



AMURU DISTRICT LOCAL GOVERNMENT COUNCIL SCORECARD ASSESSMENT FY 2018/19



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

1.0 Introduction

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

1.1 Brief about Amuru District

Amuru district was previously part of Gulu District. It was created by an Act of Parliament and operationalized in July 2006. In July 2010, Amuru lost Nwoya County when Nwoya District was created. Amuru District is bordered by Adjumani District to the north, South Sudan and Lamwo District to the northeast, Gulu District to the east, Nwoya District to the south, Nebbi District to the southwest and Arua District to the west. The predominantly rural district is largely inhabited by the ethnic Acholi, although there are other tribes settled especially in Pabbo and Atiak Sub Counties. The District consists of 2

counties of Kilak South and Kilak North, 4 sub counties and 1 town council, 29 parishes and 394 villages. The local economy is private sector led and driven by small scale trade and commerce; however, the prospect of two sugar factories in Lakang and Atiak Pacilo and the one stop border market at Elego is likely to give a boost to the local economy.

1.2 The Local Government Councils Scorecard Initiative (LGCSCI)

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

broken down into quantitative and qualitative indicators. Separate scorecards are produced for the District Chairperson, Speaker, individual Councillors, and Council as a whole.

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

1.3 Methodology

The 2018/19 LGCSCI assessment used face-to-face structured interviews, civic engagement meetings, documents’ review, key informant interviews, field visits and photography to collect the relevant data. The assessment was conducted between November and December 2019. A total of 18 elected leaders (16 District Councillors, Chairperson and Speaker of Council) and 6 Councillors were assessed using secondary data.

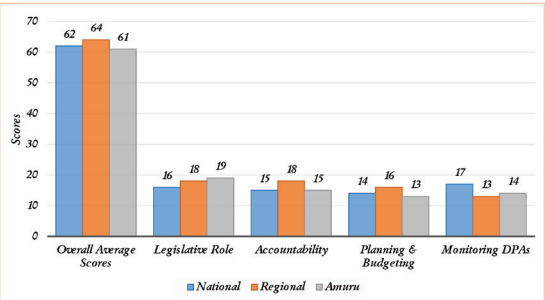
2.0 Results of the Assessment

This section highlights the performance of Council, Chairperson, Speaker and Councillors of Amuru District Local Government during the FY2018/19.

2.1 District Council

Amuru District council consists of 19 elected leaders (who were elected to represent lower local governments and Special Interests Groups) including Chairperson and Speaker of Council. Out of these, 9 are female while 10 are male. The District Council which is the supreme organ of the district was assessed on 4 parameters

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



Source: Local Government Council Scorecard Assessment FY 2018/19

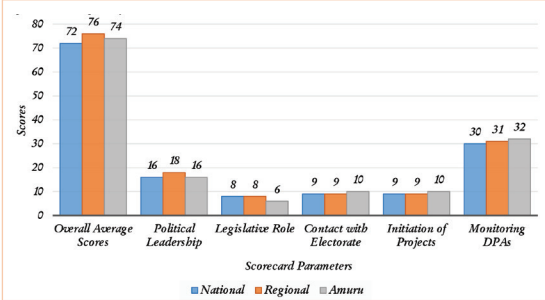
of; i); legislation, ii) accountability to citizens, iii) planning and budgeting, and iv) monitoring service delivery. Amuru District Council scored an overall 61 out of a possible 100 points; an improvement from the previous score of 49 points obtained in the 2016/17 assessment. This score placed Amuru District Council in the 22nd position out of the 35 district councils assessed.

Amuru District Council’s best performance was in the parameter of legislation in which it garnered 19 points from a possible 25 points. This was enhanced by the fact that the district council had passed more motions than in the previous assessment; it had passed ordinances and put in place a number of conflict resolution mechanisms. On the other hand, council’s performance in the parameter of planning and budgeting was undermined by a reduction in the proportion of local revenue to the district budget. In the parameter of monitoring, council’s performance was also not impressive; it was undermined by lack of sufficient evidence of monitoring undertaken by committees of council. There was no evidence of monitoring reports as well as follow up actions undertaken to ensure positive outcomes. A summary of the Council’s performance is presented in Figure 1 and Table 1 respectively.

