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LOCAL GOVERNMENT COUNCILS' PERFORMANCE AND PUBLIC SERVICE DELIVERY IN UGANDA

Lira District Council Score-Card Report FY 2013/2014

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OVERVIEW OF LIRA DISTRICT DURING FY2013/14

BACKGROUND AND RATIONALE

This brief presents findings from the score-card assessment conducted during the FY2013/2014 for Lira District Local Government under the Local Government Councils' 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 Democratic Governance Fund (DGF). It seeks to enhance the effectiveness of elected leaders in fulfilling their mandate and build the citizens' capacity to demand better services. LGCSCI uses the score-card as an assessment tool - to facilitate annual performance assessments on the district council, district chairperson, speaker and councilors by focusing on their roles and responsibilities as stipulated in the Local Government Act (as amended, 2010).

The rigorous assessment process is conducted by teams of researchers across the 30 districts that undergo the annual LGCSCI score-card assessment. The research process involves a review of key district documents, interviews with key respondents, consultation with citizens through focus group discussions (FGDs) and the cleaning and analysis of data with final district reports produced for each of the districts available online; (<http://www.acode-u.org/>). LGCSCI also produces and disseminates a "National Synthesis Report" that provides a synthesis of all the findings and an overall analysis from the 30 assessed districts. The reports are subsequently disseminated nationally and at district level.

Lira District Local Government comprised 13 sub-counties and one municipality. The district was headed by Hon. Orema Alex Alot working with 26 elected councilors, including the district speaker. The technical wing was headed by Mr. Benon Rwanguha as Chief Administrative Officer. Lira District was one of the districts ravaged by the Lord's Resistance Army (LRA) insurgency in northern Uganda, which resulted into the displacement of a large part of the district's population. Lira District had a population of 290,600, with an annual population growth rate of 3.6 per cent. The largest proportion of the district's population is under 18 years. The district's main economic activity was agriculture employing 81 per cent of the population with the commercial and industrial sectors dominated by informal micro and small enterprises accounting for the rest of the population.

In the FY 2013/14, key primary education indicators in the district improved slightly compared to FY 2012/13 with an increase of 13 per cent pass rate for PLE results. Despite some achievements in the sector, there was a reduction in levels of enrolment from 86,957 in FY 2012/13 to 86,807 pupils in 2013/14.



Figure 1: Pupils of P2 Class at Ateri Primary School, Amach Sub-county (Credit: ACODE Digital Library)

Table 1: Service Delivery Indicators in Lira District (2013/14)

