



L-R: Ms. Rose Gamwera, Secretary General ULGA; Mr. Ben Kumumanya, PS. MoLG and Dr. Arthur Bainomugisha, Executive Director ACODE in a group photo with award winners at the launch of the 8th Local Government Councils Scorecard Report FY 2018/19 at Hotel Africana in Kampala on 10th March 2020

## 1.0 Introduction

This brief was developed from the scorecard report titled, *“The Local Government Councils Scorecard FY 2018/19. The Next Big Steps: Consolidating Gains of Decentralisation and Repositioning the Local Government Sector in Uganda”*. The brief provides key highlights of the performance of elected leaders and Council of Lira District Local Government during the FY2018/19.

### 1.1 Brief about the district

Lira district is located in the northern part of Uganda; bordered by Dokolo district in the south, Apac district and Kole district in the west, Pader district and Otuke district in the north and Alebtong district in the east. The district has two counties, 9 sub counties, 4 divisions and one municipality

with 89 parishes and 751 villages. By 2020, Lira’s population is projected to be at 465,900; 230,400 male and 248,100 female (UBOS, 2018).

### 1.2 The Local Government Councils Scorecard Initiative (LGCSCI)

The main building blocks in LGCSCI are the principles and core responsibilities of Local Governments as set out in Chapter 11 of the Constitution of the Republic of Uganda, the Local Governments Act (CAP 243) under Section 10 (c), (d) and (e). The scorecard comprises of five parameters based on the core responsibilities of the local government Councils, District Chairpersons, Speakers and Individual Councillors. These are classified into five categories: Financial management and oversight; Political functions and representation; Legislation and related

functions; Development planning and constituency servicing and Monitoring service delivery. The parameters are broken down into quantitative and qualitative indicators. Separate scorecards are produced for the Chairperson, Speaker, individual Councillors, and the District Council as a whole.

The major rationale of the LGCSCI is to induce elected political leaders and representative organs to deliver on their electoral promises, improve public service delivery, ensure accountability and promote good governance through periodic assessments.

### 1.3 Methodology

The 2018/19 LGCSCI assessment used face-to-face structured interviews, civic engagement meetings, documentary review, key informant interviews, field visits and photography to collect the relevant data. The assessment was conducted between July and September 2019. A total of 30 elected leaders (28 District Councillors, Chairperson and Speaker) and Council were assessed.

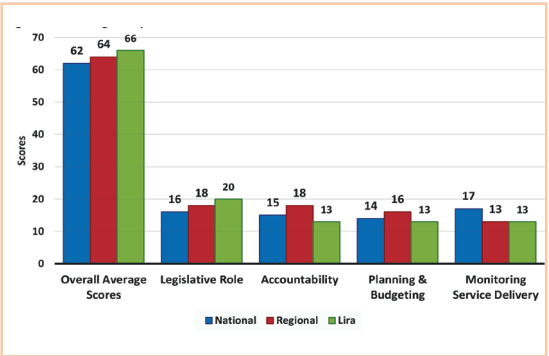
## 2.0 Results of the Assessment

### 2.1 Performance of Lira District Council

Lira District Council comprised 30 members (18 male and 12 female) including the District Chairperson and Speaker of Council. In terms of political constitution the greater part of Lira council (19) subscribed to the UPC party, followed by 8 subscribed to the ruling NRM party. The minority were DP (1) and Independent (2). Overall, Lira District Council emerged number 16 out of the 35 district councils assessed with a total score of 66 out of 100 points. While the council performed relatively well under the parameters on legislative role and monitoring service delivery, it registered a weaker performance

under the parameters on accountability, planning and budgeting. The shortfalls were attributed to the insufficient evidence provided to justify claims of activities implemented. Figure 1 presents details of the Council's performance.

