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LOCAL GOVERNMENT COUNCILS' PERFORMANCE AND PUBLIC SERVICE DELIVERY IN UGANDA

Lira District Council Score-Card Report FY 2013/2014

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BACKGROUND AND RATIONALE

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

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

OVERVIEW OF LIRA DISTRICT DURING FY2013/14

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

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



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

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

Sector	Indicators	National standard/ NDP target	Level of achievement 2012/13	District Target 2013/14	Level of achievement 2013/14
	Children of primary school going age (6-12 yrs)	-	-	104,927	
Education -Primary Education	Enrolment	-	Total: 86,957; Boys: 43,497; Girls: 43,460	82,250	Total:86,807; Boys:43808 Girls:42999
ary Edu	Pupil Classroom Ratio (PCR)	55:1	73:1	94:1	103:1
-Prim	Pupil-Teacher Ratio (PTR)	55:1	60:1	62:1	60:1
cation	Pupil-to-Desk Ratio (PDR)	3:1	6:1	5:1	12:1
Edu	Children of primary school going age (6-12 yrs) Enrolment Pupil Classroom Ratio (PCR) Pupil-Teacher Ratio (PDR) Pupil-Teo-Desk Ratio (PDR) PLE Performance ANC 4th Visit Deliveries in Health Centres Total beds Access to Maternity services MMR IMR Staffing Levels Km of roads under routine maintenance Km of roads rehabilitated Km of roads under periodic maintenance Proportion of roads in good condition Construction of bridges Opening up new community roads Water coverage Number of boreholes sunk Number of boreholes rehabilitated Functionality of water sources Proportion of the population within 1km of an improved water source Pit latrine coverage Access to safe water Water source with active water user committee Number of extension workers per sub-county	-	Div 1-4.9%; Div II-47.2%; Div III-20.4%; Div IV-13.4%; U-11.1%; X-3.0%	-	Div 1-235; Div 11-2564 Div 111-1308; Div IV-731 U-638; X-121
	ANC 4th Visit	60%		42%	29.3%
	Deliveries in Health Centres	35%		33%	51%
Health Care services	Total beds	-	770	-	68%
Care se	Access to Maternity services	-		505/100,000 live birth	505/100,000 live birth
ealth	MMR	-		114/1000 live birth	114/1000 live birth
-	IMR	-		99%	78%
	Staffing Levels	-	62%	77.8%	82%
	Km of roads under routine maintenance	-	3 cycles	3 cycles	
	Km of roads rehabilitated	-	14	14	
Road Sub-Sector	Km of roads under periodic maintenance		62.6km	62.6km	26.4km
qns pr	Proportion of roads in good condition			Not known	
Roa	Construction of bridges	-	1	-	-
	Opening up new community roads	-	3	3	
	Water coverage		64%	72.3%	85%
_	*		7	21	7 (from FY 2010)
Water and sanitation		-	12	12	14
and sa		80%	73%	72.6%	78.4%
Water			No target	-	85%
		90%	73.5%	90%	81%
		70 70	91%	91%	90%
			52%	52%	54%
		_	91%	3270	3470
e_	· · · · ·	-		7 per cub county	
Agriculture	·	-	52%	7 per sub-county	
Ag		-	7	28 per sub-county	
	·	-	7 per sub county	165 visits	122
				141	123
FAL				4205	4505
		-	-	137	115
	-	-	-	Not known	
S		-			62%
ource	Production and update District State of the Environment Report (DSOER)	-		Seen	Available
Environment and Natural Resources		-	Not available	Seen	Available.
i Natui	Preparation of District Wetland Ordinance	-	1 ordinance	Not done	
nt and	Monitor wetland systems in the district	-	3 wetland systems planned, covered	-	
гопте	Establishment of Agro-forestry nurseries		I planned, non-achieved	-	
Envi	Produced District Forest Development Plan	-	1	1	
	Prepared Community Action Wetland Plan	-	1	1	Available

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

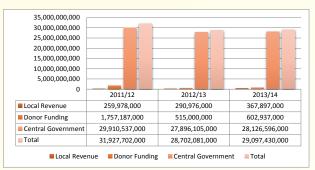


Figure 2: Community members fetching water from one of the protected bore hole (Credit: ACODE Digital Library)

FACTORS AFFECTING SERVICE DELIVERY IN LIRA DISTRICT

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

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



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

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

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

inadequate transport facilities which affected service delivery.