Sector	Indicators	National standard/ NDP target	Level of achievement 2012/13	District Target 2013/14	Level of achievement 2013/14
Education - Primary Education	Children of primary school going age (6-12 yrs)	-	-	104,927	
	Enrolment	-	Total: 86,957; Boys: 43,497; Girls: 43,460	82,250	Total:86,807; Boys:43808 Girls:42999
	Pupil Classroom Ratio (PCR)	55:1	73:1	94:1	103:1
	Pupil-Teacher Ratio (PTR)	55:1	60:1	62:1	60:1
	Pupil-to-Desk Ratio (PDR)	3:1	6:1	5:1	12:1
	PLE Performance	-	Div I-4.9%; Div II-47.2%; Div III-20.4%; Div IV-13.4%; U-11.1%; X-3.0%	-	Div I-235; Div II-2564 Div III-11308; Div IV-731 U-638; X-121
Health Care services	ANC 4th Visit	60%		42%	29.3%
	Deliveries in Health Centres	35%		33%	51%
	Total beds	-	770	-	68%
	Access to Maternity services	-		505/100,000 live birth	505/100,000 live birth
	MMR	-		114/1000 live birth	114/1000 live birth
	IMR	-		99%	78%
	Staffing Levels	-	62%	77.8%	82%
Road Sub-Sector	Km of roads under routine maintenance	-	3 cycles	3 cycles	
	Km of roads rehabilitated	-	14	14	
	Km of roads under periodic maintenance		62.6km	62.6km	26.4km
	Proportion of roads in good condition			Not known	
	Construction of bridges	-	1	-	-
	Opening up new community roads	-	3	3	
Water and sanitation	Water coverage		64%	72.3%	85%
	Number of boreholes sunk		7	21	7 (from FY 2010)
	Number of boreholes rehabilitated	-	12	12	14
	Functionality of water sources	80%	73%	72.6%	78.4%
	Proportion of the population within 1km of an improved water source		No target	-	85%
	Pit latrine coverage	90%	73.5%	90%	81%
	Access to safe water		91%	91%	90%
	Water source with active water user committee		52%	52%	54%
Agriculture	Number of extension workers per sub-county	-	91%		
	Number of service points	-	52%	7 per sub-county	
	Number of demonstration farms	-	14	28 per sub-county	
	Technical back-up visits	-	7 per sub county	165 visits	
FAL	Number of instructors			141	123
	Number of participants			4205	4505
	Number of service centres	-	-	137	115
	Level of coverage	-	-	Not known	
Environment and Natural Resources	Staffing Level	-			62%
	Production and update District State of the Environment Report (DSOER)	-		Seen	Available
	District Environment Action Plan	-	Not available	Seen	Available.
	Preparation of District Wetland Ordinance	-	1 ordinance	Not done	
	Monitor wetland systems in the district	-	3 wetland systems planned, covered	-	
	Establishment of Agro-forestry nurseries		1 planned, non-achieved	-	
	Produced District Forest Development Plan	-	1	1	
Prepared Community Action Wetland Plan	-	1	1	Available	

The district safe water coverage was at 75 per cent with hand-washing coverage at 27 per cent. On the other hand household pit latrine coverage was at 82 per cent compared to the national standard of 90 per cent with the pupil-to-latrine ratio was 112:1. Functionality rate of all the water sources increased from 72.6 per cent (FY 2012/13) to 78.4 per cent in FY 2013/14.

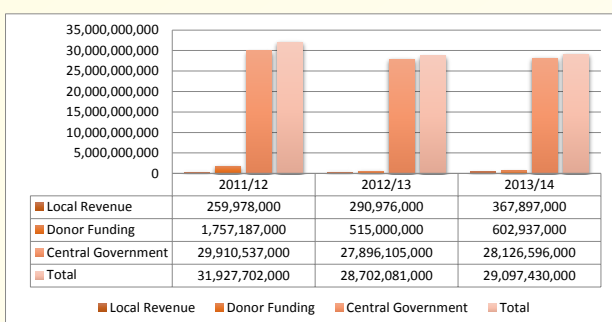


Figure 2: Community members fetching water from one of the protected bore hole (Credit: ACODE Digital Library)

FACTORS AFFECTING SERVICE DELIVERY IN LIRA DISTRICT

- a) **Budgetary Constraints:** In the FY2013/14 Lira district received 29 billion, of which central government transfers accounted for 96.6 per cent, locally generated revenue and donor funds accounted for 1.4 per cent and 2 per cent respectively as shown in Figure 3.

Figure 3: A three year budget performance for Lira District FY2011/12-2013/14



Source: Lira District Final Accounts, FY 2011/12, 2012/13 and Lira budget estimates FY 2013/14

Although, there was increase (0.9 per cent) in the district revenue from 28.7 billion obtained in the FY 2012/13, the increase was mainly reflected in the central government transfers. Central government transfers are mainly in the form of conditional grants leaving little room or no room for reallocation to other district service delivery priorities.

- b) **Limited support supervision:** Most sectoral departments experienced inadequate monitoring and supervision of projects due to

inadequate transport facilities which affected service delivery.

- c) **Limited contact with electorate:** Evidence from the FGDs conducted in the 13 sub-counties in the district revealed that the majority of the councilors neither organized community meetings to meet with their electorate at the sub-county level nor attended the sub-county meetings. This implied that councilors were not able to collect the service delivery concerns of the citizens and table them in council for discussion.
- d) **Low civic awareness among citizens:** The citizens in the district revealed that they had low level of social responsibility and participation for the betterment of their society. The citizens seemed not to understand that much as they have rights, they too have responsibilities. Their low level of participation and apathy towards issues of public good was telling. For instance, some sections of the community were hesitant to contribute money for maintenance and repair of boreholes in their community.