**Figure 1: Performance of Lira District Council on Key Parameters Relative to National and Regional Average Performances**

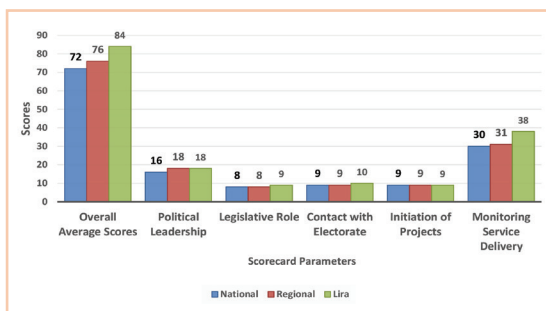


Source: Local Government Councils Assessment FY 2018/19

### 2.2 Performance of the Lira District Chairperson

Chairman Alex Oremo Alot was the political head of Lira district during the period under review. He subscribed to the UPC party. Chairman Alot was serving his third term in office as the Chairperson for Lira district. Overall, Chairman Alot obtained 84 out of 100 points placing him in position 3 out of the 33 district chairpersons assessed. He exhibited a commendable performance under his legislative function, contact with electorate and initiation of projects. His weakest performance was exhibited under the parameter of monitoring service delivery. This was as a result of failure to meet the threshold of visiting at least half of the service delivery points in the district and insufficient evidence to justify outcomes of follow up.

**Figure 2: Lira District Chairperson's Performance in relation to National and Regional Scores**

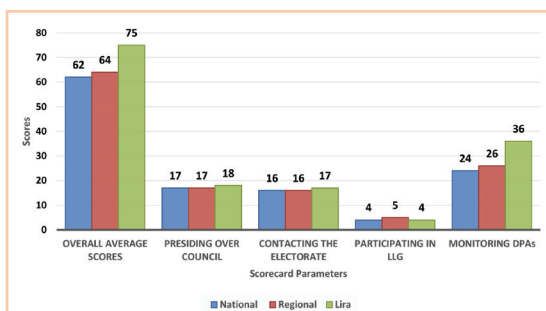


Source: Local Government Councils Scorecard Assessment FY 2018/19

## 2.3 Performance of the Speaker of Lira District Council

The Speaker of Council during the year under review was Hon. George Rashid Opio. He subscribes to the UPC party and was serving his second term of office representing the people of Ojwina Div. The Speaker registered good performance under the parameters on contact with electorate and monitoring service delivery. The low scores under participation in Lower Local Governments (LLGs) were attributed to insufficient evidence to substantiate claims of having met the threshold of attending four council sittings in the Sub County he represents.

**Figure 3: The Speaker of Council's Performance in relation to National and Regional Average Scores**

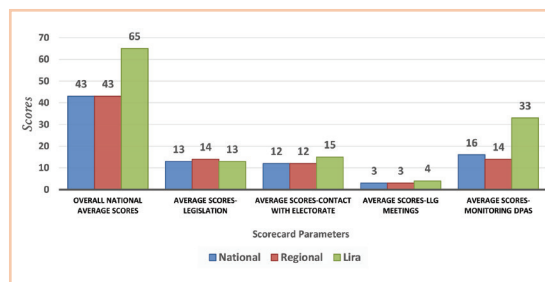


Source: Local Government Councils Assessment FY 2018/19

## 2.4 Performance of Lira District Councillors

Overall, the performance of the district councillors was fair with a combined average score of just 65 out of 100 points. Over half of the councillors scored below the average mark. The councillors performed better on monitoring of service delivery. Generally, the male councillors performed better than their female counterparts with all the top 5 performers being male.

**Figure 4: Lira District Councillors' Performance in relation to National and Regional Scores**



Source: Local Government Councils Assessment FY 2018/19

## 3.0 Critical Factors Affecting Performance

### 3.1 Factors Enabling Performance

- Good working relationship between the two arms of the district:** There were collaborative efforts between the technical officers and the committees of council with some committee members being transported by the technical officials during their monitoring activities.
- Availability of monitoring reports:** The research team was able to obtain monitoring reports from all councillors. This contributed to an average score of 33 points for the councillors in terms of monitoring service delivery hence the best performing district in this parameter. This was attributed to provision of fuel every month to each

individual councillor to enable them perform their monitoring role.