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

SCORE-CARD PERFORMANCE

The score-card parameters are derived from the mandate of the organs assessed as stipulated in the Local Governments Act (as amended). While all the four categories are evaluated on their legislative and monitoring functions, the district chairperson, speaker and council are assessed against additional roles. As the political head of the district, the district chairperson is also assessed on their political leadership as well as Initiation and participation in projects in their electoral area. The speaker is assessed primarily as a councilor with an additional function of presiding and preservation order in council. The district council, which is the highest organ in the district, is also assessed against the core function of planning and budgeting as well as providing accountability to citizens.

Table 2: Lira District Council Score-card FY 2013/14

Page		2011/12	49	100	
Political Accountability Political Accountab		2012/13	62	100	
Rules of Procedure 2 2		2013/14	63	100	
Rules of Procedure		% change	2		
Membership to ULGA 2	Parameter	Indicator	Score	_	Explanatory Remarks
Committees of Council 3 3 3 3 5 5 5 5 5 5		Rules of Procedure	2	2	
Committees of Council 3 3 3 4		Membership to ULGA	2	2	
Motions passed 3 3 3		Committees of Council	3	3	from the ULGA AGM
Ordinances 0 3 2 2 3 2 2 3 2 3 2 3 2 3 3		Motions passed	3	3	review. Lira-DLG has 5 standing committees of
Petitions 1 2 2	щ	Ordinances	0	3	PMNR and FPAI with 5
Petitions 1 2 2	/E ROL	Conflict Resolution	1	1	per committee. No
Petitions 1 2 2	ISLATIV	Public Hearings	1	2	Public hearings were
Petitions 1 2 2 Emergency Obstetric And Newborn Care Services presented. No Evidence of Council petitions to central government. Fiscal Accountability 2 4 4 Political Accountability 8 8 8 8 Mork plans and budget were approved. No evidence of council petitions to central government. Fiscal Accountability 8 8 8 8 Mork plans and budget were approved. No evidence of review and approval of PAC reports by Council as well as sharing of local revenue with LLG. Signed Mot Detween GUI foundation community based rehabilitation and LDLG; LDLG and USAID. Figure 1	LEG	Legislative resources	3	4	protection and food Security. Petition
Sub total 19 25		Petitions	1	2	On Low Status Of Emergency Obstetric
Fiscal Accountability Political Accountability Administrative Accountability Involvement of CSO Principles of accountability Sub total Plans, Vision and Mission District Budget Local Revenue Total Feducation Feducation Roads Agriculture FAL ENR Political Accountability 2 4 Administrative Accountability 8 8 Work plans and budget were approved. No evidence of review and approval of PAC reports by Council as well as sharing of local revenue with LLG. Signed MoU between GUU foundation community based rehabilitation and LDLG; LDLG and USAID. Approved DDP and CBP. No evidence of monitoring health, roads and FAL. No evidence of monitoring reports for these sectors.		Capacity building	3	3	Services presented.
Political Accountability Administrative Accountability Involvement of CSO Principles of accountability Sub total Plans, Vision and Mission District Budget Local Revenue Total Function Fall Roads Agriculture FAL Political Accountability 8 8 Work plans and budget were approved. No evidence of review were approved. No evidence of review well as sharing of local revenue with LLG. Signed MoU between GUU foundation community based rehabilitation and LDLG; LDLG and USAID. Approved DDP and CBP. No evidence of LDLG engaging central government on revenue enhancement. No evidence of monitoring health, roads and FAL. No evidence of monitoring health, roads an		Sub total	19	25	petitions to central
Administrative Accountability Involvement of CSO Principles of accountability Sub total Plans, Vision and Mission District Budget Local Revenue Total Fundation Sub total Local Revenue Total Fundation Approved DDP and CBP. No evidence of LDLG engaging central government on revenue enhancement. Education Health Todas Agriculture FAL Agriculture Approved DDP and CBP. No evidence of monitoring reports for these sectors. Work plans and budget were approved. No evidence of review and approval of PAC reports by Council as revenue with LLG. Signed MoU between GUU foundation community based rehabilitation and LDLG; LDLG and USAID. Approved DDP and CBP. No evidence of LDLG engaging central government on revenue enhancement. No evidence of monitoring health, roads and FAL. No evidence of monitoring reports for these sectors.		Fiscal Accountability	2	4	
Involvement of CSO 2 2 2 2 2 2 3 2 3 3		Political Accountability	8	8	
Plans, Vision and Mission 5 5 District Budget 4 4 Local Revenue 7 11 Sub total 16 20 Education 0 5 Health 3 5 Water and sanitation 0 4 Roads 0 4 Agriculture 4 4 ENR 2 4	S	Administrative Accountability	6	8	
Plans, Vision and Mission 5 5 District Budget 4 4 Local Revenue 7 11 Sub total 16 20 Education 0 5 Health 3 5 Water and sanitation 0 4 Roads 0 4 Agriculture 4 4 ENR 2 4	ITIZEN	Involvement of CSO	2	2	evidence of review
Plans, Vision and Mission 5 5 District Budget 4 4 Local Revenue 7 11 Sub total 16 20 Education 0 5 Health 3 5 Water and sanitation 0 4 Roads 0 4 Agriculture 4 4 ENR 2 4	Y 10 C	Principles of accountability	1	3	reports by Council as
District Budget Local Revenue 7 11 Sub total Education Health Roads Agriculture FAL District Budget 4 4 Approved DDP and CBP. No evidence of LDLG engaging central government on revenue enhancement. No evidence of monitoring health, roads and FAL. No evidence of monitoring reports for these sectors.	ACCOUNTABILII	Sub total	19	25	Signed MoU between GUU foundation community based rehabilitation and LDLG;
Education 0 5	92	Plans, Vision and Mission	5	5	
Education 0 5	DGETIN	District Budget	4	4	
Education 0 5	NG & BU	Local Revenue	7	11	of LDLG engaging central government on
Health 3 5	PLANN	Sub total	16	20	revenue ennancement.
		Education	0	5	
	IPPAs	Health	3	5	
	/ERY ON P	Water and sanitation	0	4	
	E DELIV	Roads	0	4	roads and FAL. No evidence of monitoring
	ERVICE	Agriculture	4	4	
	RING S	FAL	0	4	
	MONITOR	ENR	2	4	
Sub total 9 30		Sub total	9	30	