2.2 District Chairperson

Hon. Michael Lakony was the District Chairperson of Amuru. He subscribes to the FDC party and the time of assessment, he was serving the third year of his first term of office. Suffice to note was that, Hon. Michael Lakony previously served as the Councillor of Lamogi Sub County and Speaker of Council between 2006 and 2011. The Chairman was assessed on 5 parameters; i) political leadership, ii) legislative role, iii) contact

Figure 2: Performance of Amuru District Chairperson on Key Parameters Relative to National and Regional Average Performances



Source: Local Government Council Scorecard Assessment FY 2018/19

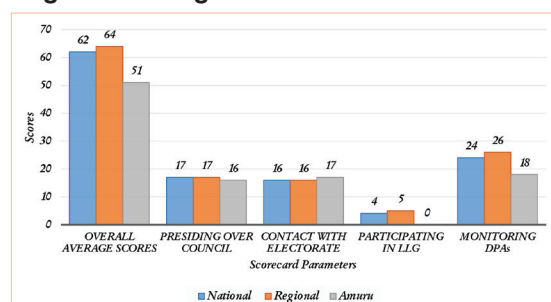
with electorates, iv) initiation and participation in development projects and v) monitoring service delivery. Hon. Lakony scored an overall 71 out of a possible 100 points. This score was a huge leap from the previous 31 points he scored in 2016/2017 that placed him in the 17th position out of the 33 district chairpersons assessed.

Chairman's highest score was in the parameter of monitoring service delivery which was enhanced by the fact that he provided sufficient evidence for monitoring service delivery and followed up on the issues that arose to ensure effective implementation. For instance, he is on record for having intervened on the high rates of absenteeism by health workers at Kaladima HCIII; he presented the matter before the DHO and it was addressed. On the other hand, Chairman's performance in the parameter of political leadership and legislation was undermined by lack of sufficient evidence on his engagement with central government on matters that arose and failure by DEC to introduce bills in council. A summary of the Chairperson's performance is shown in Figure 2 and Table 2.

2.3 Speaker of Council

Hon. Denis Rom was the Speaker of Council. He also doubled as the councillor for Lamogi Sub-county. Hon. Rom was serving his second term of office as the councillor for Lamogi Sub-county having been previously elected in 2011. It should be noted that he had previously served as the District Vice Chairperson in council. The Speaker of Council was assessed on four parameters of; i) presiding over and preservation of order in council, ii) contact with electorate, iii) participation in the lower local government council, and v) monitoring service delivery. The Speaker scored an overall 51 out of a possible 100 points. This is

Figure 3: Speaker of Council's Performance on Key Parameters Relative to National and Regional Average Performances



Source: Local Government Council Scorecard Assessment FY 2018/19

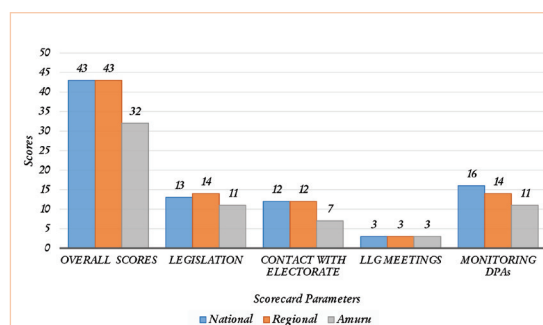
a decline from the previous 62 points obtained in the 2016/17 assessment.

Speakers' best performance was exhibited under the parameters of; presiding over meetings of council and contact with electorate. Analysis of the minutes of council provided sufficient evidence, that the Speaker had provided effective stewardship of the council; often steering council in accordance with the provisions of the Rules of Procedure. Under his stewardship, several lawful motions were passed by council. There was also sufficient evidence that Speaker had held meetings with his electorate in Lamogi Sub-county. However, the Speaker's overall performance was affected by his low scores under the parameters of participation in the lower local government and monitoring service delivery. Although the Speaker claimed to have monitored, there were no reports submitted as evidence for the monitoring exercise carried out. In addition, he could not provide sufficient evidence of follow up actions for the monitoring he had undertaken. A detailed breakdown of the Speaker's performance is presented in Table 3.

2.4 District Councillors

Sixteen councillors (7 males and 9 females) were assessed in the year under review; 6 of these were assessed using secondary data. The councillors were assessed on four parameters namely; i) legislative role, ii) contact with electorates, iii) participation in the lower local government, and iv) monitoring service delivery. The councillors scored an average of 32 out of a possible 100 points, a slight decrease from the 34 they scored in the previous assessment.

Figure 4: Performance of Amuru District Councillors on Key Parameters Relative to National and Regional Average Performances



Source: Local Government Council Scorecard Assessment FY 2018/19

The Councillors' best performance was exhibited in the parameter of legislation in which they scored an average of 11 out of a possible 25 points. This was realised after more councillors debated in the year under review than in the previous assessment. The worst performance was exhibited under the parameters of participation in lower local governments and monitoring service delivery. Only six (6) councillors were found to have met the threshold of attending at least 4 meetings at the lower local governments. This is perhaps because many lower local governments had not held the mandatory 6 meetings while many councillors at the district especially the special interest group representatives pointed out that they were not invited for the meetings. Councillors' performance in the parameter of monitoring was undermined by the fact that majority of the councillors had failed to provide sufficient evidence of having monitored service delivery units and or made follow up on the issues identified during monitoring. A detailed breakdown of the councillors' performance is presented in Table 4.