- **Coordinating centers:** All councillors had coordinating centers within their areas of jurisdiction given that 95% of them reside in their electoral area. Even the councillors representing Persons With Disabilities (PWDs) had designated offices within Lira town in addition to those in their residences.

### 3.2 Factors Hindering Performance

- **Induction of newly elected Councillors for Special Interest Groups (Workers, Older Persons):** Due to lack of resources, both the ministry of local government and the local governments have not been able to adequately induct new councillors who were elected in the year under review (workers' representatives and older persons). These councillors had not received induction on what they are supposed to do in council which affected their performance.
- **Untimely production of minutes:** This was attributed to the fact that the role of Clerk to Council is an assigned role. The officers assigned the responsibility of Clerks to Councils equally have other demanding responsibilities which they seemed to give more priority hence a delay in production of council minutes.
- **Insufficient follow-up by councillors** to ensure that their actions translate into tangible outcomes in terms of improvement in service delivery. Most councillors do monitoring but because they do not follow up on their actions it is hard to realise changes in service delivery.

- **Failure to engage in lower local governments:** Majority of the councillors did not meet the threshold of participating in at least 4 LLG Council meetings. Some meetings in sub-counties had conflicting schedules with district council meetings while others did not provide minutes to substantiate claims by councillors of having engaged their lower local councils.

## 4.0

## Recommendations

- **The district leadership should strengthen orientation and training for councillors:** This can be achieved by partnering with Civil Society Organisations like ACODE in cases where resources cannot be mobilised by the district. The trainings should be at least once in a financial year. Such trainings should be thematic to cover aspects like (i) the Legislative roles, (ii) contact with the electorate, (iii) participation in the lower local government, (iv) monitoring service delivery on national priority programme areas, (v) rules of procedure, among others. It is also important that refresher courses be organized to provide other relevant information and skills to councillors.
- **Standardise follow ups after monitoring:** Council should introduce a standard for follow ups by councillors and district leaders just like it has standardised monitoring.
- The Speaker's office should closely monitor the Clerk to Council to ensure timely production of minutes.
- The Speaker should communicate and share the council schedule with LLGs, such that the meetings for the respective councils are not colliding.



Table 1: Performance of the Lira District Council FY 2018/19

Performance		Legislation										Accountability						Planning and Budgeting			Monitoring Service Delivery										
District	2016/17	2018/19	Rules of Procedure	Membership to ULGA	Committees of Council	Motions passed by the Council	Ordinances	Conflict Resolution Initiatives	Public Hearings	Legislative Resources	Petitions	Capacity Building	Sub Total	Fiscal Accountability	Political Accountability	Administrative Accountability	Involvement of CSO	Principles Of Accountability	Sub Total	Plans, Vision and Mission	District Budget	Local Revenue	Sub Total	Education	Health	Water	Roads	Agriculture	FAL	ENR	Sub Total
	Max Score	100	100	2	2	3	3	3	1	2	4	2	3	25	4	8	8	2	3	25	5	4	11	20	5	5	4	4	4	4	30
	Lira	59	66	2	1	3	2	3	0	1	4	2	2	20	3	5	3	2	0	13	5	4	4	13	4	4	3	3	0	3	20
Average		51	62	2	1	2	2	1	1	3	1	2	16	3	5	5	2	0	15	5	4	5	14	3	3	2	2	2	1	2	17

Table 2: Performance of the Lira District Chairperson FY 2018/19

Identifiers					Performance		Political Leadership							Legislative Role			Contact with Electorate		Initiation of Projects			Monitoring Service Delivery										
Name					2016/17	2018/19	DEC	Monitoring Admin	State of Affairs	Oversight Civil Servants	Commissions/Boards	Central Gov't	Sub Total	Council	Motions Executive	Bills by Executive	Sub Total	Meetings Electorate	Issues by Electorate	Sub Total	Projects Initiated	Communal Projects	NGOS	Sub Total	Agriculture	Health	Schools	Roads	Water Sources	FAL	Environment	Sub Total
Max Score					100	100	3	5	2	4	2	4	20	2	8	5	15	5	5	10	3	2	5	10	7	7	7	7	7	5	5	45
Alex Oremo Alot	M	Lira	UPC	2	71	84	3	4	2	3	2	4	18	2	4	3	9	5	5	10	3	1	5	9	6	7	7	7	7	0	4	38
Average Score					62	72	2	4	2	3	2	3	16	2	5	2	9	4	4	8	3	1	5	9	5	5	5	5	2	3	29	