SCORE-CARD PERFORMANCE

The score-card parameters are derived from the mandate of the organs assessed as stipulated in the Local Governments Act (as amended). While all the four categories are evaluated on their legislative and monitoring functions, the district chairperson, speaker and council are assessed against additional roles. 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 councilor with an additional function of presiding and preservation 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: Lira District Council Score-card FY 2013/14

		2011/12	49	100	
		2012/13	62	100	
		2013/14	63	100	
		% change	2		
Parameter	Indicator	Score	Max Score	Explanatory Remarks	
LEGISLATIVE ROLE	Rules of Procedure	2	2	There was no evidence on key resolutions from the ULGA AGM during year under review. Lira-DLG has 5 standing committees of council: WTS, E&H, CBS, PMNR and FPAI with 5 constituted members per committee. No Ordinance was passed. Public hearings were held on environment protection and food Security. Petition On Low Status Of Emergency Obstetric And Newborn Care Services presented. No Evidence of Council petitions to central government.	
	Membership to ULGA	2	2		
	Committees of Council	3	3		
	Motions passed	3	3		
	Ordinances	0	3		
	Conflict Resolution	1	1		
	Public Hearings	1	2		
	Legislative resources	3	4		
	Petitions	1	2		
	Capacity building	3	3		
	Sub total	19	25		
ACCOUNTABILITY TO CITIZENS	Fiscal Accountability	2	4	Work plans and budget were approved. No evidence of review and approval of PAC reports by Council as well as sharing of local revenue with LLG. Signed MoU between GUU foundation community based rehabilitation and LDLG; LDLG and USAID.	
	Political Accountability	8	8		
	Administrative Accountability	6	8		
	Involvement of CSO	2	2		
	Principles of accountability	1	3		
		Sub total	19		25
PLANNING & BUDGETING	Plans, Vision and Mission	5	5	Approved DDP and CBP. No evidence of LDLG engaging central government on revenue enhancement.	
	District Budget	4	4		
	Local Revenue	7	11		
		Sub total	16		20
MONITORING SERVICE DELIVERY ON NPPAS	Education	0	5	No evidence of monitoring health, roads and FAL. No evidence of monitoring reports for these sectors.	
	Health	3	5		
	Water and sanitation	0	4		
	Roads	0	4		
	Agriculture	4	4		
	FAL	0	4		
	ENR	2	4		
		Sub total	9		30

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

Alex Oremo Alot					
		2011/12	40	100	
		2012/13	76	100	
		2013/14	85	100	
		% change	11		
Parameter	Indicators	Score	Max Score	Explanatory Remarks	
POLITICAL LEADERSHIP	DEC	3	3	Presided over DEC meetings and delegated to the vice chairman. No evidence of evaluation of performance of Council, resolution of disputes and follow-up on his communication about performance of civil servants in the district.	
	Monitoring admin	3	5		
	State of affairs	2	2		
	Oversight civil servants	2	4		
	Commissions/Boards	2	2		
	Central gov't	3	4		
		Sub Total	15		20
LEGISLATIVE ROLE	Council	2	2	Attended 5 council meetings. Draft Bills - Tree-Planning and Environment and Nutrition presented. No Bills presented on accountability and financial autonomy.	
	Motions Executive	4	6		
	Bills by Executive	3	7		
		Sub Total	9		15
CONTACT WITH ELECTORATE	Meetings Electorate	5	5	Met with Electorates in his constituency. Radio Talk Shows for Sanitation Week Campaign and Water Day Celebration.	
	Issues by electorate	5	5		
		Sub Total	10		10
PROJECTS	Projects Initiated	3	3	Initiated Anai Fish Hatchery II and Equity and Quality in Education.	
	Communal Projects	2	2		
	NGOs	3	3		
		Sub Total	8		10
MONITORING SERVICE DELIVERY ON NATIONAL PRIORITY PROGRAMME AREAS	Agriculture	7	7	Excelled in monitoring NPPAs.	
	Health	7	7		
	Schools	5	7		
	Roads	7	7		
	Water Sources	7	7		
	FAL	5	5		
	Environment	5	5		
		Sub Total	43		45