3.0 Critical Factors Affecting Performance

3.1 Factors Enabling Performance

The innovation of penalties for absence from meetings: Amuru District Council passed a resolution in 2017 to penalize councillors who absent themselves from or come late for council and committee meetings by withholding their sitting allowance. Analysis of council and committee minutes revealed that the rate of absenteeism from the meetings have reduced and this perhaps explains the slight overall improvement in the parameter of legislation.

3.2 Factors Hindering Performance

- **Inadequate political monitoring by councillors and failure to follow up on issues identified during monitoring:** Majority of the councillors did not meet the scorecard's threshold of monitoring at least half of the service delivery units in their sub counties. Also, many councillors who undertook monitoring had not followed up with relevant offices to address the issues that they identified during monitoring.
- **Participation in lower local government meetings:** Only six (6) of the councillors were found to have attended meetings

at LLGs. Whereas six (6) councillors did attend meetings at the sub counties, it was established that only one (1) had delivered official communications during those meetings and submitted to the district council issues raised from the lower local government. This perhaps explains the conspicuous absence of issues from the sub counties in the discussions at the district council.

- **Documentation and poor record keeping:** There was a challenge of documentation in the Office of the Clerk to Council and at the LLGs. At individual level, majority of the councillors lacked documentary evidence to back up their performance claims. The assessment being evidence-based, many councillors lost points as marks could only be awarded on presentation of documented evidence.
- **Dormant structures of special interest groups:** Structures such as the disability council, youth council, workers' union and council for older persons were found dormant in the district. This affected their contact with their electorate. From the findings of the assessment, representatives of the special interest groups (workers, youths, PWDs, and older persons) performed poorly in this parameter (contact with electorate).

4.0 Recommendations

- The District Executive Committee should involve district councillors when carrying out monitoring visits and supervision.
- All political leaders should endeavor to keep records of their activities through the use of diaries and personal files.
- The office of the CAO should ensure Lower local governments endeavor to invite councillors for their council meetings and councillors should endeavor to attend.
- The district council should appropriate some funds out of their local revenue to facilitate monitoring activities by councillors.
- The Office of the Speaker should strengthen supervision of the Clerk to Council to ensure timely production and better management of council minutes.

Table 1: Performance of Amuru District Council FY 2018/19

Performance			Legislation										Accountability					Planning and Budgeting			Monitoring Service Delivery												
District		2016/17	2018/19	Rules of Procedure	Membership to ULGA	Committees of Council	Motions passed by the Council	Ordinances	Conflict Resolution	Initiatives	Public Hearings	Legislative Resources	Petitions	Capacity Building	Sub Total	Fiscal Accountability	Political Accountability	Administrative Accountability	Involvement of CSO	Principles of Accountability	Sub Total	Plans, Vision and Mission	District Budget	Local Revenue	Sub Total	Education	Health	Water	Roads	Agriculture	FAL	ENR	Sub Total
	Max Score	100	100	2	2	3	3	3	1	2	4	2	3	25	4	8	8	2	3	25	5	4	11	20	5	5	4	4	4	4	4	30	
	Amuru	49	61	2	2	2	2	3	1	0	3	1	3	19	3	6	3	2	1	15	5	4	4	13	5	3	2	0	0	0	4	14	
Average		51	62	2	1	2	2	2	1	1	1	3	1	2	16	3	5	5	2	0	15	5	4	5	14	3	3	2	2	2	1	2	17

Table 2: Performance of Amuru District Chairperson FY 2018/19

Identifiers					Performance		Political Leadership							Legislative Role				Contact with Electorate			Initiation of Projects				Monitoring Service Delivery								
Name		Gender	District	Political Party	Terms	2016/17	2018/19	DEC	Monitoring Admin	State of Affairs	Oversight Civil Servants	Commissions/Boards	Central Gov't	Sub Total	Council	Motions Executive	Bills by Executive	Sub Total	Meetings Electorate	Issues by electorate	Sub Total	Projects Initiated	Communal Projects	NGOs	Sub Total	Agriculture	Health	Schools	Roads	Water Sources	FAL	Environment	Sub Total
						100	100	3	5	2	4	2	4	2	2	2	4	20	2	8	5	15	5	5	10	3	2	5	10	7	7	7	7
Micheal Lakony		M	Amuru	FDC	1	31	74	3	5	2	2	2	2	16	2	4	0	6	5	5	10	3	2	5	10	3	7	3	7	7	0	5	32
Average Score						62	72	2	4	2	3	2	3	16	2	5	2	9	4	4	8	3	1	5	9	5	5	5	5	4	2	3	29

