



LOCAL GOVERNMENT COUNCILS' PERFORMANCE AND PUBLIC SERVICE DELIVERY IN UGANDA

Lira District Council Score-Card Report 2012/2013



Jonas Mbabazi ■ Patrick Akena ■ Benson Okello

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Primary Seven Pupils at Walela Primary School, Patients waiting to be attended to at Aromo HC III, Agweng to Aromo road in Aromo Sub-county.

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List of Acronyms

ACODE	Advocates Coalition for Development and Environment
AIDS	Acquired Immune Deficiency Syndrome
CDD	Community Driven Development
CEFORD	Community Empowerment for Rural Development
CSOs	Civil Society Organizations
DEC	District Executive Committee
FAL	Functional Adult Literacy
FGDs	Focus Group Discussion
FY	Financial Year
HC	Health Centre
HIV	Human Immuno-deficiency Virus
Hon	Honourable
LC	Local Council
LG	Local Government
LGA	Local Government Act
LLG	Lower Local Government
NAADS	National Agriculture Advisory Services
NFA	National Forestry Authority
O&M	Operation and Maintenance
OPD	Out-Patient Department
PAC	Public Accounts Committee
PAF	Poverty Alleviation Fund
PRDP	Poverty Reduction Development Programme
PWDs	Persons with Disability
RDC	Resident District Commissioner
TC	Town Council
UBOS	Uganda Bureau of Statistics
UPE	Universal Primary Education
IPFs	Indicative Planning Figures
DDP	District Development Plan
EMHS	Essential Medicines and Health Supplies
VHTs	Village Health Teams

EMOC	Emergency Obstetric Care
TBA s	Traditional Birth Attendants

Acknowledgement

This score-card was prepared as part of the Local Government Councils' Score-Card Initiative (LGCSCI). The Initiative is a partnership between the Uganda Local Government Association (ULGA) and the Advocates Coalition for Development and Environment (ACODE). We are indebted to the Democratic Governance Facility (DGF) and its contributing partners: United Kingdom (UK), Denmark, Norway, Ireland, Sweden, Netherlands, Austria and the European Union (EU), for providing the financial support for the Initiative.

The production of this report would not have been possible without the contributions of several institutions and persons. We are particularly indebted to the offices of the District Chairperson, the District Speaker, the Chief Administrative Officer and the District Clerk to Council for the support to the assessment process on which this report is based. Their timely provision of information and data was deeply appreciated. In the same spirit, we acknowledge the cooperation of the district councilors who are the primary unit of study and analysis for the score-card.

In preparing this report, 26 Focus Group Discussions (FGDs) were conducted. This involved community members who provided useful insights and verified information regarding to the performance of councilors. We express our unreserved gratitude to each of the participants in these FGDs for their individual and collective contribution.

We acknowledge the contributions of the LGCSCI project team at ACODE and the network of LGCSCI researchers across the country that provided useful comments and suggestions on the various drafts of the report. In the same vein, we acknowledge the contribution of the Expert Task Group that provides continuous oversight and intellectual guidance for the development of the score-card and methodology.

Finally, it is important to recognize that there still remain considerable gaps of information and data required to fully assess the performance of district councils and councilors. We have taken due care to ensure that where such information exists, it is presented as accurately as possible. However, we take responsibility for any errors or omission.

Executive Summary

This is the second report for Lira District Local Government for the Local Government Councils' Score-Card Initiative. The score-card assessed the performance the Local Government Council, the Chairperson, the Speaker and individual Councilors who are vested with powers and responsibilities to ensure effective governance of their respective local governments as stipulated in the Local Governments Act (Cap 243). The score-card is intended to build the capacities of leaders to deliver on their mandates and empower citizens to demand for accountability from their elected leaders. The objective of this report is to provide information and analysis based on the assessment for Financial Year (FY) 2012/13. The assessment reviewed documents on planning and budgeting, service delivery monitoring; and Lira District Local Government performance reports. In addition, a review of minutes of sectoral committees and council sittings was undertaken to inform the report about the performance of the business of Council, the Chairperson and individual Councilors. Face-to-face interviews with the targeted community leaders, key informant interviews at service delivery points, and focus group discussions (FGDs) further enriched the fact-finding and assessment process.

The major determinant of quality service delivery is the size of the district resource envelope. Lira District was found to be heavily dependent on central government transfers that account for over 97% of district revenue. Locally-generated revenue and donor contributions were projected to be 1% and 2% respectively. During the FY 2012/13 the district had a total budget of Ushs. 28,702,081,000= compared to Shs.31, 927,702,000= for the FY2011/12 - a 10% reduction in the projected revenue. This was due to a reduction in the IPFs on the Central Government transfers to the district and reduction in funding by major development partners in the district.

Overall staffing levels in the health sector have not significantly changed with filled positions between 77% and 80% in the entire district. Under the water and sanitation sector, the water coverage level was at 64% while the functionality of water sources was at 77.4%. Pit latrine coverage was at 73.5%. In the agriculture sector, the Lira District has at least 14 extension workers and 28 demonstration sites per sub-county.

Lira District is among the 26 districts that have been assessed. The assessment in the district covered 25 councilors, 11 of whom were female and the rest were male. In FY2012/13, Lira District Council scored a total of 58 out of 100 possible points - an improvement of 9 points compared to FY 2011/12.

The best performance was exhibited under the legislative role (18 out of 25 points).

The District Speaker, Hon. Martin Odyek Ocen, scored 75 out of 100 possible points compared to 26 points out of 100 that he obtained from the 2011/12 assessment. This is an improvement of 49 points. His major leap forward was exhibited in monitoring, producing monitoring reports and making follow-up mainly in the sectors of agriculture, education, health, water and sanitation, and roads. On the other hand, the total average score for councilors was 54 out of 100 possible points. The best male councilor was Hon. Add Ogwang Oyang, with 89 out of 100 points allotted on all the assessed parameters, while the best female councilor was Hon. Ayo Proscovia Otyek with 77 points.

The major service delivery challenges in Lira District included the following: conflict among the Council, the RDC and the CAO; delays in procurement; poor contract management; inadequate staffing; limited facilitation for supervision and monitoring; limited participation in sub-county council meetings; failure to follow up on service delivery concerns raised in monitoring reports; and budget cuts by central government. A number of recommendations with regard to resolving conflict and promoting teamwork, sharing of monitoring reports, management of contracts, conflict of interest in award of contracts, citizen engagement, funding for and follow-up by councilors, are made to strengthen the capacity of the district to improve service delivery and accountability to citizens.

1. BACKGROUND

1.1 Introduction

The Uganda Local Government Councils' Score-card Initiative (LGCSCI) is a long-term initiative of ACODE and ULGA with the goal of strengthening citizens' demand for good governance and effectiveness in the delivery of public services as well as boosting the capacity and performance of Local Government councilors. The initiative was launched in 2009 with the assessment covering 10 district councils. The second assessment covering the financial year 2009/10 was conducted in 20 districts. The third assessment covering the financial year 2011/12 covered 26 districts¹ respectively, including Lira District.

The score-card seeks to improve the performance of these local governments through annual assessments of the District Council, Chairperson, Speaker and individual Councilors. The assessment includes interviews, focus group discussions, document review and field visits, among others. Findings from the score-card are widely disseminated both at national and district levels. At district level, the findings are presented at an interactive workshop that brings together the assessed political leaders, district technical officials, lower local government leaders, representatives of selected civil society organizations, and members of the general community.

This is the second score-card performance assessment report for Lira District Local Government following one conducted in 2011/12. This report covers findings from the Financial Year (FY) 2012/13. This FY is the second of a five-year term of office (2011 – 2016) for elected district officials and will therefore be part of subsequent comparative analyses on the performance of the district's political leadership.

1.2 District Profile

Lira District is part of Lango sub-region and is situated in the central part of the northern region of Uganda. It is one of the districts that suffered the

¹ Agago, Amuria, Amuru, Bududa, Buliisa, Gulu, Hoima, Jinja, Kabarole, Kamuli, Kanungu, Lira, Luwero, Mbale, Mbarara, Moroto, Moyo, Mpigi, Mukono, Nakapiripirit, Nebbi, Ntungamo, Rukungiri, Soroti, Tororo and Wakiso

wrath of the Lord's Resistance Army (LRA) insurgency, which resulted into an influx of people from other districts. The estimated the population of the district, as of 2011 was 389,300, with an annual population growth rate of 3.6%. *Table 1* shows the population figures alongside key demographic indicators for Lira District.

Table 1: Demographic Characteristics of Lira District Local Government

Total Population	389,300
Female population	51.5%
Male population	48.5%
Population density	124 p'ple per km2
Annual Growth Rate	3.55%
Urbanization Level	11.8%
Infant population below 1 year	33,584
Population under 5 years	148,776
Children of primary school age (6-12 yrs)	159,741
Population under 18 years	420,434
Youth (18-29 years)	161,143
Elderly (60+years)	31,601

Source: Lira District Development Plan (2011)

1.3 District Leadership

The district has both the technical and political arms headed by the Chief Administrative Officer (CAO) and the District Chairperson respectively. The technical leadership of Lira district is indicated in *Table 2*

Table 2: Technical Leadership

Designation	Name
Chief Administrative Officer (CAO)	Mr. Benon Rwanguha
Deputy CAO	Mr. Richard Ogwang
District Health Officer	Dr. Peter Kusolo
District Education Officer	Mr. George Milton Abua
District Planner	Mr. Henry Omor
Chief Finance Officer	Mr. Geoffrey Ebonga
District Population Officer	Mr. Peter Ajungu
District Engineer	Eng. Richard Enen
Community Development Officer	Ms. Christine Anono Enen
Natural Resources Officer	Mr. Fabius Otiike

Whereas this report focuses on the assessment of the political leadership of the district, the district also had a technical team with various heads of department headed by the CAO as the accounting officer of the district. Lira

District Local Government comprised 13 sub counties² and one municipality.³ It is headed by Chairman Alex Orema Alot, working with 26 elected councilors, including the District Speaker. In terms of gender, 15 of the councilors were male while the rest were female. In parliament, the district is represented by four members as indicated in *Table 3*. *Table 3* shows the political leadership of the district.

Table 3: Lira District Political Leadership

Designation	Name
District Chairperson	Mr. Alex Oremo Alot
District Vice Chairperson	Hon. Andrew Ogwang Oryang
District Speaker	Hon. Martin Ocen Odyek
Members of Parliament	Hon. Jimmy Akena – Lira Municipality Constituency
	Hon. Joy Akimongom – Woman MP, Lira District
	Hon. Sam Engola – Erute South Constituency
	Hon. Omara Adigi, Erute North Constituency
Resident District Commissioner	Mrs. Susan Akang

Source: Lira District Council Minutes (2013/13); District Records 2013.

The district council conducted its business through five standing committees as shown in *Table 4* below. These committees did not only plan but also undertook monitoring of the government priority programme areas on behalf of the council.

Table 4: Secretaries of Council Standing Committees

Standing Committee	Secretary	Constituency
Finance, Planning, Administration and Investment	Hon. Andrew Ogwang Oyang	Ogur Sub-county
Education, and Sports	Hon. Jennifer Oleko Opio	Ojwina Division
Health and Works	Hon. Ekwang Henry Cilodyang	Adyel Division
Production, Marketing and Natural Resources	Hon. Akello Medina Okeng	Barr Sub-county
Community Based Services	Hon. Andrew Ogwang Oyang	Ogur Sub-county

Source: Lira District Council Minutes (FY 2012/13)

1.4 Methodology

The process of conducting the assessment employed a variety of methods consistent with the goals and the theory of change⁴ of the score-card. The following approaches were used in the process.

² Sub-counties include: Adyel, Ojwina, Agali, Ngetta, Ogur, Aromo, Lira, Amach, Barr, Adekokwok, Agweng, Railways Division and Central Division

³ Lira Municipality

⁴ The theory of change holds that by providing local councils' performance-related information to the public, citizens will demand for increased accountability from local political leaders, hence triggering a vertical spiral of demand for accountability from the local to the national level.

1.4.1 The Score-card

The score-card is premised on a set of parameters which assess the extent to which Local Government Council organs and councilors perform their responsibilities.⁵ These parameters represent a criterion for assessing various aspects of performance of local government councils. The organs and officials under assessment include: the District Council, District Chairperson, District Speaker and the individual Councilors. The parameters assessed include: legislative roles; extent of the contact with the electorate; the rigour of the planning and budgeting process; and, the level of officials' participation in lower local governments, specifically in relation to monitoring of local service delivery.⁶

The score-card is reviewed and ratified annually by internal and external teams. The internal team comprises the ACODE research team and the local partners. The Expert Task Group, which is the external team, comprises individual experts and professionals from local governments, the public sector, civil society and the academia.

1.4.2 Score-card Administration

Before commencement of the assessment exercise, an inception meeting was organized in April 2013 for councilors, technical staff and selected participants from civil society and the general public. This meeting was designed as a training workshop on the purpose of the score-card, nature of assessment, and to orient councilors for the assessment.