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

	-		COIGI	•
	Alex Oremo Alot			
	2011/12	40	100	
	2012/13	76	100	
	2013/14	85	100	
	% change	11		
Parameter	Indicators	Score	Max Score	Explanatory Remarks
	DEC	3	3	
	Monitoring admin	3	5	
	State of affairs	2	2	Presided over DEC meetings
	Oversight civil servants	2	4	and delegated to the vice chairman. No evidence of evaluation of performance
DERSHIP	Commissions/ Boards	2	2	of Council, resolution of disputes and follow-up on his communication about performance of civil servants in the district.
POLITICAL LEADERSHIP	Central gov't	3	4	are district.
POLI	Sub Total	15	20	
	Council	2	2	
	Motions Executive	4	6	Attended 5 council meetings. Draft Bills - Tree-Planning and
ROLE	Bills by Executive	3	7	Environment and Nutrition presented. No Bills presented
LEGISLATIVE ROLE	Sub Total	9	15	on accountability and financial autonomy.
	Meetings Electorate	5	5	
WITH	Issues by electorate	5	5	Met with Electorates in his constituency. Radio Talk Shows
CONTACT WIT ELECTORATE	Sub Total	10	10	for Sanitation Week Campaign and Water Day Celebration.
	Projects Initiated	3	3	
	Communal Projects	2	2	Initiated Anai Fish Hatchery
	NGOs	3	3	Initiated Anai Fish Hatchery II and Equity and Quality in Education.
PROJECTS	Sub Total	8	10	
	Agriculture	7	7	
IONAL	Health	7	7	
N NAT.	Schools	5	7	
ERY O.	Roads	7	7	
DELIV 1E ARE	Water Sources	7	7	Excelled in monitoring NPPAs.
ERVICE	FAL	5	5	
RING S	Environment	5	5	
MONITORING SERVICE DELIVERY ON NATIONAL PRIORITY PROGRAMME AREAS	Sub Total	43	45	