Identifiers	Trends in Performance			Legislative role				Contact with electorate			Monitoring NPPA															
	Name	Political Party	Sub-county	Gender	Terms	2011/12	2012/13	2013/14	% change	Plenary	Committee	Motion	Special skill	Sub total	Meeting electorate	Office	Subtotal	LLGs	Health	Education	Agriculture	Water	Roads	FAL	ENR	Sub Total
Godfrey Olet	NRM	Barr	M	1	12	36	60	67	8	8	8	0	0	16	7	9	16	10	3	3	3	3	3	3	0	18
Tony Todo	UPC	Aromo	M	1	36	46	59	28	8	8	2	0	0	18	9	9	18	8	3	3	3	0	3	3	0	15
Milly Atim Opio	UPC	Ogur, Agweng	F	2	20	40	52	30	8	1	0	1	1	10	0	2	2	0	7	7	7	7	7	5	0	40
Lilly Okwir	NRM	Amach	F	1	18	33	49	48	8	8	0	0	0	16	3	9	12	6	3	7	1	1	1	1	1	15
Jennifer Oleko Opio	UPC	Ojwina Division	F	1	18	38	48	26	5	8	0	2	15	0	9	9	9	0	3	3	3	3	7	3	2	24
George Rahid Opio	UPC	Ojwina Division	M	1	25	69	44	-36	8	8	0	0	0	16	0	2	2	0	7	7	0	0	7	5	0	26
Anthony Ojuka	UPC	Youth	M	1	23	55	36	-35	8	8	2	0	0	18	0	9	9	0	3	0	0	3	3	0	0	9
Nelson Oyiakol	NRM	Amach	M	1	22	28	32	14	8	8	0	0	0	16	0	0	0	2	3	3	0	3	3	0	2	14
Margret Egwang	UPC	Lira	F	1	11	46	31	-33	1	1	0	0	2	3	9	12	2	2	3	3	3	3	3	0	0	15
Janet Ritah Apio	UPC	Central/Railway Division	F	1	17	32	30	-6	8	8	2	0	0	18	0	0	0	0	3	3	0	0	3	3	0	12
Florence A. Ewoo	UPC	PWD	F	1	19	51	27	-47	4	4	0	0	0	8	7	9	16	0	0	3	0	0	0	0	0	3
Betty Akullu	UPC	Aroma	F	1	10	33	1	-97	1	0	0	0	0	1	0	0	0	0	0	0	0	0	0	0	0	0
Henry Ekwang	UPC	Adyel	M		18	24	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0
Average					24	54	55	6	7	6	1	1	15	11	4	7	11	5	4	4	3	3	4	3	2	24

*Is a Deputy Speaker and did not avail herself for assessment. Most of the records did not show activities relevant to this exercise that she participated in. ** Was appointed a Senior Assistant Secretary for Amach Sub-county in FY 2013/14 and thus was not assessed *** Did not present themselves for assessment. Their scores are based on secondary information at the district, sub-county and service delivery units

POLICY RECOMMENDATIONS FOR IMPROVED SERVICE DELIVERY

The report recommends that, among others:

1. Government should increase budgetary allocation for Lira District Local Government to meet service delivery priorities.
2. Lira District Local Government needs to re-design local revenue systems with greater emphasis on broadening the revenue base.
3. Intensify monitoring by both political and technical leaders to check shoddy works especially road works.
4. Institutionalize the practice of production of monitoring reports by the elected leaders.
5. Include more capacity building initiatives for council members/elected leaders on report writing, record keeping and minutes taking.

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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