- a) **Literature Review.** The assessment involved comprehensive review of documents and reports on Lira District Local Government. *Box 1* shows the different categories of documents and reports reviewed.
- b) **Key Informant Interviews.** Key informants were purposely selected for the interviews owing to their centrality and role in service delivery in the district. Interviews were conducted with the district technical and political leaders. The interviews focused on the state of services, level of funding, and their individual contribution to service delivery in the district. For the political leaders, these interviews are the first point of contact with the researchers and they generate assessment values that feed into the score-card. They also offer an opportunity for civic education on roles and responsibilities of political leaders. Interviews with the technical leaders provide an independent voice and an opportunity to verify information.

5 See Third Schedule of the Local Governments Act, Section 8.

6 See, Godber.Tumushabe, E. Ssemakula, and J. Mbabazi (2012). Strengthening the Local Government System to Improve Public Service Delivery Accountability and Governance. ACODE Policy Research Series, No. 53, 2012. Kampala.

Box 1: Categories of Official District Documents used in the Assessment

Planning Documents

- Lira District Development Plan (DDP) 2011-2016
- Lira District Local Government Revenue Enhancement Plan (2011-2016)
- Lira District Local Government Approved Capacity Building Plan (2011/12-2015/16)

Budgeting Documents

- Budget Framework Paper FY 2012/13
- Budget FY 2012/13
- Budget Speech 2012/13

Service delivery Monitoring

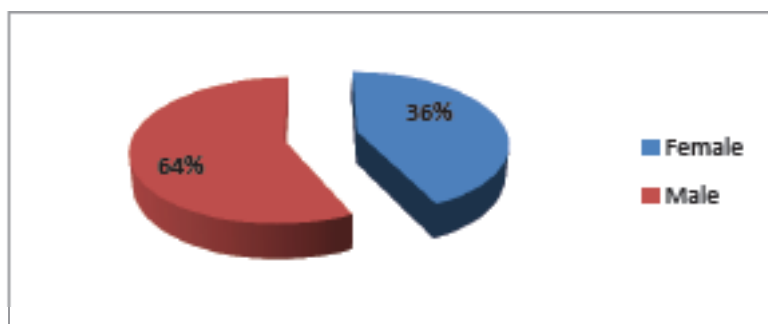
- Annual Report of the Auditor General for the year ended 30th June 2012

Reports

- Quarterly Monitoring Reports for FY 2012/13
- NAADS Monitoring Reports for FY 2012/13
- Standing Committee Monitoring Reports FY 2012/13
- Lira District Local Public Accounts Committee Report: Auditor General's Report on Lira Local Government Financial Statements for the year ended June 30, 2012
- Lira District Local Public Accounts Committee Report: Auditor General's Report on Lira Local Government Financial Statements for the year ended June 30, 2011, September 21, 2011.
- Lira District Local Government, Department of Health Services, Staff List by Facility Report as at 30th April 2012.
- Report on Study Tour to Masaka, Rakai and Mbarara District Local Governments

- c) **Focus Group Discussions (FGDs).** Focus Group Discussions (FGDs) are conducted based on the criteria set in the Score-card FGD Guide. A total of 26 FGDs were organized in 9 sub-counties in the district. FGDs were platforms for civic education and empowerment about the roles of councilors and other political leaders. They were mainly organized to enable voters to verify information provided by their respective councilors. All in all, 283 people, 36% of whom were women and the rest men, participated in the FGDs. Figure 1 shows participation in FGDs by gender.

Figure 1: Participation in FGDs by Gender



- d) **Service Delivery Unit Visits.** Field visits to service delivery units (SDUs) were undertaken in each sub-county by the research team. In each sub-county, visits were made to primary schools, health centres, water source points, demonstration sites, FAL centres and roads. Field visits were mainly observatory and, where possible, interviews were conducted with the personnel at the SDUs. These visits were also meant to verify the accuracy of the information provided by the political leaders.

1.4.3 Data Management and Analysis

The data collected during the assessment was both qualitative and quantitative. Qualitative data was categorized thematically for purposes of content analysis. Thematic categorization helped in the identification of the salient issues in service delivery. Quantitative data was generated through assigning values based on individual performance on given indicators. These pieces of data were used to generate frequency and correlation matrices that helped make inference and draw conclusions on individual and general performance.

2. BUDGET PERFORMANCE AND STATUS OF SERVICE DELIVERY

2.1 District Budget Performance

To facilitate the decentralization process, the government put in place a framework for local government planning, financing and budgeting.⁷ The legal framework is laid down in the Constitution 1995, the Local Government Act 1997 and the Local Government Financial and Accounting Regulations (1998).⁸ Under the Local Government Act (1997), the central government funds the local governments through the provision of Unconditional, Conditional, and Equalization Grants. Local governments also collect local revenues that constitute part of their domestic budget.

2.1.1 District Resource Envelope

Local governments prepare detailed plans of how to spend funds in line with their objectives, needs and priorities. These plans are prepared in light of available resources provided in advance by the Ministry of Finance as indicative planning figures. While local governments have discretionary planning and budgeting powers, their plans and budgets need to reflect priorities and objectives set out in national policies, plans and budgets.⁹ Lira District Local Government was heavily dependent on Central Government transfers which accounted for over 97% of the district's revenue. Locally-generated revenue and donor contributions were projected to be 1% and 2% respectively.¹⁰ This budget structure has not changed since 2011/12 though the central government transfers to the district have been increasing since 2008/9. The resource envelope for Lira District for FY 2012/13 was projected to be UGX 28.7 billion. *Figure 2* shows the trend of the resource envelope.

During FY 2012/13, the district had a total budget of Ushs. 28,702,081,000= compared to shs.31, 927,702,000= for FY 2011/12 - a 10% reduction in the projected revenue. This was due to a reduction in the Central Government

7 See, The Local Government Act, Part IV: Sections 30-44.

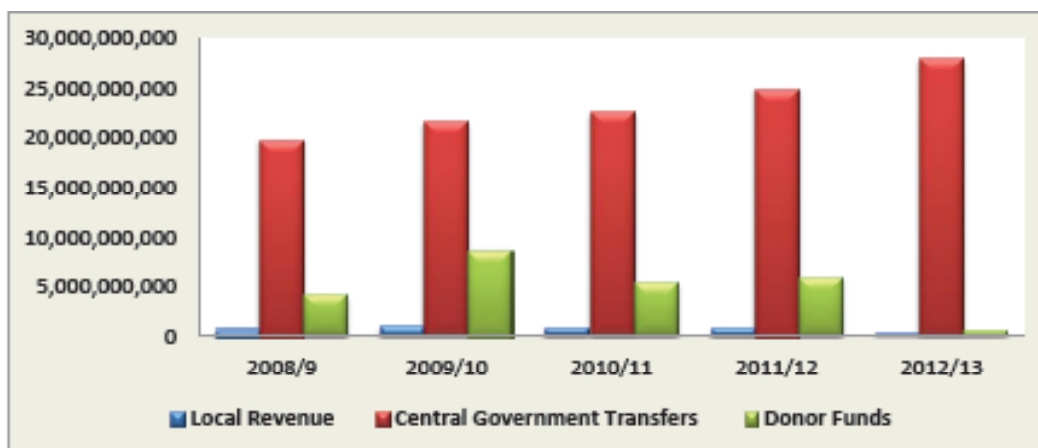
8 See The Local Governments (Financial and Accounting) Regulations, 2007, Sections 17-21

9 MoLG (2009) General Guide to the Local Government Budget Process for District & LLG Councillors, NGOs, CBOs & Civil Society, Local Government Budget Committee, Kampala

10 See, Lira District Revenue Enhancement Plan 2011 – 2016

transfers to the district. In addition, major development partners like UNICEF, WHO and DANIDA reduced their funding support to the district by 71% (from UGX 1,757,187,000 in FY 2011/12 to UGX 515,000,000 in FY 2012/13).

Figure 2: Composition of the Resource Envelope for Lira District

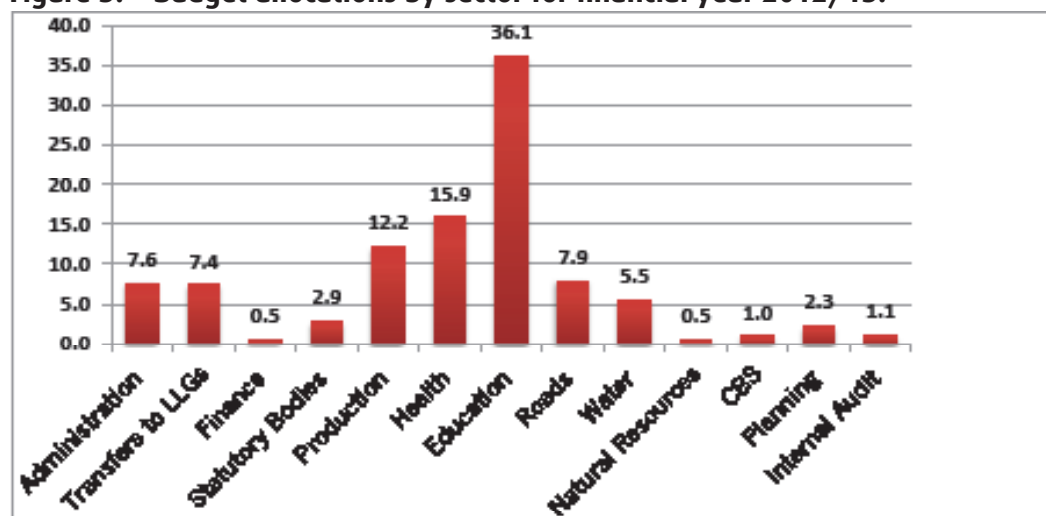


Source: Lira District Local Government Annual Work Plan 2012/13. Lira Local Government Revenue Enhancement Plan 2011-2016.

2.1.2 Sectoral Budget Allocations

During the FY under review, the district allocated: 36.1%, 7.6%, and 15.9 % to Education, Administration, and Health respectively. *Figure 3* shows the details of allocations.

Figure 3: Budget allocations by sector for financial year 2012/13.



Source: Lira District Local Government Annual Work plan 2012/13; Lira Local Government Revenue Enhancement Plan 2011-2016.

A Comparison of FY 2011/12 and 2012/13, shows a decrease in the allocations to the different sectors, the most affected sectors being Education, Community Based Services and Finance and Planning, which suffered reductions of 6%, 7% and 4% respectively. On the other hand, Administration got an increase in allocation from 4% to 7.6% of the total budget.¹¹ Regulation 104 of the Local Governments (Financial and Accounting) Regulations, 2007 provides that every district, city, municipal or town council shall have an internal audit unit whose responsibilities are set out in section 90 of the Local Governments Act Cap 243. However, the internal audit in the district supposed to ensure efficient and effective running of the local government was only allocated 0.06% and 0.05 % of the total district budget in the FYs 2011/12 and 2012/13 respectively. Such an amount was grossly inadequate to facilitate: routine audits, special audits, audit management process and annual and quarterly work plans, monitoring, mentoring and appraisal of staff, among others.

With a paltry 1% as projected locally-raised revenue, the fiscal autonomy of the Lira District Local Government is grossly undermined. Given that 20% of these revenues are supposed to take care of councilors' allowances and emoluments, it leaves a gap on funding of council whose activities are the heartbeat of the district management and monitoring. Further, with such minimal local revenue, the district can hardly finance implementation of interventions targeted at identified local priorities.

2.2 State of Service Delivery in Lira District Local Government

Basic public services such as education, health, roads and agricultural advisory are essential to the local and national economy. The quality of these services provided to citizens is the ultimate measure of performance of government. A review of selected service delivery indicators for Lira District shows that despite advances made in various areas, the level of service provision remains below target levels as shown in *Table 5*.

