

3.4.1 What should an effective performance management process involve?

The executive and public officials must monitor and report on their performance in implementing the activities set out in their strategic plans in order to ensure these plans are effectively and efficiently implemented. Performance agreements must be signed by all staff (based on strategic plan outputs).

Strategic plans are implemented through a performance management process. In order to effectively manage the implementation of their strategic plans, government MDA/LGAs and private service providers must ensure that they implement and maintain an effective internal control environment. This involves the implementation of a number of internal monitoring mechanisms and control systems which function to create and maintain an internal environment. Internal controls minimize the risk of mismanagement and/or the abuse of public resources and to ensure that resources are used to the best possible effect in the delivery of services. MDA/LGAs should also ensure that they monitor their performance in realizing the objectives of their strategic plans and the quality of the services delivered on an ongoing basis.

Finally, in order to monitor and manage their performance, MDA/LGAs need to implement an effective performance reporting system.¹⁰

3.4.2 What documents should be produced?

The following documents are required to evaluate performance management: Strategic plan, Annual and quarterly performance reports, Service delivery agreements, Oversight committee minutes, Audit reports, Human Resource plans and reports, Service delivery Reports, Poverty and Human Development reports.

3.4.3 Analysis of the findings

In the analysis, the team found that in Chabu village, there was a project for the construction of two staff buildings which were supposed to be used by the Chabu dispensary staffs. One staff building was built by the contractor (allocated with the total amount of Tshs 34,159,500 as stated in the Bill of Quantity (BOQ) – pg. 59¹¹ and was completed. Its quality, however, was not satisfactory as stated in the BOQ. Another staff housing quarter was built by a community initiative and was in better condition compared to the one built by the contractor.

The completed dispensary of Chabu which was funded by TASAF in the same village is said to be completed since 2009 but it has not yet started working to the extent that the termites have started eating the door frames due to use of non-treated timber. According to the construction contracts signed between the district and the contractor made on 09th October 2009 as stated in the BOQ for construction of staff quarter No. 1 at Chabu Dispensary, all the timber used in the construction were supposed to be treated.¹² Failure to use recommended materials in the construction of the building implies that the structure will need more money for repair and maintenance which will add costs to the council.

3.5 Public integrity management

3.5.1 What should an effective public integrity management process involve?

The executive and public officials must ensure that systems are set up to track the ineffective use and abuse of resources and potential conflicts of interest. They must also ensure prompt corrective action in response to breaches of the regulatory framework.

3.5.2 What documents should be produced?

Under this process, the following documents are required; Public Service Acts, Public service schemes, Public service reform guidelines, code of conduct for public servants, Laws establishing public integrity oversight bodies, laws/policies governing declaration of interests/assets, Generic disciplinary data, Supreme Audit Institution reports (including financial, performance and

¹⁰ CSA Fundamentals Course Notes on Performance Management

¹¹ Bill of Quantities for Construction of staff quarter no. 1 at Chabu dispensary pg. 58

¹² ibid

forensic audits), and registers of private interests (for senior managers, members of the Executive, and members of the Legislature).

3.6 Analysis of the findings

The analysis of this process revealed that in Ileje district council, the system works regarding taking disciplinary actions in cases where there has been misuse of public resources as it was explained below.

During discussions with council officials it was mentioned that two cases of disciplinary were observed involving one driver and one Ward executive officer who were accountable on cheating and misappropriation of funds respectively. Action taken, the ward executive officer was sentenced to prison by the court being guilty of misappropriation of funds allocated for ward development activities. The driver was given a warning letter by the employer.

However, in this discussion it was pointed out that there are some weaknesses with the management of the district council. The problem is on follow up of recommendations given by internal and external auditors as well as technical personnel. For example in CAG General Report on LGA for 2009/2010 Ileje council was among of the council which did not remit unclaimed salaries to the treasury as written: "Unclaimed Salaries not remitted to Treasury amounting to Shs.1, 185,252,606 was noted in respect of 55 Councils. The Council with the highest amount was Ileje District Council having Shs.109, 698,842 followed by Mwanza City Council having Shs.106, 142,575¹³".

3.6 Oversight

3.6.1 What should an effective oversight process involve?

Rigorous and independent audits of the department's financial and performance management should be conducted. Legislature committees should scrutinise the department's annual report and Supreme Audit Institution audit findings and make recommendations to improve performance and enhance service delivery.

3.6.2 What documents should be produced?

Required documents include; Supreme Audit reports and oversight committee minutes (including recommendations and resolutions). LAAC Reports on NAO audits and LAAC committee minutes, Legislation governing access to public information, media reports, and Hansard.

¹³ CAG General Report on LGA for 2009/2010 pg xvii

3.6.3 Analysis of the findings

During discussions with councilors it was observed that, they are aware of existing district council's strategic plan although not involved during planning process since they were not yet elected.