Table 4: Speaker's Score-card FY 2013/14

	Name	Martin 0	. Odyek								
	District	Lira									
	Political Party	UPC									
	Constituency	Railway	Division								
	Gender	М									
	Terms	1									
	2011/12	26	100								
	2012/13	75	100								
	2013/14	88	100								
	% change	17									
Parameter	Indicator	Score	Max Score	Explanatory Remarks							
	Chairing council	2	3								
	Rules of procedure	7	9								
	Business Committee	3	3								
	Records book	2	2	Presided over 6 meetings. Had record of motions, bills and a							
u o	Record of motions	3	3	petition presented to Council.							
Legislative Function	Special skills	2	5								
Legislati	Sub Total	19	25								
torate	Meetings Electorate	8	11								
Contact with Electorate	coordinating center	6	9	Programme of scheduled meetings available. However, all these meetings were below							
Contact	Sub Total	14	20	the threshold.							
911	Participation in LLG	10	10	Attended LLG council meetings and participated- Railway Division.							
	Health	7	7								
	Education	7	7								
	Agriculture	7	7	Monitored all the service							
	Water	7	7	delivery units in the constituency, prepared reports							
	Roads	7	7	and followed up either with Division or Municipal Council							
NPPAs	FAL	5	5	Authorities.							
Monitoring NPPAs	Environment	5	5								
Mo	Sub total	45	45								

Table 5: Summary performance of Lira District Councilors FY 2013/14

				_	_								_	_
	letoT du2	45	45	39	37	33	37	38	22	32	32	33	14	39
	ENK	2	2	5	5	5	5	2	0	2	0	0	0	5
ЬΑ	FAL	2	2	3	5	0	5	5	3	3	5	5	0	3
Monitoring NPPA	Roads	7	7	7	7	7	7	7	m	3	Ω	7	7	7
Monito	19jeW	7	7	9	3	0	3	7	c	3	3	7	0	3
Mon	Agriculture	7	7	5	3	7	3	7	ω	7	7	7	0	7
	noitesub3	7	7	9	7	7	7	7	7	7	7	7	7	7
	Health	7	7	7	7	7	7	m	æ	7	7	0	0	7
SDII	sub county meetings	10	9	10	10	10	10	9	10	10	9	9	10	2
	letotduč	20	13	20	20	18	15	12	29	15	18	6	20	12
Contact with electorate	9)flice	6	6	6	6	6	6	6	6	6	6	6	6	6
Contact wi electorate	Meeting electorate	11	4	=	11	6	9	т	6	9	6	0	1	М
	letot du?	25	24	17	18	21	16	17	24	16	16	19	20	7
	Special skill	4	3	-	0	0	0	0	3	0	0	-	2	0
	Motion	2	5	0	2	5	0	2	2	0	0	2	2	2
Legislative role	Septimmo	00	∞	∞	_∞	∞	œ	∞	∞	∞	∞	_∞	∞	4
Legisla	Рlenary	00	∞	∞	∞	∞	∞	_∞	∞	∞	∞	∞	∞	-
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лапсе	\$1\£10Z	100	88	98	85	82	78	11	74	73	72	29	64	09
Perfor	£1/Z10Z	100	84	88	73	20	98	62	18	38	71	69	51	42
Trends in Performance	71/1107	100	25 8	31 8	49 7	38 7	45 8	27 6	62 8	9 3	10 7	32 6	22 5	13 4
F	Terms		7		4	m	4	~			_		7	_
		Maximum Score	_	2	_	_	_	_	2	_	_	2		_
	Gender	Maxim	8	×	ш	×	×	۷	×	V	ш	ш.	M	ш
	Vinnos-du?		Lira Central Division	0gur	Youth	Adekokwok	Agweng	Ngetta	Lira	Agali	Вагг	Adekokwok & Ngetta	PWD	Adyel
	Political Party		UPC	UPC	NRM	NRM	NRM	UPC	lnd	NRM	UPC	UPC	NRM	UPC
Identifiers	Name		Thomas J. Obalim	Andrew Ogwang .Ayang	Proscovia .A. Otyek	Moses Ogwang Adonyo	Patrick Ongom	George Okello Ayo	Geoffrey Grace Ogweng	Rolex Angoli	Medina Akello Okeng	Angela Santa	Mathew Omara Okello	Concy Ogwal