11 See, Lira District Local Government Annual Work plan 2012/13.

Table 5: Service Delivery Indicators in Lira District (2012/13)

Sector	Indicators	National standard/ NDP target	Level of achievement 2011/12	District Target 2012/13	Level of achievement 2012/13
Education -Primary Education	Children of primary school-going age (6-12 yrs)	-	159,741	-	Not known
	Enrolment	-	Total: 79,957; Boys: 40,551; Girls: 39,408	No target	Total: 86,957; Boys: 43,497; Girls: 43,460
	Pupil-Classroom Ratio (PCR)	55:1	84:1	-	73:1
	Pupil-Teacher Ratio (PTR)	55:1	62:1	50:1	60:1
	Pupil-to-Desk Ratio (PDR)	3:1	6:1	No target	6:1
	PLE Performance	-	Div 1 -4.5% Div II- 43.9% Div III- 21.1% Div IV- 12.5% U- 15% X- 2.9%	No target	Div 1 -4.9% Div II- 47.2% Div III- 20.4% Div IV- 13.4% U- 11.1% X- 3.0%
Health Care services	ANC 4th Visit	60%	770	70%	
	Deliveries in Health Centres	35%	36.8%	No target	
	Total beds	-	-	No target	770
	Access to Maternity services	-	-	No target	-
	MMR	-	77%	-	-
	IMR	-	Not known	-	-
	Staffing Levels	-	Not known	73%	62%
Road Sub-sector	Km of roads under routine maintenance	-	Not known	442	3 cycles of routine maintenance
	Km of roads rehabilitated	-	Not known	9	14
	Km of roads under periodic maintenance		Not known	15	62.6
	Proportion of roads in good condition		-	-	Not known
	Construction of bridges	-	64%	1	1
	Opening up new community roads	-	610	No target	3
Water and Sanitation	Water coverage		-	64%	64%
	Number of boreholes sunk			610	7
	Number of boreholes rehabilitated	-	-	No target	12
	Functionality of water sources	80%	73.5%	77.4%	73%
	Proportion of the population within 1km of an improved water source		14	No target	-
	Pit latrine coverage	90%	7 per sub-county	100%	73.5%
Agriculture	Number of extension workers per sub-county	-	28 per sub-county	Not known	91%
	Number of service points	-	165 visits	Not known	52%
	Number of demonstration farms	-	141	Not known	14
	Technical back-up visits	-	4205	Not known	7 per sub-county

FAL	Number of instructors		137	200	28 per sub-county
	Number of participants		Not known	No target	
	Number of service centres	-	70%	-	-
	Level of coverage	-	Not known	50%	141
Environment and Natural Resources	Staffing Level	-		No target	4205
	Conduct environmental monitoring and assessment	-			137
	Production and update District State of the Environment Report (DSOER)	-		50 copies	Not known
	District Environment Action Plan	-	Not seen	Not available	-
	Preparation of District Wetland Ordinance	-	Not done	1 ordinance	12
	Monitor wetland systems in the district	-	-	3 wetland systems planned, covered	-
	Establishment of Agro-forestry nurseries		-	1 planned, non-achieved	
	Produce District Forest Development Plan	-	1	1	
	Prepare Community Action Wetland Plan	-	1	1	
	District Wetland Action Plan	-	Integrated into the DDP.	1	
	Ordinance on Environmental Conservation				

Sources: Lira DDP 2011-2016; Lira District LG Annual Report FY2013/13, MoES Lira District Primary Education Statistics Academic Year 2012, Lira District LG Department of Education Statistics as of April 2013, GoU Ministry of Water and Environment 2012. Water and Environment Sector Report, Kampala October 2012. FAL Monitoring Report 2011/12; District Health Staff inventory (December 2010); Lira District HMIS Report 2011; Lira District Baseline for 2011/12 ASHR.

2.2.1 Primary Education Services

Education is important for socio-economic transformation because it provides the means through which skills are imparted and attitudes and practices altered. Primary education is part of what is referred to as basic education and is often used as an indicator of literacy. Lira District performance on key primary education indicators can be described as abysmal; enrolment remained at about 50%, while a gap of 172 teachers and 503 classrooms persists at current enrolment.¹² Primary education was faced by several challenges including poor remuneration of teachers and failure by up to 12% of primary teachers to access the pay roll.¹³

¹² See, Lira District Development Plan (2011-16)

¹³ Ibid

Figure 4: L-R - PLE Results for Odoro Primary School, Aromo Sub-county and Pupils of a Congested P.1 Class at Walera Primary School, Aromo Sub-county



Source: ACODE Digital Library, August 2013

A number of challenges still face the Primary Education sub-sector. Notable among these include: teacher absenteeism; inadequate staff housing; overcrowding in classrooms;¹⁴ low interest of parents in education of their children; inadequate instructional materials; poor performance in PLE; high dropout rates particularly for girls; teenage pregnancies, among others. Interaction with communities confirmed the above mentioned, thus:

"..... we have high levels of dropouts of over 40% of pupils who enroll particularly at P.5 and above. This is mainly higher for girls than boys. It is mainly because parents do not see a future for children after P.7." **Head Teacher, Ayile Primary School, August 2013.**

".... The pupils are too many to fit in the available classrooms. For example in Agweng Primary school, P.1 has 328 pupils, and P.4 has 120 pupils in one classroom. There are about 1880 pupils in the whole school with only 16 teachers. These teachers cannot handle all these big numbers adequately!" **FGD Participant, Agweng Sub-County, September 2013.**

"The weak leadership of School Management Committee is a big problem at Obot Primary school....as a PTA member I have realized that many girls have dropped out of school especially from P.5 onwards. Many of the girls who drop-out are married off." **FGD Participant, Barr Sub-County, September 2013.**

¹⁴ At the time of assessment, Barapwo Primary School had: 1,253 pupils using 9 classrooms; inadequate desks; 6 housing units for 22 teachers; 12 pit latrine stances; and a non-functional borehole (the school collects water from a borehole 1km away from school). Angolocom Primary School had 1243 pupils 660 boys and 583 girls with 16 teachers. The Pupil Desk Ratio(PDR) from P.4 to P.7 was 6:1. The rest of the classes had no furniture. The school had 10 classrooms, one of which was being used as store.

“...as a Member of School Management Committee of Orem Primary School, I have noticed that many teachers are usually absent and the good ones are transferred. This term two girls in P.5 got pregnant and 7 girls got pregnant last year.....” **FGD Participant, Barr Sub-County, September 2013.**

“... parents do not want to pay examination fees and money for lunch for their children. They are just being confused by the UPE policies coming from the District Education Department.” **FGD Participant, Amach Sub-County, September 2013.**

“We have 1834 pupils, 977 boys and 857 girls in the whole school. There are only 68 pupils in P.7 compared to 362 in P.1.the facilities are not having adequate facilities. From P.5 to P.7 five pupils share a desk and all the pupils from P.1-P4 pupils have no furniture. ...there only 10 pit latrine stances, 5 for boys and 5 for girls.” **Deputy Head Teacher Agweng Primary School, August 2013.**

2.2.2 Functional Adult Literacy (FAL)

FAL is designed to impart literacy and numeric skills to the poor and vulnerable groups to enable them to effectively participate in the economic growth and development process at the community level. The course content comprises Numeracy, Reading, Writing and Basic Knowledge. FAL was implemented in all the sub-counties in Lira District. Despite the high level of enrolment of participants, increased number of instructors and service centers, the programme was constrained by lack of adequate funding and high dropout rates of trainers and learners, especially men. The high drop-out rate of trained instructors was attributed to the little pay of Ushs. 10,000 per quarter. Further, the instructors decried lack of instructional materials. There was also limited follow-up of the participants who had graduated from the FAL classes by the instructors to assess knowledge and practice.

2.2.3 Health Services

Lira District boasts of 28 health facilities of which 21 are government-owned while 7 are Private Not for Profit health units (PNFPs).¹⁵ Out-Patient Department (OPD) utilization in health facilities and PNFP facilities was 0.9 visits per person per year during 2010/11. This implies that some members of the community did not visit health centres, and thus did not utilize the available services. Geographical access to health care had not changed and was limited to about 31.4% of the population living within 5 km radius of health facilities. Only 36.8% of the population in sub-counties in Lira District had access to maternity services.¹⁶

¹⁵ The government owns: 1 general hospital; 2 HC IVs; 7 HCIIIs, 7 HCIs, while 1 general hospital; 1 HC IV; 4 HCIIIs and 1 HC II are PNFPs

¹⁶ <http://liradistrict.com/health/> accessed on 2/10/2013.

On a good note, the district undertook an infrastructure development initiative where staff houses and a maternity ward were constructed and the construction was on-going in some of the sub-counties. For instance, 11 staff houses were constructed (1 at Abala HCII, 3 at Aromo HCIII, 2 at Ogur HCIV, 1 at Agali HCIII, 1 at Abunga HCII, 1 at Walela HCII, and 1 at Akangi HCII). In addition, construction of 9 staff houses was on-going (1 at Ongica HCIII, 1 at Apuce HCII, 2 at Ogur HC IV, 1 at Amach HC HC IV, 1 at Anyangatir HC II, 2 at Abala HC II, and 1 at Alik HC II). Construction of 3 maternity wards was also on-going at Abala HC II, Barr HC III and Anyangatir HCII. A number of challenges were reported, including: limited involvement of stakeholders in contract management, especially in infrastructure development at HCs; persistent drug stock-outs; deliveries by National Medical Stores (NMS) of EMHS that were not required at the HCs due to the “push system”; lack of adequate orientation and facilitation of VHTs among others.¹⁷

With regard to staffing levels, 23% of the approved positions for the health personnel in the district were still vacant. Health Centre IIs were the most affected, with 56% positions vacant.¹⁸ This is, however, contrary to the Ministry of Health Annual Health Sector performance report (2011/12) that reported staffing level gaps to be less than 20%.

According to the Lira District Annual Work Plan (2013) there were a number of challenges facing the Health sector, including:

- a) Poor Essential Medicines and Health Supplies Management. This was manifested by: inadequate quantity of medicines supplied; lack of dispensers leading to irrational use of EMHS; and, uneven distributions of supplies to health centres.
- b) Low uptake of maternal health services. There was: low percentage of supervised deliveries in health facilities; low uptake of family planning services; and, low level Anti-natal Care (ANC) 4th visits. The operating theatres in Ogur and Amac HC IVs supposed to offer EMOC were non-functional. It was also noted that TBAs were still conducting deliveries in the district.
- c) Low utilization of available health information. Putting health information in a simple, easy-to-understand manner, distribution/dissemination of information regularly was found to be a challenge. The health workers did not use the data they generated at the health units to make decisions for improved service delivery. Due to lack of internet connectivity, it was not easy to share information.

17 Lira District Local Government (2013); Department of Health Performance Review Report FY 2012/13. Lira.

18 Lira District Development Plan 2011 - 2016

Figure 5: Patients waiting to be attended to at Aromo HC III



Source: ACODE Digital Library, August 2013.

Communities identified a number of challenges they had faced in the utilization of health centres in the district. These are reflected in their voices captured from Focus Group Discussions, thus:

“...Every patient who comes to Ogur HCIV is supposed to buy a book where they write the diagnosis and the prescription. If you do not have it, then, you cannot be served.”

FGD Participant, Apoka Parish Ogur Sub-County, September 2013.

“.... The supply of drugs at Alik HCII is not constant. We do not know when the drugs have arrived. In most cases you go there and you’re told the drugs are finished. The most available ones are panadol and condoms.” **FGD Participant, Banya Parish, Amach Sub-County, September 2013.**

“.... The health staff at Abunga HCIII does not keep time and they close the facility very early. There are usually many patients to attend to but the health workers do not have what to use like gloves, and syringes.” **FGD Participant, Barr Sub-County, September 2013.**

2.2.4 Road Sub-Sector

Lira District is served by a network of 3,016 km of road, of which 1,087.3 km are national roads, 354 km urban roads, 374.7km are district roads and 1,200kms are community access roads. The Department of Works and Technical Services had expected to receive Ushs. 1,335,840,631 but realised Ushs.634, 783,319 – which was 47.5% of expected revenue. This severely affected the implementation of the planned activities. With the realized funds, however, the District was able to undertake periodic maintenance on 47.3 km that included Agweng–Orit (10 kms); Aromo Junction–Kole Border (12kms);

Odokomit–Apach Border (6 kms); Ngetta Junction–Kole Border (4 kms); British Corner–Boroboro–Soroti road (5 kms); and Barr Trading Centre–Alebtong Border (10.3 kms).

The district also undertook rehabilitation of 28 km of roads including: Omito–Amucha (6.4 kms); Akia–Ewal (8.3 kms); and Olilo Junction to Amach (12kms), among others. There was ongoing construction of: Apoka–Aromo Junction (13.4 kms); Corner AbicAtanga and Acanpii Abongorwot (12 kms); Barr Secondary School–Bardyang and Onywako–Atapara Market (10.5 kms) and Okio–Apuce-libi (14 kms).¹⁹ All these works notwithstanding, there were stretches of road in very poor condition. These included: Aromo–Agweng; Agali and Alito to Ogur roads.

Figure 6: Amach-Agali and Agweng to Aromo roads



Source: ACODE Digital Library, August 2013.

Focus Group Discussions from various sub-countries drew mixed reactions about the state of the roads in the sub-counties as follows:

“.....the road from Centre Amach is very smooth but very narrow....also the contractor maintained the Boroboro- Amach road and it has no problem” **Participant, Amach Sub-county, September 2013.**

“The road from Corner Amach to Agali Sub-county is in a poor condition with huge pot holes. Some stretches are impassable.” **FGD Participant, Amach Sub-County, September 2013.**

“The road gangs that maintain the Agweng to Aromo road take long and it becomes and narrows the road yet they are paid on a monthly basis.” **FGD Participant, Agweng Sub-County, September 2013.**

¹⁹ See, Lira District State of the District Address, 2012/13

2.2.5 Water and Sanitation

The total district safe water coverage is currently at 64%. In addition to 2,215 safe water sources reported in FY 2011/12, the district drilled 14 more boreholes; dug 4 shallow wells; 8 protected springs in Ngetta, Adekokwok, Lira, Agali and Amach sub-counties and rehabilitated 12 boreholes in FY 2012/13.²⁰ This was an attempt to increase access to safe water in the district. The functionality rate of all the water sources stands at 77.4% which is below the national standard of 80%. It should be noted, however, that there are communities that still do not have access to safe water and as such have taken to fetching dirty and contaminated water from swamps.