Table 3: Performance of the Speaker of Lira District Council FY 2018/19

Identifiers					Performance			Presiding over Council						Contact Electorate			LLG	Monitoring Service Delivery										
Name	Political Party	Constituency	District	Gender	Terms Served	2016/17	2018/19	% Change	Chairing Council	Rules of Procedure	Business Committee	Records Book	Record of Motions	Special Skills	Sub Total	Meetings	Coordinating Centre	Sub Total	Participation In	LLG	Health	Education	Agriculture	Water	Roads	FAL	Environment	Sub Total
						100	100		3	9	3	2	3	5	25	11	9	20	10	7	7	7	7	7	7	7	7	5
Maximum Scores						100	100		3	9	3	2	3	5	25	11	9	20	10	7	7	7	7	7	7	5	5	45
George Opio Rashid	UPC	Ojwina Div	Lira	M	3	49	75	53	3	7	3	2	3	0	18	8	9	17	4	7	7	3	7	7	7	0	5	36
Average						57	62	18	3	7	2	2	2	0	17	8	8	16	4	5	4	3	4	4	1	3	24	

Table 4: Performance of Lira District Councillors FY 2018/19

Identifiers				Performance			Legislation				Contact Electorate		LLG	Monitoring Service Delivery										
Name	Political	Constituency	Gender	Terms Served	2016/17	2018/2019	% Change	Plenary	Committee	Motion	Special Skills	Sub Total	Meeting Electorate	Office	Sub Total	Sub County Meetings	Health	Education	Agriculture	Water	Roads	FAL	ENR	Sub Total
					100	100		8	8	5	4	25	11	9	20		10	7	7	7	7	7	7	7
Maximum Scores																								
Thomas Jefferson Obalim	UPC	Central Div	M	2	90	97	8	8	8	5	1	22	11	9	20	10	7	7	7	7	7	5	5	45
Martin Okite	UPC	Adekokwok S/C	M	1	79	92	16	8	8	5	0	21	11	9	20	10	3	7	7	7	7	5	5	41
George Okello Ayo	UPC	Ngetta s/c	M	3	79	90	14	8	8	5	0	21	11	9	20	6	7	7	7	7	7	4	4	43
Moses Otim	UPC	Ogur S/C	M	1	48	86	79	8	8	5	0	21	3	9	12	10	7	7	7	7	7	4	4	43
Moses Okwel Orech	UPC	Amach S/C	M	1	60	82	37	3	8	0	0	11	11	9	20	10	7	7	7	7	5	4	4	41
Denis Francis Oweru	UPC	Barr S/C	M	1	80	80	0	1	8	0	0	9	11	9	20	6	7	7	7	7	7	5	5	45