Monitoring NPPA		Agriculture Tegen Sobods TAT RM RM TAT RM TA	w Agriculture w Water w Roads w FAL	w w Agriculture w w Roads w w FAL C SeNR	7 w w Agriculture 7 w w Water 7 w w Roads 7 w w FAL 7 v w w FAL		w 1 4 8 Agriculture w 1 4 8 3 Mater w 1 4 8 3 FAL x 1 7 8 3 FAL x 1 7 8 3 FAL x 1 6 6 6 6 x 1 6 6 6 6	O W 1 7 3 3 Agriculture O W 1 7 0 3 Water O W 1 7 3 3 FAL O T 1 7 3 3 FAL O O 0 0 0 0 0	0 0 w 1 7 w w Agriculture w 0 w 1 7 w w Water w 1 7 1 0 w w FAL 0 v w 1 0 0 0 ENR	0 0 0 w 1 7 w w Agriculture w w 0 w 1 7 w w Water w w 1 7 1 0 0 0 w FAL w w 1 7 1 0 0 0 0 FIRE	w 0 0 w 1 7 w Agriculture w w u v u w tAl w w u v u tAl w w u u v tAl w w u u v tAl o o v u u u u o v v u u u u u u o v v u u u u u u	O w w w w 1 v w w Agriculture O w w w w 0 v 1 v w w FAL w w w w 1 v 1 v w w FAL w w w w 1 v 1 v w w FAL w w 0 v 0 v w w FAL w 0 v 0 v 0 v 1 v 0 v 0 FRR	0 0 m 0 0 0 m 1 7 3 3 Agriculture 0 m 0 0 0 m 1 7 3 3 Agriculture 0 m m m m m 1 7 7 3 3 Agriculture 0 m m m m m 1 7 7 3 3 Agriculture	0 0 0 w 0 0 0 w 1 7 w w Agriculture 0 0 0 w w w w 1 7 w w w Roads 0 0 w w w w 1 7 w w w FAL 0 0 w w 0 0 v w 1 0 0 w w FAL 0 0 0 w 0 0 v w 1 0 0 0 0 0 0 0 0 0 0 0 0 0 0 0 0 0 0	0 0 0 0 w 0 0 0 w 1 1 w w Agriculture 0 0 0 w w w w 1 1 w w w Agriculture 0 0 0 w w w w 1 1 1 0 w w FAL 0 0 0 w w w w 1 1 1 0 w w FAL 0 0 0 w 0 0 0 w 1 0 0 0 w 0 0 0 0 0 0 0
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	Gender Terms	M 1 12		M 1 36	7	1 2 1	- 2	- 2	- 2	- ~	- 2	- ~	- ~	- ~	- ~
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POLICY RECOMMENDATIONS FOR IMPROVED SERVICE DELIVERY

The report recommends that, among others:

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

The full report on these findings can be accessed on ACODE's online information center at: http://www.acode-u.org/

About the Authors

that she participated in. *** Was appointed a Senior Assistant Secretary for Amach Sub-county in FY 2013/14 and ict, sub-county and service delivery units

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