Figure 7: Members of community fetching unsafe surface water (left) as compared to photo (right) showing others at a borehole in Agweng Sub-county



Source: ACODE Digital Library, August 2013

The most-cited issues related to water during the FGDs included: shortage of water due to drying up of some water sources; long distances (beyond 1 km) to most water sources; long queues at the water sources; flooding of most of unprotected and protected water springs during rainy season; contamination of unprotected water sources; poor use and maintenance of water facilities due to the negative attitude by communities towards protection of water sources.

2.2.6 Agriculture

Agriculture is the mainstay of Lira District's local economy with 81% of the population engaged in subsistence farming. Crops grown mainly include: millet, simsim, cassava, groundnuts, beans, pigeon peas, cowpeas, sorghum, sweet potatoes, rice, sunflower, soya beans and maize that serve both as food and cash crops. The district also has stocks of cows, goats, sheep and poultry.

²⁰ See, Lira District State of the District Address, 2012/13

Over the years, the National Agricultural Advisory Services (NAADS) has been an integral part of Uganda's agricultural transformation.²¹ There was no policy on agricultural extension until the establishment of NAADS. During the FY 2012/2013, Lira District Local Government supported a number of farmers with planting and breeding materials in a drive to fight food insecurity and poverty. NAADS alone supported 2,772 Food Security Farmers, 252 Market Oriented Farmers and 26 commercializing farmers particularly in Lira, Agali, Ngetta, Amach and Ogur sub-counties. NAADS has had a number of challenges particularly at the implementation stage, including: confiscation of NAADS funds by URA;²² poor payback of 70% cash and 100% of in-kind support by market oriented farmers and commercializing farmers respectively; and, lack of co-operation and willingness by farmers to offer land for demonstration sites.

According to the Annual Report of the Auditor General for the year ended 30th June 2011:

- There were cases of mismanagement of technologies due to poor enterprise selection, negative farmer attitudes, inadequate farmer training and short preparatory time for construction of structures. As a result, some farmers sold off inputs and the technologies.
- The majority of farmers did not maintain records, thereby impairing profitability analysis and resource management.
- There was irregular monitoring and evaluation of NAADS activities by all the key stakeholders, resulting in corrective action not being undertaken in a timely manner.

In the entire district, agricultural extension had reached few farmers, and the effectiveness of messages and approaches was questionable. This was due to the fact that there was limited access to knowledge and information to farmers; low adoption rate; and, poor accessibility of technologies due to poor delivery systems. The transformation of extension services did not build on the strengths of the past. It heavily relied upon expert advice; has mainly been more foreign than local; and, has mainly depended on donor funding. The policy and mechanisms to empower the farmer to demand for, pay for and control extension services are in place; but the dilemma is: Will the farmers be able to manage extension services after years of trailblazing of NAADS?

21 Mbabazi, J., et al. (2013) Local Government Councils' Performance and Public Service Delivery in Uganda: Lira District Council Score-card Report 2011/12. ACODE Public Service and Accountability Report Series, No.7, 2013. Kampala.

22 URA seized Ush. 286m from three accounts of Lira District at DFCU Bank including NAADS money due to non-remittance of taxes to the tune of Shs 555 million. A total of UGX 127,152, 607 removed from Division accounts; Central UGX (40,730,000), Ojwina UGX (19,500,000), Adyel UGX 19,932,067 and Railways UGX 47,000,000. As a result, all NAADS activities in the district grounded to a halt as there was no money to fund the projects.

2.2.7 Environment and Natural Resources

The Environment and Natural Resource Department consists of: Environment and Wetlands sub-sectors; Land Management Sector (Survey, physical planning, cartography, valuation, and registration of titles), and Forestry sub-sector. The district is endowed with Okole, Moroto, and Olweny wetland systems. The only available surface water is from Moroto wetland system and the existing network of other permanent and seasonal wetlands in the district. The district has occasional reported cases of buffaloes and lions that cross in to the district from the Kidepo Valley National Park. The small animals available include the velvet monkeys, edible rats, and wild rabbits in fringe forests around wetlands. These resources are supposed to be conserved in perpetuity for future generations. The department still does not have adequate staff with filled approved positions up to 70% level as reported in FY2011/12 assessment report. Key vacant positions include: Natural Resources Officer, Physical Planner, Registrar of Titles; and Forestry Officer at the district level. With regard to wetlands,²³ up to 46% of the Okole Wetland has been encroached upon and degraded by communities for farming. A number of other challenges are still haunting the department, including: inadequate funds for planned activities; and lack of understanding by all stakeholders of the need for sustainable environmental management. The encroachment and degradation of wetlands continue to be threats in terms of dwindling surface and ground water availability, micro-climate change, scarcity of wetland products, with adverse consequences on the quality of life of the communities who depend directly on the wetlands for livelihoods.

23 Wetlands in Lira District cover about 419 km², of which 298 km² are permanent, while 121km² are seasonal wetlands.

3. THE SCORE-CARD FINDINGS AND INTERPRETATIONS

The score-card is premised on a set of parameters which guide the assessment of the extent to which Local Government Council organs and councilors perform their responsibilities.²⁴ The parameters in the score-card are based on the responsibilities of the local government councils. The organs assessed are the district local government council, district chairperson, district speaker and the individual councilors. The performance of the local government council is based on the assessment of responsibilities of the councils categorized under the following parameters: legislation function; contact with the electorate; participation in planning and budgeting; participation in lower local government council meetings; and, monitoring of service delivery in councilors' electoral areas.²⁵

3.1 The District Council Score-card

The score-card assessment focused on Lira District Local Government Council as the highest authority with political, legislative, administrative and executive powers within the local government. The parameters for assessment of council are derived from the functions of the local government councils as stipulated under the Local Government Act.²⁶ The score-card assessment intends to bring to the fore the extent to which Lira District Local Government Council was able to exercise its mandate. This mandate relates to legislation, planning and budgeting, enforcing accountability and monitoring service delivery. Table 6 shows the details of the council performance on each assessed parameter.

24 See, Third Schedule of the Local Governments Act, Section 8.

25 See, Godber, Tumushabe, E. Ssemakula, and J. Mbabazi, (2012). Strengthening the Local Government System to Improve Public Service Delivery Accountability and Governance, ACODE Policy Research Series, No. 53, 2012, Kampala.

26 The powers of the Local Government Councils are outlined in Part IV, sections 31 – 45 of the Local Government Act.

Table 6: Performance of Lira District Council in FY 2012/13

Performance Indicators Year	Actual Score	Maximum Scores	Remarks
1. LEGISLATIVE ROLE	18	25	<p>The District Council had a functional Committee of Council. (DEC). Minutes show that the committee met 12 times in FY 2012/13.</p> <p>The district Council did not pass any ordinance</p>
Adopted model rules of Procedure with/without debate (amendments)	2	2	
Membership to ULGA	1	2	
Functionality of the Committees of Council	3	3	
Lawful Motions passed by the council	3	3	
Ordinances passed by the council	0	3	
Conflict Resolution Initiatives	0	1	
Public Hearings	2	2	
Evidence of legislative resources	2	4	
Petitions	2	2	
Capacity building initiatives	3	3	
2. ACCOUNTABILITY TO CITIZENS	16	25	<p>Petition about alleged financial mismanagement by the CAO presented and discussed in an emergency council meeting held on 24th June 2013 (Min.03/ECM/06/2013).</p> <p>Motion on girl child education presented and discussed in council on 6th and 7th March 2013 (Min. 05/MC/03/2013).</p> <p>Displayed quarterly releases of funds to LLGs on the district notice board. Such quarterly releases were not displayed in other offices in the district and sub-county headquarters or other service delivery units in the district like schools and health centres.</p>
Fiscal Accountability	3	4	
Political Accountability	5	8	
Administrative Accountability	6	8	
Involvement of CSOs, CBOs, Citizens private sector, professionals, and other non-state actors in service delivery	2	2	
Commitment to principles of accountability and transparency	0	3	
3. PLANNING & BUDGETING	16	20	<p>Budget Framework Paper was approved in the last FY.</p> <p>Presentation and laying of the budget for FY2012/2013 in the council meeting of 28th June 2013 (Min.3 (b)/MC/06/2013).</p> <p>Laying of the budget estimate FY 2012/2013 (Min.3 (a)/PNR/July/2013).</p> <p>Works and Technical Services Committee in its meeting held 16th Aug.2012: presentation and approval of work plan for the FY 2012/2013 (Min. 5/WTS/August/2013). Education and health in it committee meeting held on 17th August 2012:</p> <p>Presentation and approval of budget for health and education department (Min.4a (II)/August E&H/2012), (Min 4b (II)/E&H/August/2012),. (Min.4/LDLC/August/2012)</p>
Existence of Plans, Vision and Mission Statement	5	5	
Approval of the District Budget	4	4	
Local Revenue	7	11	
4. MONITORING SERVICE DELIVERY ON NPPAs	12	30	<p>a) 4th Quarterly monitoring report of the Standing Committee of Education and Health dated 13th July.2012, E&H Monitoring report on PHC activities dated on 21st DEC 2012, E&H Monitoring report of Health projects in June 2013</p> <p>b) HC's visited included: Anyangatir HCIII, Ongica HCII, Agali HCIII, Barr HCIII, Alik HCII, Abungu HCII, Ogur HCIV.c) 4th Quarterly monitoring report of the Standing Committee of Education and Health dated 13th July.2012, E&H Monitoring report on PHC. a) 3rd and 4th Quarterly Monitoring report of the Standing Committee of Work and Technical Services presented to Council on 21st Dec.2012. b) No water point was indicated to have been monitored in the report. c) Report of the Standing Committee of Work and Technical Services presented to council on 21st December 2012.</p>
Education	0	5	
Health	3	5	
Water and Sanitation	0	4	
Roads	3	4	
Agriculture and Extension	3	4	
Functional adult Literacy	3	4	
Environment and Natural Resources	0	4	
TOTAL	62	100	Improvement from 49 to 62 in FY 2011/12 and 2012/13 respectively

In the FY2012/13, Lira District Council scored a total of 62 out of 100 possible points - an improvement of 13 points compared to FY 2011/12. The best performance was exhibited under the legislative role (18 out of 25 points) where: Council had adopted the standard rules of procedure; had functional standing committees; council passed lawful motions; and, conducted public hearings. The district was not able to pass any ordinance regarding service delivery concerns or other social issues in the district. It was also noted that there was no initiative to resolve a conflict within the different principals of the district. This conflict was mainly between the factions of the CAO, the Chairman and the Executive and the Council. Further, the Council performed poorly in monitoring service delivery, particularly in the areas of: Education; Water and Sanitation and Environment and Natural Resources. Under Education, the standing committee responsible monitored mainly health centres. The reports generated did not indicate that there were any schools that were monitored. Under water and sanitation, the responsible standing committee also did not feature any water source monitored during 2012/13. The performance of all the 26 districts councils covered by the assessment is shown in *Annex 1*.

3.2 District Chairperson

The District Chairperson is supposed to provide leadership to the district, monitor administration of the district, oversee performance of civil servants, co-ordinate and monitor government functions between the local and central government. The Chairperson of Lira District Local Government during the assessment was Hon. Oremo Alex Alot. The chairman is a member of the Uganda People's Congress political party. *Table 7* provides details of his performance across the assessed parameters.