Table 3: Speaker of Council, Amuru District FY 2018/19

Identifiers					Performance		Presiding over Council						Contact Electorate		LLG	Monitoring Service Delivery											
Name	Political Party	Constituency	District	Gender	Terms Served	2016/17	2018/19	% Change	Chairing Council	Rules of Procedure	Business Committee	Records Book	Record of Motions	Special Skills	Sub Total	Meetings Electorate	Coordinating Centre	Sub Total	Participation in LLG	Health	Education	Agriculture	Water	Roads	FAL	Environment	Sub Total
Maximum Scores						100	100		3	9	3	2	3	5	25	11	9	20	10	7	7	7	7	7	5	5	45
Denis Rom	IND	Lamogi	Amuru	M	2	62	51	-18	2	7	2	2	3	0	16	8	9	17	0	2	2	3	3	3	0	5	18
Average					2	57	62	18	3	7	2	2	2	0	17	8	8	16	4	5	4	3	4	4	1	3	24

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

Identifiers			Performance			Legislation				Contact Electorate		LLG	Monitoring Service Delivery											
Name	Political	Constituency	Gender	Terms Served	2016/17	2018/2019	% Change	Plenary	Committee	Motion	Special Skills	Sub Total	Meeting Electorate	Office	Sub Total	Sub County Meetings	Health	Education	Agriculture	Water	Roads	FAL	ENR	Sub Total
					100	100		8	8	5	4	25	11	9	20		10	7	7	7	7	7	7	
John Bosco Ocan	FDC	Atiak S/C	M	1	73	80	10	8	8	5	0	21	11	9	20	6	7	7	7	7	3	0	2	33
Apollo Kagwa Okello	FDC	Amuru S/C	M	1	54	62	15	1	8	2	0	11	8	9	17	6	7	7	3	1	3	2	5	28
Catherine Apio Oywa	FDC	Pabbo S/C	F	4	65	56	-14	3	8	2	0	13	8	9	17	10	0	7	7	0	0	0	2	16
Richard Abola Lacaka	FDC	Pabbo S/C	M	1	31	54	74	3	0	2	0	5	8	9	17	6	3	7	3	7	1	0	5	26
Lucy Adong	FDC	Amuru S/C	F	1	40	45	13	1	0	0	0	1	8	9	17	6	7	7	0	0	0	2	5	21
Alice Akello Ekanya	FDC	Atiak S/C	F	2	39	44	13	8	0	2	1	11	7	9	16	6	0	1	3	3	0	0	4	11
Martine Akera	NRM	Amuru TC	M	2	66	42	-36	7	8	2	0	17	3	6	9	0	0	1	0	7	3	0	5	16

Identifiers				Performance			Legislation				Contact Electorate		LLG	Monitoring Service Delivery										
Name	Political	Constituency	Gender	Terms Served	2016/17	2018/2019	% Change	Plenary	Committee	Motion	Special Skills	Sub Total	Meeting Electorate	Office	Sub Total	Sub County Meetings	Health	Education	Agriculture	Water	Roads	FAL	ENR	Sub Total
					Maximum Scores	100	100		8	8	5	4	25	11	9	20	10	7	7	7	7	7	7	5
Jennifer Adoch	FDC	Lamogi S/C	F	1	25	40	60	3	8	0	0	11	0	2	2	0	7	7	3	3	7	0	0	27
Jane Naku*	NRM	Youth	F	2	23	21	-9	8	8	5	0	21	0	0	0	0	0	0	0	0	0	0	0	0
Santo Lawrence Okumu*	NRM	PWD	M	1	19	19	0	8	8	2	1	19	0	0	0	0	0	0	0	0	0	0	0	0
Denish Ojok Mapenduzi	NRM	Youth	M	1	5	16	220	3	8	5	0	16	0	0	0	0	0	0	0	0	0	0	0	0
Pamela Abwot*	NRM	Amuru TC	F	1	39	9	-77	1	8	0	0	9	0	0	0	0	0	0	0	0	0	0	0	0
Tom Okello Airi	NRM	Older Persons	M	1	24	9	-63	1	8	0	0	9	0	0	0	0	0	0	0	0	0	0	0	0
Nighty Aparo*	NRM	PWD	F	2	3	9	200	1	8	0	0	9	0	0	0	0	0	0	0	0	0	0	0	0
Caroline Monica Aber*	NRM	Workers	F	1		9		1	8	0	0	9	0	0	0	0	0	0	0	0	0	0	0	0
Rose Lapor*	NRM	Older Persons	F	1	Sick			1	8	0	0	9	0	0	0	0	0	0	0	0	0	0	0	0
Average					34	32	22	4	6	2	0	11	3	4	7	3	2	3	2	2	1	0	2	11

**Councillors Assessed Using Secondary Data.

Hon. Rose Lapor was bedridden for much of the Financial Year under review.

Hon. Clement Arop, the Workers' representative (Male) was not assessed because he had not joined council in the year under review due to a protracted legal battle.

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

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

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