When asked on their involvement in decision making. All contract processes are made by executives i.e. the District council director together with a team of technical staff being some of departments' heads. This implies that, the councilors are informed through reports presented to them during the meetings.

Although Ileje Council got an Unqualified audit opinion for the two consecutive budget years 2008/2009 and 2009/2010, yet Ileje full council was not able to hold the council officials accountable regarding the unclaimed salaries which were to be remitted to the treasury amounting Shs.109, 698,842. More over the same weakness persisted in the 2010/2011 financial year regarding the salaries as stipulated in the CAG report of 2010/2011.¹⁴

4.0 Lesson learned

4.1. Recruitment system

Since one of the major findings as a result of SAM intervention was a critical shortage of staff in the health sector, we have come to learn that the current system of recruitment creates this challenge since LGAs are supposed to submit their request to the President Office Public Service Management and Prime Minister's Office –Regional Administration and Local Government since all LGAs are under PMO-RALG, POPSM make approval of the requests depending on the funds available (note that here we only talk of Personal Emolument funds). With the approval of POPSM the approved requests are sent to Ministry of Health and PMO-RALG, they are sent to MOH due to the fact that the Ministry of Health has the database of all the graduates and hence they are responsible for the allocation and distribution of staffs to the LGAs as per their request. This has shown challenges regarding the availability of staffs in health department, therefore we recommend for the revision of this structure so that the recruitment process at local level can be improved. Also, this will give the room for D by D to be implemented effectively since its rationale was to devolve the power to the local authorities.

¹⁴ CAG General Report on LGA for 2010/2011 pg. 99

4.2 Shortage of staff in the health department

Although the district has tried to improve health services through building dispensaries in Ileje, there is a huge shortage of staff in the health department sections. This has resulted into many people in the district to travel long distances to look for health services in the neighboring country of Malawi. The present state of affair have resulted into many deaths related to maternity complications as more women are not getting quick and required assistance during delivery. The high rate of staff attrition has resulted into poor service delivery in the health department.

4.3. Collaboration between MIICO and Ileje LGA

To a large extent Ileje Local Authority officials were very cooperative this is because of a good relationship exist between Ileje Rural Development Organization (IRDO) which is a member of MIICO and Ileje Local Government Authority since they usually submit annual report to Ileje Local Authority also they were involved from the beginning of SAM process.

4.4. Registration

We have learned that registration of the dispensaries took a long time, and for the dispensary to start its operation it must be registered and in our case, the delay in the registration of the dispensaries contributed to poor health service provision in the district particularly in the Chabu and Shinji dispensaries. Therefore, it is important that as soon as projects were approved, recruitment and registration processes should begin.

4.5. SAM process as an empowering tool

The SAM process, apart from being a monitoring tool, it can be used as an empowering tool. This was realized during the process as more and more community members became more interested in the process and their awareness increased

5.0 Challenges

- Some of the findings observed by CIT were not clearly defended by council officials which hindered the CIT to understand the insight story of the problem
- Some of the information was not able to be obtained during the analysis especially on the processes two, four and five and hence no sufficient information for analysis

6.0 Recommendations

The following recommendations can be drawn from this analysis:

- Community participation in planning processes is paramount, since it facilitates development and promotes accountability for they will be monitoring if their priorities have

been taken on board and in areas where their priorities have not been considered they may ask the service providers for explanations and justifications.

- It is recommended that, approval and staff recruitment processes should be done by the respective council to reduce unnecessary bureaucracy. For example, the policy stipulates that the district council is responsible for construction of dispensaries while registration, approval and staff allocation will be done by the ministry of health¹⁵. Taking an example of Chabu dispensary, a construction activity were complete for more than a year but until this report was written the dispensary was not in operational simply because the dispensary is not approved and therefore not registered by the ministry, all these together goes with the allocation of staff, drugs and equipment as well.
- Resource allocation need to consider community priorities rather than allocating more resources for operational costs
- Community need to be aware and educated on their rights and how to aver it from service providers
- Councilors require capacity development on financial management matters so as to enable them to be capable to follow up and supervising the development activities in their respective areas

7.0 Conclusion and way forward

The implementation of Social Accountability Monitoring in Ileje District though has been challenging on part of MIICO, but it has been a learning experience to staff and other stakeholders who were involved. While, the district has tried its level best to deliver its services to people in more efficient way, many issues related to service delivery were found not to be the way they are supposed to be, hence a call for the citizen to demand for more efficient service delivery from the supply side (government) so that they can be able to realise their rights and capabilities.

As a way forward, MIICO in collaboration with other stakeholders wish to develop a concept note/proposal in order to address some of the issues which were found to be fundamental in-service delivery in Ileje District. Some of these issues have been already highlighted in the preceding pages.

¹⁵ The Government Circular of 24th September 2006 with reference No: 17/128/11/54