Table 7:Chairperson's Score-card

Name	Alex Oremo Alot		
District	Lira		
Political Party	UPC		
Gender	Male		
Number of Terms	1		
Total Score	76		
ASSESSMENT PARAMETER	Actual Score	Maximum Score	Comments
1. POLITICAL LEADERSHIP	19	(20)	<p>The chairperson presided over eleven DEC meetings He delegated to the vice chairperson once on 08th.01.2013.</p> <p>The chairperson wrote a letter to the Minister of LG Ref: "Write-off Of Outstanding Advance" as a resolution of District Council in its sitting of 6th and 07th March 2013 (Min. 03/2/MC/03/2013).</p> <p>b) There was no evidence to show that the chairperson evaluated the performance of council. There was evidence of correspondence with Chairpersons LCIII of Lira District (Ref: Maintenance Of Water Source dated 13th.Oct.2013). Held a consultative meeting between the district and Lira municipal council stakeholders on 19th.11.2012 in his office to resolve a conflict between the municipal council and the DSC over recruitment of staff. (Min. 03(a)/DLCM/Nov/2012), Min.03(b)/DLCM/Nov/2012, (Min. 03(c)/DLCM/Nov/2012).</p> <p>The State of District Address was presented during main council meeting held on the 6th and 7th March 2013 (Min. 3/MC/03/2013).</p> <p>There was evidence of correspondence with the Minister of LG, Ref no. COU/307/5. Subject: Donation of Land for Development of Lira University dated 4th Dec. 2012.</p>
Presiding over meetings of Executive Committee	3	3	
Monitoring and administration	4	5	
Report made to council on the state of affairs of the district	2	2	
Overseeing performance of civil servants	4	4	
Overseeing the functioning of the DSC and other statutory boards/committees(land board, PAC,)	2	2	
Engagement with central government and national institutions	4	4	
2. LEGISLATIVE ROLE	8	(15)	<p>The chairperson attended four main council sittings on the following dates 6th and 7th.03.2013/ 27th.08.2012/ 28th. June.2013/ 21st.Dec.2012 and one emergency meeting on the 3rd and 12th Dec. 2012. There were no motions and bills presented by the executive to council. There was no evidence of bills presented by the DEC to council during the year under review.</p>
Regular attendance of council sessions	2	2	
Motions presented by the Executive	6	6	
Bills presented by the Executive	0	7	
3. CONTACT WITH ELECTORATE	9	(10)	<p>The chairperson did not have a programme of meeting with the electorate. But he held a meeting at Aromo Sub-county on the 18th-22nd.02.2013, Ogur and Agweng sub-counties on 19. .02. 2013 and Adekokwok and Ngetta sub-counties on the 20th.02.2013, Amach and Agali 21st.03.2013 and Barr sub-county on 22nd.02.2013. He also appeared on Radio WA, Unity FM and Voice of Lango to discuss: the State of the District Address 2012/2013; ACODE score-card results 2011/2012; NAADS assessment report 2011/2012 and councilors petition to refer back CAO to Ministry of Public Service.</p>
Programme of meetings with Electorate	4	5	
Handling of issues raised and feedback to the electorate	5	5	
4. INITIATION AND PARTICIPATION IN PROJECTS IN ELECTORAL AREA	10	(10)	<p>Initiated Anai Fish Hatchery (AFH) and Produce Store Development (PSD) supported by WFP in Lira Sub-County during year under review.</p> <p>Wrote communications to Community dated 14th.06.2013, 1st.May.2013, 28th.June 2013.</p> <p>Contributed 500,000Ug. Shillings to St. Peter Anai Church and One Million Ug. Shillings to retired Arch. Bishop of COU (Luke Henry Orombi).</p>
Projects initiated	3	3	
Contributions to communal Projects/activities	2	2	
Linking the community to Development Partners/ NGOs	5	5	

5. MONITORING SERVICE DELIVERY ON NATIONAL PRIORITY PROGRAMME AREAS	30	(45)	<p>The chairperson monitored: Amach HCIII, Aromo HCIII, Ogur HCIV, Barr HCIII, Akangi HCII, Ongica HCIII, Barapwo HCIII, Anyangatir HCIII, Abungu HCII and Apuce HCII and prepared a report (dated May 18th 2013 available). He was part of the DEC monitoring Team for PRDP during first quarter on 10th -13th December 2012. DEC PRDP Monitoring 2nd quarter carried out on 1st-3rd April 2013 (Report dated April 11th 2013). Monitored rehabilitation works under ALREP-CESVI in Ogur, Ngetta and Barr for : Ogur Sub-county to Barlonyo to Apala Road of 8.5km, oritigo to Ogur (5km) Ngetta Sub-county to Ongica Central to Ongica P.S (3.8Km) and Okioyere to Aliik (3.6km) and Barr Sub-county to Akura (8.5km) (Report on Monitoring ALREP Project implementation in 5 sub-counties dated March 13, 2013). The chairperson monitored water sources in 9 sub-counties. As part of DEC Monitored Drilling of Boreholes in Wigweng and Alworo(Report for DEC 1st Quarter PRDP monitoring dated February 5th 2013). Monitored drilling of a borehole at Okile, Okile Parish Agali Sub-county (Report for PAF Monitoring 1st Quarter 2012/13 dated February 12, 2013).</p> <p>There was evidence of correspondence with Chairpersons LCIII of Lira District (Ref: Maintenance Of Water Source dated 13th.Oct.2013). There was no evidence to show that the chairperson had monitored FAL and ENR.</p>
Monitored Agricultural services	6	7	
Monitored Health Service delivery	6	7	
Monitored schools in every sub-county	6	7	
Monitored road works in the district	6	7	
Monitored water sources in every sub-county	6	7	
Monitored functional Adult literacy session	0	5	
Monitored Environment and Natural Resources protection	0	5	
TOTAL	76	100	Great improvement from 40 to 76 points in 2011/12 and 2012/12 annual assessments respectively.

The District Chairperson, Hon. Alex Oremo Alot, scored 76 out of the 100 possible points showing an improvement of 36 points from the 2011/12 assessment. His main areas of improvement were: record-keeping, particularly monitoring reports and a correspondences file. The chairperson also improved his contact with the electorate where he was able to conduct a number of meetings in: Aromo Sub-county on 18, 22 February 2013, Ogur and Agweng sub-counties on the 19 February 2013 and Adekokwok and Ngetta sub-counties on 20 February 2013, Amach and Agali 21 March 2013 and Barr Sub-County on 22 February 2013 among others. He also featured on Radio WA, Unity FM and Voice of Lango to discuss: the State of the District Address 2012/2013; ACODE score-card results 2011/2012; NAADS assessment report 2011/2012 and councilors' petition to refer back the CAO to Ministry of Public Service. However, the chairperson did not have a schedule of the meetings he had planned to conduct. The assessment also revealed that the chairperson had not monitored Environment and Natural Resources and Functional Adult Literacy programme in the district. A comparison of all district chairpersons' performance in the 26 districts is presented in *Annex 2*.

3.3 District Speaker

Hon. Martin Ocen Odyek was the District Speaker during the period of assessment. This was his second time to be assessed under the Local Government Council's Score-card Initiative. *Table 8* provides details of his performance during FY 2012/13.

Table 8: Speaker's Performance in FY2012/13

Name	Martin Ocen Odyek	Level of Education	Degree
District	Lira	Gender	Male
Sub County	Railway Division	Number of Terms	1
Political Party	UPC	Total	75
ASSESSMENT PARAMETER	Actual Score	Maximum Score	Comments
1. PRESIDING AND PRESERVATION OF ORDER IN COUNCIL	25	(25)	<p>The Speaker chaired council meetings on: 27.08.2012; 3rd .and 12th October 2012; 21.12.2012; 16.05.2013; 28.06.2013 and the 6 and 7. 03.2013. Chaired halfway the Emergency council meeting held 24th.June2013 and delegated to his deputy to complete.</p> <p>Presided over business committee meetings held on: 20thAug.2012; 12thDec.2012; 1st. Mar.2012; 8thMay.2013and 24th June 2013. On the 24thSep.2012 delegated to deputy.</p> <p>Minutes for six sittings were produced and are on file.</p> <p>Received 4 Private Member Motions and were tabled in council, i.e. (i) by Hon. Grace Geoffrey Ogweng on Girl Child Education (Min.05/MC/03/2013) and (ii)on Amendment of Rule 67 of rule of procedure(Min .05/MC/12/2012); (iii) Motion by Hon. Ogwang Moses Adonyo on petition seeking removal of Lira District RDC ; (iv)Motion to refer back CAO to MoPS by Hon. Obalim T. Jefferson.</p>
Chairing lawful council/ meetings	3	3	
Rules of procedure	9	9	
Business Committee	3	3	
Records book with Issues/ petitions presented to the office	2	2	
Record of motions/bills presented in council	3	3	
Provided special skills/knowledge to the Council or committees.	5	5	
2. CONTACT WITH ELECTORATE	9	(20)	<p>There was evidence of meetings held with the electorate. There was evidence of an office (his home) but only two people had signed the visitors' book and indicated reasons for their visit.</p>
Meetings with Electorate	3	11	
Office or coordinating centre in the constituency	6	9	
3. PARTICIPATION IN LOWER LOCAL GOVERNMENT	0	(10)	<p>Had only attended two council meetings of Railway division on: 24th04/2013 and 2nd/04/2013 which is below the threshold of at least 4 meetings in a financial year.</p>
Attendance in sub-county Council sessions	2	10	
4. MONITORING SERVICE DELIVERY ON NATIONAL PRIORITY PROGRAMME AREAS	39	(45)	<p>Monitored the health facility in Railway Division, produced a report on health service delivery in the division on 20th /5/2013.</p> <p>-Wrote to the Municipal Health Officer on the state of Ayago HCIII on 22nd/6/2013.</p> <p>Monitored Primary Education Services in Railways division on 13th/5/2013.</p> <p>- Wrote a letter on the state of Education services in the Division to Municipal Education Officer on 26th/6/2013.</p> <p>Monitored Kitgum road-Ayago HCIII road -1 Parliament road all in Ayago, Bar-onger and Railways parishes.</p> <p>Prepared report on state of the roads in Railways division dated 10th June 2013.</p> <p>Informed the Municipal Engineer Lira Municipality in letter dated 26th June 2013.</p> <p>There was no evidence to show that FAL and ENR were monitored.</p>
Monitoring Health Service delivery	7	7	
Monitoring Education services	7	7	
Monitoring Agricultural projects	7	7	
Monitoring Water service	7	7	
Monitoring Road works	7	7	
Monitoring Functional Adult Literacy	3	5	
Monitoring Environment and Natural Resources	1	5	
TOTAL	75	100	<p>Great improvement from 26 to 75 points in 2011/12 and 2012/12 assessments respectively</p>

Hon. Martin Odyek Ocen scored 75 out of 100 possible points - an improvement of 49 points. His major leap forward was exhibited in monitoring, producing monitoring reports and making follow-up reports mainly in the sectors of agriculture, education, health, water and sanitation and roads. It was also noticeable that the Speaker continued to execute his legislative role where he was able to garner 25 out of 25 points. However, his performance in contact with the electorate remains low. This was due to lack of evidence of a schedule of meetings in his constituency and a report on meetings held and possible issues that could have emerged. A comparison of all district speakers' performance in the other 25 districts is presented in *Annex 3*.

3.4 District Councilors

Councilors elected to the District Council have a range of functions and responsibilities by virtue of their offices. Therefore, the assessment of councilors under the LGCSCI is premised on the roles and responsibilities provided for under the Local Governments Act. In this regard, their assessment is based on a number of parameters derived from this Act. These parameters include: (i) legislative role; (ii) contact with the electorate; (iii) participation in the lower local government; and (iv) monitoring of service delivery on NPPAs. Lira District Local Government Council had a total of 25 councilors,²⁷ all of whom were assessed.

The findings revealed that the best male councilor in the district was, Hon. Add Ogwang Oyang, representing Ogur Sub-county who scored 88 out of 100 points. Compared to the assessment conducted in FY 2011/12, Hon. Add Ogwang Oyang improved by 57 points. The best female councilor was Hon. Ayo Proscovia Otyek, representing Lira Sub-county, who got 73 out of 100 points. The councilor who showed the highest level of improvement was Hon. Medina Okello Akeng, from 10 to 71 points (610%). Across the parameters, most councilors mainly exhibited the best performance in meeting their electorate and legislative role. Participation in lower local governments is still an uphill task for most of the councilors as it exhibited the worst performance. It should be noted that compared to the assessment conducted in 2011/12, councilors have mainly improved in: holding meetings with citizens in their electoral areas; planning for their meetings and other activities; monitoring of services and on-going government programmes; report writing and following up with authorities on service delivery concerns identified. *Table 9* shows the details of the performance of all assessed councilors in Lira District Local Government Council.

²⁷ This total excludes the Chairperson and Speaker who have been assessed separately in accordance with their unique roles and responsibilities under the LGA.