Identifiers			Performance			Legislation				Contact Electorate		LLG	Monitoring Service Delivery											
Name	Political	Constituency	Gender	Terms Served	2016/17	2018/2019	% Change	Plenary	Committee	Motion	Special Skills	Sub Total	Meeting Electorate	Office	Sub Total	Sub County Meetings	Health	Education	Agriculture	Water	Roads	FAL	ENR	Sub Total
					100	100		8	8	5	4	25	11	9	20	10	7	7	7	7	7	7	7	7
Mathew Okello Omara	UPC	PWD	M	2	64	78	22	8	8	0	0	16	11	9	20	10	7	7	1	7	1	5	4	32
Kevin Aduk	DP	Aromo S/C	F	1	50	74	48	1	8	0	0	9	11	9	20	10	7	7	7	7	7	0	0	35
Watson John Olet	NRM	Older Persons	M	1	55	74	35	1	8	0	0	9	11	9	20	0	7	7	7	7	7	5	5	45
Raymond Odong*	NRM	Aromo S/C	M	1	78	73	-6	1	8	0	0	9	10	9	19	10	7	7	7	7	7	0	0	35
Vincent Otaka	UPC	Adyel Div	M	1	29	72	148	1	8	0	0	9	11	9	20	0	7	7	7	7	7	4	4	43
Caro Gloria Acan	UPC	Youth	F	1	66	71	8	1	8	0	0	9	8	9	17	6	7	7	7	5	5	4	4	39
Lilly Okwir	NRM	Amach & Agali	F	2	52	70	35	1	8	2	0	11	1	9	10	10	7	7	5	3	7	5	5	39
Concy Alum Ogwal	UPC	Adyel Div	F	2	57	64	12	1	8	0	0	9	7	9	16	0	7	7	1	7	7	5	5	39
Milly Atim Opio*	UPC	Ogur & Agweng	F	3	20	62	210	1	8	0	0	9	1	9	10	2	7	7	7	7	7	1	5	41
Richard Omara Awio*	NRM	Railways Div	M	1	40	60	50	8	8	5	0	21	0	9	9	0	1	7	7	5	5	5	0	30
Margaret Ogwang	UPC	Lira S/C	F	2	28	59	111	1	8	0	0	9	8	6	14	0	7	5	4	7	7	1	5	36
James Omara Elem*	IND	Youth	M	1	50	56	12	8	8	5	0	21	11	9	20	0	7	7	0	1	0	0	0	15
Anthony Ojuka*	UPC	Lira S/C	M	2	20	55	175	8	8	5	0	21	0	9	9	0	5	5	5	1	5	0	4	25
Serina Otim Apio	NRM	Older persons	F	1	41	54	32	1	8	0	0	9	8	9	17	2	1	7	3	6	7	1	1	26
Jennet Rita Apolo Ecir	UPC	Central & Railways	F	2	42	52	24	1	8	0	0	9	8	9	17	0	5	7	0	3	7	4	0	26
Medina Akello Okeng	UPC	Barr S/C	F	4	74	50	-32	0	8	0	0	8	8	9	17	6	1	3	3	7	3	1	1	19
Angela Santa*	UPC	Adekokwok s/c	F	3	31	49	58	3	8	0	0	11	0	5	5	10	5	5	5	5	3	0	0	23
Lawrence Emmy Egole*	NRM	Workers	M	1		48		1	8	5	0	14	0	9	9	0	7	7	7	1	3	0	0	25
Patrick Ongom	NRM	Agweng S/C	M	2	21	47	124	1	8	0	0	9	0	5	5	0	7	7	3	3	7	2	4	33
Patrick Enyiema Ogwal	NRM	Agali S/C	M	1	45	41	-9	1	8	0	0	9	1	5	6	0	0	7	7	7	0	0	5	26
Stella Bua Adong	UPC	Workers	F	1		41		1	8	0	0	9	4	9	13	0	5	1	7	5	1	0	0	19
Judith Ateng*	IND	Ojwina Div	F	1	46	35	-24	1	8	2	0	11	7	2	9	0	3	3	0	1	3	0	5	15
Average					52	65	46	3	8	2	0	13	7	8	15	4	6	6	5	5	5	3	3	33

\*Assessed Using Secondary Data

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**About ACODE:** The Advocates Coalition for Development and Environment (ACODE) is an independent public policy research and advocacy Think Tank based in Uganda, working in the East and Southern Africa sub-regions on a wide range of public policy issues. Our core business is policy research and analysis, outreach and capacity building. Since its founding 19 years ago, ACODE has emerged as one of the leading regional public policy think tanks in Sub-Saharan Africa. For the last 8 consecutive years, ACODE has been recognized among the Top-100 Think Tanks worldwide by the University of Pennsylvania's annual Global-Go-To Think Tank Index Reports.

**About LGCSCI:** The Local Government Councils Scorecard Initiative (LGCSCI) is a policy research and capacity building initiative implemented by ACODE and ULGA. The initiative is a strategic social accountability initiative that enables citizens to demand excellence of their local governments and enables local governments to respond effectively and efficiently to those demands with the aim of improving service delivery.

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