Table 9: Score-card performance for Lira District Councilors in FY2012/13

|--|--|--|--|--|--|--|--|--|--|--|--|--|--|--|--|--|--|--|--|--|--|--|--|--|--|--|--|--|--|--|--|--|--|--|--|--|--|--|--|--|--|--|--|--|--|--|--|--|--|--|--|--|--|--|--|--|--|--|--|--|--|--|--|--|--|--|--|--|--|--|--|--|--|--|--|--|--|--|--|--|--|--|--|--|--|--|--|--|--|--|--|--|--|--|--|--|--|--|--|--|--|--|--|--|--|--|--|--|--|--|--|--|--|--|--|--|--|--|--|--|--|--|--|--|--|--|--|--|--|--|--|--|--|--|--|--|--|--|--|--|--|--|--|--|--|--|--|--|--|--|--|--|--|--|--|--|--|--|--|--|--|--|--|--|--|--|--|--|--|--|--|--|--|--|--|--|--|--|--|--|--|--|--|--|--|--|--|--|--|--|--|--|--|--|--|--|--|--|--|--|--|--|--|--|--|--|--|--|--|--|--|--|--|--|--|--|--|--|--|--|--|--|--|--|--|--|--|--|--|--|--|--|--|--|--|--|--|--|--|--|--|--|--|--|--|--|--|--|--|--|--|--|--|--|--|--|--|--|--|--|--|--|--|--|--|--|--|--|--|--|--|--|--|--|--|--|--|--|--|--|--|--|--|--|--|--|--|--|--|--|--|--|--|--|--|--|--|--|--|--|--|--|--|--|--|--|--|--|--|--|--|--|--|--|--|--|--|--|--|--|--|--|--|--|--|--|--|--|--|--|--|--|--|--|--|--|--|--|--|--|--|--|--|--|--|--|--|--|--|--|--|--|--|--|--|--|--|--|--|--|--|--|--|--|--|--|--|--|--|--|--|--|--|--|--|--|--|--|--|--|--|--|--|--|--|--|--|--|--|--|--|--|--|--|--|--|--|--|--|--|--|--|--|--|--|--|--|--|--|--|--|--|--|--|--|--|--|--|--|--|--|--|--|--|--|--|--|--|--|--|--|--|--|--|--|--|--|--|--|--|--|--|--|--|--|--|--|--|--|--|--|--|--|--|--|--|--|--|--|--|--|--|--|--|--|--|--|--|--|--|--|--|--|--|--|--|--|--|--|--|--|--|--|--|--|--|--|--|--|--|--|--|--|--|--|--|--|--|--|--|--|--|--|--|--|--|--|--|--|--|--|--|--|--|--|--|--|--|--|--|--|--|--|--|--|--|--|--|--|--|--|--|--|--|--|--|--|--|--|--|--|--|--|--|--|--|--|--|--|--|--|--|--|--|--|--|--|--|--|--|--|--|--|--|--|--|--|--|--|--|--|--|--|--|--|--|--|--|--|--|--|--|--|--|--|--|--|--|--|--|--|--|--|--|--|--|--|--|--|--|--|--|--|--|--|--|--|--|--|--|--|--|--|--|--|--|--|--|--|--|--|--|--|--|--|--|--|--|--|--|--|--|--|--|--|--|--|--|--|--|--|--|--|--|--|--|--|--|--|--|--|--|--|--|--|--|--|--|--|--|--|--|--|--|--|--|--|--|--|--|--|--|--|--|--|--|--|--|--|--|--|--|--|--|--|--|--|--|--|--|--|--|--|--|--|--|--|--|--|--|--|--|--|--|--|--|--|--|--|--|--|--|--|--|--|--|--|--|--|--|--|--|--|--|--|--|--|--|--|--|--|--|--|--|--|--|--|--|--|--|--|--|--|--|--|--|--|--|--|--|--|--|--|--|--|--|--|--|--|--|--|--|--|--|--|--|--|--|--|--|--|--|--|--|--|--|--|--|--|--|--|--|--|--|--|--|--|--|--|--|--|--|--|--|--|--|--|--|--|--|--|--|--|--|--|--|--|--|--|--|--|--|--|--|--|--|--|--|--|--|--|--|--|--|--|--|--|--|--|--|--|--|--|--|--|--|--|--|--|--|--|--|--|--|--|--|--|--|--|--|--|--|--|--|--|--|--|--|--|--|--|--|--|--|--|--|--|--|--|--|--|--|--|--|--|--|--|--|--|--|--|--|--|--|--|--|--|--|--|--|--|--|--|--|--|--|--|--|--|--|--|--|--|--|--|--|--|--|--|--|--|--|--|--|--|--|--|--|--|--|--|--|--|--|--|--|--|--|--|--|--|--|--|--|--|--|--|--|--|--|--|--|--|--|--|--|--|--|--|--|--|--|--|--|--|--|--|--|--|--|--|--|--|--|--|--|--|--|--|--|--|--|--|--|--|--|--|--|--|--|--|--|--|--|--|--|--|--|--|--|--|--|--|--|--|--|--|--|--|--|--|--|--|--|--|--|--|--|--|--|--|--|--|--|--|--|--|--|--|--|--|--|--|--|--|--|--|--|--|--|--|--|--|--|--|--|--|--|--|--|--|--|--|--|--|--|--|--|--|--|--|--|--|--|--|--|--|--|--|--|--|--|--|--|--|--|--|--|--|--|--|--|--|--|--|--|--|--|--|--|--|--|--|--|--|--|--|--|--|--|--|--|--|--|--|--|--|--|--|--|--|--|--|--|--|--|--|--|--|--|--|--|--|--|--|--|--|--|--|--|--|--|--|--|--|--|--|--|--|--|--|--|--|--|--|--|--|--|--|--|--|--|--|--|--|--|--|--|--|--|--|--|--|--|--|--|--|--|--|--|--|--|--|--|--|--|--|--|--|--|--|--|--|--|--|--|--|--|--|--|--|--|--|--|--|--|--|--|--|--|--|--|--|--|--|--|--|--|--|--|--|--|--|--|--|--|--|--|--|--|--|--|--|--|--|--|--|--|--|--|--|--|--|--|--|--|--|--|--|--|--|--|--|--|--|--|--|--|--|--|--|--|--|--|--|--|--|--|--|--|--|--|--|--|--|--|--|--|--|--|--|--|--|--|--|--|--|--|--|--|--|--|--|--|--|--|--|--|--|--|--|--|--|--|--|--|--|--|--|--|--|--|--|--|--|--|--|--|--|--|--|--|--|--|--|--|--|--|--|--|--|--|--|--|--|--|--|--|--|--|--|--|--|--|--|--|--|--|--|--|--|--|--|--|--|--|--|--|--|--|--|--|--|--|--|--|--|--|--|--|--|--|--|--|--|--|--|--|--|--|--|--|--|--|

3.5 Interpretation of Results

In totality, the District council, the chairperson, the speaker and individual councilors improved their performance. However, the qualitative improvement in the performance of the council, chairperson, and speaker, does not translate into tangible service delivery outcomes across all the sectors. Notable improvements were recorded in the following areas:

- a) **Writing of Minutes of Council:** Analysis of the different sets of Minutes of Council revealed that there had been a commendable improvement. The Minutes of Council were not only produced in a timely manner but they were also able to capture a number of contributions from the members and ex-officials of Council. There has been a departure from the Minutes of Council of FY 2011/12 where the minutes could not attribute discussions, debates or information to particular members of council. Such an improvement therefore enabled the assessment to know the level of participation of members in the deliberations in the council proceedings. This was mainly attributed to the training provided to clerks to council in the districts covered by the LGCSCI and ability of Lira DLG to have a video recording of all council proceedings that are usually used as a reference.
- b) **Improvement in Record Keeping:** One of the major challenges revealed in the assessment conducted in the FY 2011/12 was poor record keeping. And, as such, the chairperson, speaker and individual councilors performed unsatisfactorily due to lack of records of most of the activities they had undertaken. During the latest assessment (2012/13), it has been revealed that the district chairperson, the speaker and most of the individual councilors had improved their recording of the activities they had undertaken. Most of the success stories in the improvement of record keeping were mainly attributed to councilors' ownership of diaries specifically designed for and distributed to all councilors by ACODE. These diaries provide information on the duties of Council, Councilors, Chairperson and Speaker and provide a daily journal for activities undertaken for a full financial year. In addition, this improvement was also attributed to the design of a monitoring reporting format designed by the Office of the Speaker and shared with all councilors. This reporting format was designed to assist councilors in preparing the service delivery monitoring reports in their electoral areas.
- c) **Report Writing:** It is commendable that there has been a significant improvement in reporting of what council, chairperson, speaker and individual councilors have been involved in on behalf of council and their

respective electoral areas. The chairperson, standing committees, speaker and individual councilors have started evolving a culture of writing reports about activities related to their mandates. The assessment established that a number of reports about activities undertaken, monitoring, and service delivery concerns from the community have been written and shared among the members of council and the technical team. It was also noted that the district chairperson, the speaker and several councilors wrote follow-up letters to sub-county chiefs, town clerks, heads of department and the CAO, seeking action on service delivery concerns raised in the reports shared. This is a good practice that needs to be enhanced in order for the political actors to enable the technical personnel to deliver services to the citizens better.

- d) **Civic competence of the citizens:** There was a noticeable improvement in the civil competence of the citizens in Lira District, particularly about the roles of their local leaders, though the magnitude cannot be stated in certain terms. The LGCSCI performance results for Lira DLG were picked and publicized by the media, in addition to intensive dissemination conducted by ACODE. The participation of the media in the dissemination of these results attracted the interest of the citizens in the performance of the leaders. The call-in radio talk-shows held in the district gave prominence to the roles and responsibilities of the local leaders which helped in building the awareness of the citizenry about what their leaders are supposed to do and how they performed according to the score-card. This generated discomfort among individuals whose performance was weak.
- e) **Improved awareness of councilors on their roles and responsibilities:** As a result of the previous assessment, and the inception meeting held in the district, the chairperson, the speaker and the councilors have exhibited increased awareness and understanding of their roles and responsibilities as provided for under the LGA.

3.6 Factors that affected performance

The performance of Lira District Local Government Council was undermined by a number of factors that are both internal and external. These include the following:

3.6.1 Internal Factors

a) Conflict among the Principals in the District

During the assessment, it was established that there was conflict between some sections of technical staff and the office of the CAO regarding redeployment of some technical staff. This created a poor working relationship between the parties involved. There was a conflict between some councilors and the RDC arising from the tabling of private member's motion in Council against the RDC by Hon. Ogwang Moses Odonyo, Councilor representing Adekokwok Sub-county, seeking the removal of the RDC from her office. The movers of this motion even petitioned the President on the same matter. There was also an atmosphere of animosity between the CAO, the DEC and Council arising from a petition to refer back the CAO to the Ministry of Public Service. The petitioner, Hon. Patrick Ongom, the area councilor for Agweng Sub-county moved that the CAO be referred back to the Ministry and disciplinary action be taken against him for incompetence and abuse of office (Min. 03/ECM/06/2013). This petition resulted in the creation of cliques of those for and against the motion which heightened tension between the Office of the Speaker, the Chairperson and the CAO.

b) Conflict of interest in the awarding of contracts

A report of the Standing Committee of Works and Technical Services also highlighted a number of challenges that have constrained service delivery particularly in the road sector. The report states that during the FY 2011/12, 54 contractors were awarded contracts for routine road maintenance. However, most of these contractors: a) were junior officers of the district, or were wives or close relatives of the district staff; b) did not execute the contracts even after accepting them and receiving payments; and c) payments were made for some contractors but there was no work done (Lira District Local Government Council, 2012).²⁸ This report indicated that there were conflicts of interest in the awarding of some contracts contrary to Section 37 (6) of the PPDA Act, 2003.²⁹ The report also showed there was poor management of contracts, particularly in monitoring the execution of such contracts to ensure completion as per the bills of quantities or specifications.

c) Delays in the procurement process

There were considerable delays in the procurement process which led to eventual delays in the delivery of services to the communities. These delays

²⁸ Lira District Local Government (2012), The Report of the Standing Committee of Works and Technical Services Presented to Council in its meeting of 21st December 2012 at the District Council Hall

²⁹ Sec. 37(6) All members of the Evaluation Committee shall sign the Code of Ethics provided under the regulation made under this Act, declaring that they do not have a conflict of interest in the procurement requirement

include, but are not limited to: untimely solicitation for works and services; and running of many contracts in neighbouring districts by the local contractors which diminished their capacity.

d) Inadequate staffing

There was inadequate staffing where a number of staff in the LG were in acting positions and which has resulted in low staff morale in executing their duties in the acting positions. Consequently, there was more staff turnover and, as such, the remaining staff was overloaded with work. Further, the current halt on recruitment of staff had made it impossible to fill the gaps in the LG workforce.

e) Poor management of contracts

According to the Auditor General's Report for the year ended June 30th, there was poor management of contracts in the district. This concern that severely affected service delivery was again re-echoed by the PAC report of the same quarter. This mismanagement was manifested in the following ways:

i) Abandoned projects

- Staff house and Pit Latrine at Ongica HC III were works that remained incomplete. Yet by 26/09/12, 89% of the contract amount had been paid. It was noted that the contractor abandoned the project.
- Construction of staff house and four-stance latrines at Ogur Health Centre IV, where the contractor had been paid Shs 25,284,915(42%) and abandoned the work.

ii) Incomplete Projects

- Incomplete staff house and four-stance latrine at Ongicha HC III was contracted at Shs.60, 500,000 but the completion period had expired by 2/4/2012 and works remained incomplete.
- Incomplete house and four-stance latrine at Ogur HC IV where a contract was awarded to construct a house and a four-stance pit latrine at Shs. 61,000,000. At the time of audit inspection the works were still incomplete. The planned date of completion was 02/04/12.

iii) Procurement Irregularities involving Shs 109,117,000. A firm was contracted to construct two staff houses, a four-stance pit latrine and medical waste pit at Agali Health Centre III, at a contract sum of Shs.

109,117,000. Instead a two-stance pit latrine was constructed.³⁰ The Auditor General's report indicated that management did not avail the procurement and contract management files for the contract, contrary to Reg 46(2) and (3) of LGPPDAR (2006).³¹

f) Limited facilitation for Supervision and Monitoring

It was reported that the district had very limited facilitation for conducting supervision and monitoring of services across all the sub-counties. For instance, the Finance Department had no vehicle for supervision/monitoring/mentoring of sub-counties and all the sub-counties had no motorcycles to facilitate them on revenue mobilization. The Department of Production and Marketing had inadequate transport facilities (Motorcycles) for field extension staff. This was worsened by inadequate work tools and equipment particularly in the Department of Production and Marketing that had inadequate computers and furniture.

g) Limited participation in Lower Local Government Council Meetings

Councilor participation in Lower Local Government Council meetings had continued to be a challenge. The assessment of the FY 2012/13 still revealed that the majority of the councilors did not regularly attend council meetings at the Sub-county, Municipal and Division level. The results from the assessment attested that most councilors did not attend meetings at LLG level. A few who were able to attend hardly passed on any communication from the district to the LLG councils. Most councilors alleged that they were either not invited in such meetings or the meetings at the sub-counties coincided with council sittings at the district.

h) Failure to follow-up Service Delivery Concerns

While the majority of the district councilors reported to have undertaken monitoring in their sub-counties, most of them did not follow up of the service delivery concerns identified during the monitoring exercises. Monitoring

30 GoU, Office of the Auditor General (2012). Annual Report of the Auditor General for the year ended 30th June 2012. Volume 3. Local Authorities. Kampala

31 These and other Procurement Irregularities were identified by the Office of Auditor General Including: a) Procurement Irregularities. The District contracts Committee delegated officers to purchase various items totalling to Shs.74,896,950 vide Contract Committee Minute No. 004/17/2012 of 19/6/2012) instead of tendering the procurements. b) Rehabilitation of Ongura-KwoyoAtar road (11km). The contract was awarded to a firm at a sum of Shs 88,448,000. The start date was 24th June 2011 and end date of 24th Dec 2011. At the time of audit inspection the work was not completed and the contractor had abandoned the site. The contractor was paid Shs 24,347,246(28%). The length of the road was 5.3kms against the 11kms as specified in the bill of quantities. c) Construction of Box culvert at Okwaloamara under DANIDA road fund. A contract was awarded to a firm to construct a Box culvert at Okwaloamara at a cost of Shs 119,978,000 and Shs 55,698,548 (46.4%) had been paid. The start date was 13th Feb 2012 and end date of 13th May 2012. However at the time of audit inspection on 12th October 2012 the work was not complete and the contractor was not on site.

reports were generated but, in most cases, these reports were not shared with the respective authorities. There were few such correspondences between councilors and service providers following up on the issues raised in their reports.

3.6.2 External Factors

a) Budget cuts to the district

During the FY 2012/13, the district had a total budget of Ushs. 28,702,081,000= compared to shs.31, 927,702,000= for the FY2011/12 -- a 10% reduction in the projected revenue. This was due to a reduction in the Central Government transfers to the district. In addition, major development partners like UNICEF, WHO and DANIDA significantly reduced their funding support to the district by 71% (from UGX 1,757,187,000 in FY 2011/12 to 515,000,000 in FY 2012/13. This meant that even allocations to the different sectors reduced. The most affected sectors were Education, Community Based Services and Finance and Planning which suffered reductions of 6%, 7% and 4% respectively.

b) Over-reliance on funding from Central Government

Just like during the last assessment for 2011/12, Lira District Local Government continues to depend overwhelmingly on central government to finance its budget up to the tune of 97%. This was mainly due to meagre locally-generated revenue. Such a position therefore continued to undermine the autonomy of the district from the central government, given that most grants from the central government were conditional and earmarked for specific services. With a slight degree of flexibility (10% across sector budgets) permissible, the district could hardly take care of local priorities.

c) Low civic awareness among community members

It was evident that the citizens in Lira District were not fully aware of what to expect from their leaders and the different service delivery points. It was also recognized that the majority did not understand their rights, duties and responsibilities as citizens. As such, they could hardly hold their duty-bearers accountable.

4. CONCLUSION AND RECOMMENDATIONS

4.1 Conclusion

Overall, there has been an improvement in the score-card performance of Lira District Council, the District Chairperson, the Speaker and the individual Councilors. This improvement was mainly attributed to improvement in: quality of Minutes of Council; record keeping for activities undertaken; report writing; civic competence of the community; and, awareness of councilors on their roles and responsibilities. The interventions undertaken by ACODE, such as: training of clerks to council and speakers; providing of domesticated diaries for councilors; inception and dissemination meetings for councilors about their roles, responsibilities and the score-card also played a significant role.

4.2 Recommendations

Even though the performance of the District Council has improved, there are still a number of issues that need to be addressed if this improvement is to be sustained.

4.2.1 Teamwork

Political leaders (district chairperson and councilors) in Lira should work as a team. This would enable them to strengthen their monitoring and ensure that the right quality and quantity of services are delivered to the electorate. They are peoples' representatives and their monitoring roles must be taken seriously.

4.7.2 Develop a Standard M&E Framework

There is need to develop a standard monitoring and evaluation framework for the district to ensure consensus and uniformity for reporting among the district technical team and the elected leaders. Lira District Local Government Council should also introduce a mandatory requirement for councilors to produce individual monitoring reports from their constituencies. These reports should reflect an individual councilor's work in a sub-county regardless of the committee on which he or she serves. This will deal with the problem

of councilors who usually associate their monitoring solely with committee monitoring and neglect individual monitoring in their sub-counties.

4.7.3 Prudent Management of Contracts

The District Management Team should ensure that there is a shared understanding, distribution of responsibilities, systems and procedures in place to monitor and control contract performance and effectively deal with potential changes and disputes. Upon signature of the contract, several steps should be taken to ensure that roles, responsibilities and obligations are clearly allocated among the parties, and proper systems and procedures are put in place to monitor performance and keep efforts well focused. Monitoring performance, collecting information, and measuring actual contract achievement is essential for effective control.

4.7.4 Integrity in the Award of Contracts

The contracts committees should conduct themselves in such a manner as to maintain trust and confidence in the integrity of the contract award process. The behaviour of contracts committees should be seen to be honest, truthful, dependable, just and free from corrupting influences. In an event that a member of the contracts committee holds a direct financial interest in any contract, it would be prudent that it is declared and such a person formally excuses himself or herself from participating in any matter which gives rise to the conflict of interest.

4.7.5 Recruitment of Staff

Filling staffing gaps in the district is one of the measures to achieve the required levels of service delivery. For instance, there is need for the district to reduce the proportion of pupils to a single teacher (Pupil-Teacher Ratio). This cuts across all sectors such as health, agricultural extension, environment and natural resources, and water and sanitation, among others. Lira District Local Government should therefore consider recruitment and deployment of staff across sectors. The district should also note that increase in staffing requires commensurate increases in the wage components of grants as well as their non-wage operation costs that facilitate them.

4.7.6 Effective Communication Between HLG and LLGs

Given that delivery of services is an ever greater concern of both higher and lower local governments, how they communicate with one another becomes all the more important. Communications need to be clear and timely. Consultation needs to be done in a way that shows the district respects the

sub-counties and vice-versa. If this communication gap is addressed, then, they can be able to: deliver services that their communities need; heal the political conflicts at the top and increase interaction with the electorate at the bottom.

4.7.7 Advocacy for a Changed Architecture

For Lira District Local Government to have financial autonomy, it must have a large part of its budget funded from its own revenue. As explained in Section 2 of this report, this is still far from reality. Under the leadership of the Uganda Local Government Association, the district should work closely with other local governments to lobby to change the current provision in the law for sources of local revenue, and desist from a tendency of high dependency on resources from the Centre.

4.7.8 Increase Local Revenue Sources

Local revenue sources in Lira should be increased through popularizing the Local Economic Development (LED) agenda. While the district has a lot of potential to generate local revenue, this remains untapped. For instance, setting up factories for groundnut paste and cooking oil extraction from simsim would attract some local revenue. In that respect, the Local Government leadership should be oriented in the local economic development agenda in order for them to put in place and support initiatives that provide a conducive environment for local economies to flourish.

4.7.9 Improve Contact With the Electorate

Contact with the electorate should be improved in order to enhance downward political accountability. Lira District Council and the Technical Team should make deliberate efforts to create joint platforms where the service providers (technical team), political leaders and the citizens can interface and receive feedback from one another about milestones achieved, plans in the offing, service delivery challenges faced and planned interventions to address them. Barazas and regular service delivery inspection provide a great opportunity to accomplish these goals. This will infuse more ideas into how the district should be run and help to build confidence and trust among the district leadership and the citizens. It will also provide opportunities to educate the communities about the roles and responsibilities of the councilors and the need for the community members to use such benchmarks to assess their leaders' performance.

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Annex 1: Summary of Councils' Performance (FY 2012/13)

				Legislative Role										Accountability To Citizens					Planning & Budgeting				Monitoring NPPAs									
District	2011/12	2012/13	% change	Rules of procedure	Membership ULGA	Functionality of committees	Lawful motions	Ordinances	Conflict resolution	Public hearings	Legislative resources	Petitions	Capacity building	Sub Total	Fiscal accountability	Political accountability	Administrative accountability	Involvement of CSOs	Principles of accountability	Sub Total	Planning and budgeting	District budget	Local revenue	Sub Total	Education	Health	Water	Roads	Agriculture	FAL	Environment	Sub Total
Wakiso	71	76	7	2	0	3	1	1	1	2	2	2	1	15	3	6	8	2	1	20	5	4	7	16	4	5	3	4	3	2	4	25
Gulu	82	75	-9	2	2	2	3	0	1	2	4	2	2	20	4	5	6	2	3	20	5	4	2	11	5	5	3	3	3	3	2	24
Mpigi	67	72	7	1	2	3	3	1	1	2	4	0	1	18	4	5	8	2	0	19	5	4	2	11	5	5	4	4	2	0	4	24
Amuria	76	70	-8	2	2	2	3	3	1	0	4	0	2	19	4	6	3	2	3	18	4	4	4	12	4	5	2	4	2	4	0	21
Rukungiri	69	70	1	2	2	3	2	1	1	2	3	1	2	19	4	5	7	2	0	18	5	4	2	11	5	5	3	4	3	0	2	22
Ntungamo	64	69	8	2	1	3	2	1	1	0	4	1	1	16	4	4	7	2	0	17	5	4	7	16	2	3	3	3	3	3	3	20
Nebbi	51	69	35	2	1	3	2	1	1	0	2	1	3	16	4	5	4	2	3	18	5	4	4	13	5	5	3	4	3	0	2	22
Mbale	55	68	24	2	2	3	2	0	1	0	2	2	3	17	4	7	3	2	2	18	5	4	7	16	5	3	2	2	2	0	3	17
Mukono	78	67	-14	2	1	3	1	1	1	2	2	2	3	18	3	5	3	2	2	15	5	4	6	15	3	5	4	3	1	0	3	19
Kamuli	40	67	68	1	0	2	2	0	1	0	3	1	3	13	3	4	6	2	0	15	5	3	4	12	5	5	4	4	4	3	2	27
Hoima	48	67	40	2	1	3	3	3	1	2	1	2	2	20	2	4	3	2	0	11	5	4	2	11	5	5	4	4	2	4	1	25
Jinja	44	66	50	1	2	3	1	1	1	2	3	2	3	19	4	5	7	2	1	19	5	4	4	13	2	2	2	4	2	2	1	15
Moyo	55	63	15	2	2	3	0	1	0	0	4	0	1	13	4	6	5	2	2	19	5	4	2	11	5	5	2	2	2	0	4	20
Kabarole	75	63	-16	2	0	3	3	1	1	0	2	0	2	14	3	5	6	2	0	16	5	4	4	13	3	4	2	3	3	2	3	20
Lira	49	62	27	2	1	3	3	0	0	2	2	2	3	18	3	5	6	2	0	16	5	4	7	16	0	3	0	3	3	3	0	12
Mbarara	53	62	17	1	1	3	2	0	0	0	3	0	2	12	3	3	8	2	0	16	5	4	4	13	4	4	2	2	2	4	3	21
Bududa	60	61	2	2	1	3	1	1	1	1	2	2	2	16	3	7	3	2	1	16	5	4	4	13	3	3	1	4	2	0	3	16
Nakapiripirit	56	61	9	2	2	1	1	1	0	0	1	2	3	13	4	5	2	2	3	16	5	4	4	13	3	4	1	4	4	0	3	19
Soroti	68	60	-12	2	1	3	0	0	1	0	3	2	3	15	4	5	8	2	2	21	4	3	3	10	2	2	2	2	2	2	2	14
Buliisa	57	60	5	2	2	3	3	0	1	1	2	0	1	15	3	7	3	2	0	15	5	4	4	13	4	4	3	3	3	0	0	17
Luwero	70	60	-14	2	0	3	0	0	1	0	1	2	1	10	4	4	6	2	2	18	5	4	2	11	3	3	4	3	3	3	2	21
Kanungu	67	57	-15	1	1	2	1	1	1	0	2	2	0	11	4	4	6	2	0	16	5	4	2	11	3	3	2	3	2	2	4	19
Moroto	55	56	2	2	1	3	3	1	1	1	3	0	2	17	2	6	3	2	0	13	5	4	2	11	3	1	3	2	3	2	1	15
Tororo	40	55	38	2	2	2	2	1	1	1	4	1	1	17	2	5	4	2	1	14	5	3	2	10	3	4	0	0	2	1	4	14
Agago		51		2	1	3	1	0	1	0	2	1	2	13	3	4	4	2	0	13	5	4	2	11	2	2	2	2	2	2	2	14
Amuru	30	40	33	2	2	1	0	0	1	0	2	1	1	10	3	4	3	2	1	13	4	4	9	17	0	0	0	0	0	0	0	0
Average	59	63	12	2	1	3	2	1	1	1	3	1	2	16	3	5	5	2	1	17	5	4	4	13	4	4	2	3	2	2	2	19

Annex 2: Summary of the Chairpersons’ Performance (FY 2012/13)

					Performance		Political Leadership						Legislative Role			Contact Electorate		Development Projects			Monitoring Service Delivery On NPPAs													
Name	Gender	District	Political Party	Number of Terms	2011/12	2012/13	% change	DEC	Monitoring admin	State of affairs	Oversight civil servants	Commissions/Boards	Central gov't	Sub Total	Council	Motions Executive	Bills by Executive	Subtotal	Meetings Electorate	Issues by electorate	Subtotal	Projects initiated	Communal Projects	NGOs	Subtotal	Agriculture	Health	Schools	Roads	Water Sources	FAL	Environment	Sub Total	
Richard Rwabuhinga	M	Kabarole	Ind	1	80	89	11		3	5	2	3	2	4	19	2	4	5	11	5	5	10	3	2	5	10	7	7	7	7	7	1	3	39
Priscovia Salaam Musumba	F	Kamuli	FDC	1		88		1	5	2	2	2	4	16	0	6	7	13	5	5	10	3	2	5	10	3	7	6	6	7	5	5	39	
Martin Ojara Mapendu	M	Gulu	FDC	1	91	88	-3		3	5	2	4	2	4	20	2	4	5	11	5	5	10	3	2	5	10	5	7	5	7	5	3	5	37
Fredrick Ngobi Gume	M	Jinja	NRM	1	66	87	32		3	5	2	4	1	4	19	2	6	7	15	5	5	10	3	2	5	10	5	5	5	5	5	3	5	33
Matia Lwanga Bwanika	M	Wakiso	DP	1	70	82	21		3	5	2	4	2	4	20	2	2	3	7	5	5	10	3	2	1	6	7	7	5	7	1	5	39	
Emmanuel Osuna	M	Tororo	NRM	2	78	82	5		3	5	2	4	2	3	19	2	4	5	11	4	5	9	3	1	5	9	5	7	5	5	2	5	34	
John Mary Luwakanya	M	Mpigi	NRM	1	80	80	0		3	5	2	2	2	4	18	2	6	0	8	5	5	10	1	1	5	7	7	7	7	7	0	2	37	
Charles K. Byabakama	M	Rukungiri	NRM	1	44	80	82		3	3	2	3	0	3	14	2	4	3	9	4	5	9	3	1	5	9	7	6	6	7	7	3	3	39
Francis Lukooya M.	M	Mukono	NRM	2	80	80	0		2	5	2	3	1	4	17	2	6	3	11	5	5	10	3	1	5	9	3	7	7	7	4	0	5	33
Mark Aol Musooka	M	Moroto	NRM	1	76	78	3		3	5	2	2	2	2	16	2	4	0	6	5	5	10	3	1	5	9	6	7	7	6	6	0	5	37
Anthony Omach Atube	M	Amuru	NRM	2	54	78	44		3	4	2	4	1	4	18	2	2	0	4	4	5	9	3	2	5	10	5	6	5	6	5	5	5	37
George Michael Egunyu	M	Soroti	NRM	1	82	78	-5		3	5	2	4	2	4	20	0	4	0	4	5	5	10	3	2	5	10	7	7	7	7	3	0	3	34
Francis Oluma	M	Amuria	NRM	1	74	78	5		3	5	2	3	2	4	19	2	6	3	11	5	2	7	3	1	5	9	3	7	7	7	5	0	3	32
George Tinkamanyire	M	Hoima	NRM	3	65	76	17		3	4	2	4	2	4	19	2	2	3	7	5	5	10	3	2	0	5	5	7	5	7	5	3	3	35
Alex Oremo Alot	M	Lira	UPC	1	40	76	90		3	4	2	4	2	4	19	2	6	0	8	4	5	9	3	2	5	10	6	6	6	6	0	0	30	
Deuseddit Tumusiime	M	Mbarara	NRM	1	70	75	7		3	5	2	3	2	4	19	2	0	0	2	3	5	8	3	0	5	8	6	6	6	6	4	4	38	
John Lorot	M	Nakapiripit	NRM	2	69	75	9		3	3	2	3	2	4	17	2	4	3	9	5	5	10	3	1	5	9	5	7	1	7	5	2	3	30
Robert Okumu	M	Nebbi	NRM	1	65	74	14		3	5	2	4	2	4	20	2	4	0	6	5	5	10	1	2	3	6	0	7	7	7	2	2	32	
Denis Singahakye	M	Ntungamo	NRM	1	69	74	7		3	5	2	4	1	4	19	2	4	5	11	5	5	10	3	2	3	8	4	3	5	7	2	2	3	26
Bernard M. Mujasi	M	Mbale	NRM	3	70	74	6		3	3	2	4	2	3	17	2	4	3	9	4	5	9	2	1	5	8	6	3	7	3	7	0	5	31
Josephine Kasya	F	Kanungu	NRM	3	53	74	40		3	4	2	4	2	2	17	2	2	0	4	5	5	10	3	2	5	10	7	3	7	7	3	3	3	33
John Baptist Nambeshe	M	Bududa	NRM	1	62	71	16		3	5	2	4	2	4	20	2	2	3	7	5	5	10	3	2	5	10	7	3	3	3	2	3	24	
Fred Lukumu	M	Buliisa	NRM	2	56	70	25		3	4	1	2	2	4	16	2	6	0	8	5	0	5	3	2	5	10	6	7	7	7	3	0	1	31
Abdul Nadduli	M	Luweero	NRM	3	63	69	10		3	5	2	4	2	4	20	2	2	0	4	5	5	10	3	2	0	5	5	5	5	7	5	0	3	30
Jimmy Okudi Vukoni	M	Moyo	Ind	1	52	62	19		3	5	2	4	2	4	20	2	6	0	8	5	2	7	3	1	0	4	7	2	2	6	2	2	2	23
Peter Odok W'Oceng	M	Agago	NRM	1		47	11		2	5	1	3	2	3	16	0	0	0	0	3	0	3	3	2	5	10	2	2	2	6	2	2	2	18
Average				2	67	77	19		3	5	2	3	2	4	18	2	4	2	8	5	4	9	3	2	4	9	5	6	6	6	5	2	3	33

Annex 3: Summary of District Speakers’ Performance FY 2012/13

						Performance			Presiding And Preservation Of Order In Council						Contact With Electorate			Participation In LLG		Monitoring NPPAs										
Name	Political Party	District	sub county	Gender	Terms	2011/12	2012/13	% Change	Chairing council					Sub Total	Meetings with Electorate		Participation in LLG	Health	Education							Roads	Water	FAL	Environment	Sub total
									Rules of procedure	Business Committee	Records book	Record of motions	special skills		Coordinating center	Sub Total														
Samuel Bamwole	NRM	Kamuli	Nawanyago	M	3		87		3	7	3	2	3	0	18	11	9	20	10	7	7	7	7	0	4	39				
Peter Douglas Okello	NRM	Gulu	Lalogi	M	1	89	84	-6	3	9	3	2	3	5	25	11	9	20	8	5	5	1	5	5	5	31				
James Kezaala Kunobwa	NRM	Mukono	Seeta Namuganga	M	2	73	79	8	3	6	3	2	3	3	20	7	9	16	10	5	5	7	5	3	3	33				
Juliet Jemba	NRM	Mpigi	Muduma/Kiringente	F	2	40	78	95	3	6	3	2	3	0	17	11	9	20	10	7	7	1	5	7	0	4	31			
Muhammed Mafabi	Ind	Mbale	Bubwangu	M	2	75	77	3	3	4	3	2	3	2	17	11	9	20	10	3	3	7	7	3	5	2	30			
Martin Ocen Odyek	UPC	Lira	Railway	M	1	26	75	188	3	9	3	2	3	5	25	3	6	9	2	7	7	7	7	3	1	39				
Dan Nabimanya	NRM	Ntungamo	Rukoni West	M	1	66	75	14	3	9	3	2	3	0	20	9	9	18	10	7	1	5	5	5	0	4	27			
Henry Ndyabahika	NRM	Rukungiri	Buhunga	M	2	64	75	17	3	9	3	2	3	0	20	5	9	14	6	7	6	5	5	7	1	4	35			
Richard Mayengo	NRM	Jinja	Mafubira B	M	3	68	73	7	3	9	3	2	3	2	22	8	9	17	8	5	5	5	1	1	5	4	26			
Proscovia Namansa	NRM	Luwero	Katikamu/	F	3	64	73	14	3	9	3	0	3	0	18	11	9	20	10	7	7	0	4	7	0	0	25			
Idda Fuambe	NRM	Nebbi	Nyaravur/Atego	F	4	68	73	7	3	9	3	2	2	2	21	9	9	18	10	7	1	0	7	3	1	5	24			
Daudi Byekwaso Mukilibi	NRM	Wakiso	Kakiri	M	3	75	73	-3	2	9	3	2	3	0	19	9	9	18	10	5	5	7	0	5	0	4	26			
James Paul Michi	NRM	Tororo	Eastern Div.	M	1	32	69	116	2	6	3	2	3	5	21	7	9	16	2	3	3	4	5	5	5	30				
Christopher Odongkara	NRM	Amuru	Pabbo	M	1	51	69	35	2	9	3	0	3	0	17	9	9	18	6	6	2	7	4	7	1	1	28			
Charles Echemu Engoru	NRM	Amuria	Asamuk	M	2	41	68	66	2	9	0	0	3	2	16	6	9	15	10	7	7	4	5	0	0	4	27			
Charles Beshesya	NRM	Kanungu		M	1	61	68	11	3	9	3	2	3	0	20	11	9	20	2	5	5	1	5	5	1	4	26			
Clovis Mugabo	NRM	Kabarole	Mugusu	M	2	54	66	22	3	9	3	2	3	2	22	11	9	20	10	5	1	5	1	1	0	1	14			
Didan Amama	Ind	Bulisa	Ngwedo	M	1	31	65	110	3	6	2	0	0	0	11	11	9	20	0	7	7	3	3	7	3	4	34			
Nathan Kiwe Isingoma	NRM	Hoima	Busisi	M	1	33	64	94	3	9	3	2	3	2	22	7	9	16	6	1	3	3	3	7	1	2	20			
William K. Tibamanya	NRM	Mbarara	Rugando	M	1	58	64	10	3	9	3	2	3	0	20	7	9	16	2	5	5	1	5	5	1	4	26			
Michael Matsyetsye	NRM	Bududa	Bumasheti	M	2	35	63	80	3	6	3	2	3	0	17	11	6	17	4	1	4	5	5	5	1	4	25			
Martin Chaiga	NRM	Moyo	Moyo	M	2	44	63	43	3	9	2	2	3	0	19	11	9	20	0	7	7	0	1	3	1	5	24			
Andrew Odongo	FDC	Soroti	W/Div	M	1	61	60	-2	3	9	3	2	3	5	25	11	9	20	4	2	1	1	1	1	1	4	11			
Cesar Lometo	NRM	Moroto	Youth	M	1	49	54	10	3	6	2	2	3	0	16	7	9	16	6	3	5	5	0	1	1	1	16			
Jotham Loyer	NRM	Nakapiripirit	Kakomongole	M	3	62	44	-29	3	4	2	2	3	0	14	7	2	9	4	3	5	1	5	1	1	1	17			
John Bostify Oweka	FDC	Agago	Omot	M	1		23		2	6	3	0	3	0	14	0	2	2	0	1	1	1	1	1	1	1	7			
Average					2	55	68	38	3	8	3	2	3	1	19	9	8	17	6	5	4	4	4	4	2	3	26			

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