

## ARUA 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 is developed from the main 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 report highlights the performance of elected leaders and Council of Arua District Local Government during the FY 2018/19.

#### 1.1 Brief about the District

Arua District is one of the 8 districts in the West Nile Sub-Region and that includes districts of; Moyo, Adjumani, Yumbe, Arua, Nebbi, Koboko, Maracha and Zombo. It shares borders with: the Democratic Republic of Congo in the west, Maracha in the northwest, Amuru District in the east, Zombo District in the southeast, Yumbe District in the northeast, and Nebbi District in the south. The district had 5 counties during the FY 2018/19 comprising of; Arua Municipality, Terego, Ayivu, Vurra and Madi-Okollo<sup>1</sup>. The district has a total number of 1,386 villages and 164 parishes. There are 28 LLGs in Arua district (26 sub counties and two divisions of the Municipality). The district covers an area of 4,274.13 Km<sup>2</sup> and the distance from the district headquarters to Kampala, Uganda’s capital city is 520 kilometres. According to the 2014 population and housing census, the district had 785,177 people (373,762 males and 411,415 females).

<sup>1</sup> See Arua District Development Plan 2015/16-2019/2020. However, Madi Okollo has since become a district

### 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 FY 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 July and September 2019. A total of 48 elected leaders (46 District Councillors, Chairperson and Speaker of Council) and Council were assessed.

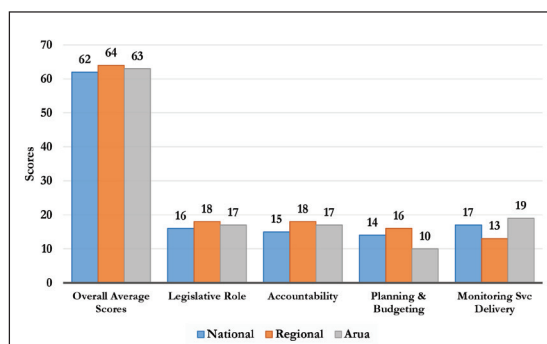
## 2.0 Results of the Assessment

This section highlights the performance of Council, Chairperson, Speaker of Council and Councillors of Arua District Local Government during the FY 2018/19.

### 2.1 Performance of Arua District Council

The performance of Arua District Council during FY 2018/19 was 63 out of 100 possible points. This performance was a huge leap from the 29 points scored during FY 2016/17. The council performed above national average in the parameters of monitoring service delivery, legislation, and accountability. This performance placed the district in the 21<sup>st</sup> position out of the 35 district councils assessed. The comparative performance at both national and regional levels is provided in Figure 1. Details of the performance of the District Council are provided in Table 1.

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

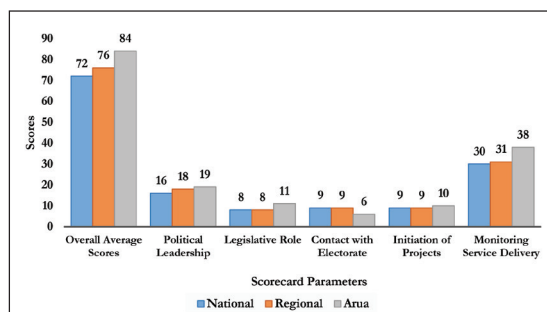


Source: Local Government Councils Scorecard Assessment FY 2018/19

### 2.2 Performance of the District Chairperson

Hon. Sam Wadri Nyakua was the Chairperson of Arua District during the FY 2018/19. He subscribes to the ruling NRM party and was serving his second term in office. Chairman Wadri scored a total of 84 points during the FY 2018/19 assessment. His strongest performance was in the areas of Initiation of projects, political leadership and monitoring service delivery where he scored 10 out of 10, 19 out of 20 and 38 out of 45 points respectively. This performance made him emerge as the 4<sup>th</sup> best chairperson

**Figure 2: Performance of the Arua District Chairperson in Relation to National and Regional Scores**



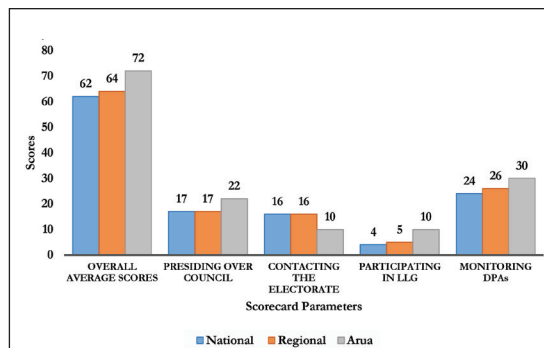
Source: Local Government Councils Scorecard Assessment FY 2018/19

(out of the 33 district chairpersons assessed) and the most improved chairperson having scored 36 out of 100 points in the previous assessment. The comparative performance of the chairperson in relation to national and regional scores is provided in Figure 2. Details of the District Chairperson's performance are shown in Table 2.

### 2.3 Performance of the District Speaker of Council

The Speaker of council, Arua District, the Hon. Sulaiman Onduma from Katrini Sub County scored 72 out of 100 points during the FY 2018/19 assessment. This was an improvement from 44 points obtained in the previous assessment. His best performance was in participation in the lower local government where he scored maximum points of 10 out of 10 points followed by presiding and maintaining of order in council with a score of 22 out of 25 points. His monitoring was also impressive with a score of 30 out of 45 points. This score placed him as the 11<sup>th</sup> best speaker out of the 35 district speakers assessed. His overall score was above the national and regional averages of 62 and 64 points respectively. The comparative performance of the speaker is provided in Figure 3. Table 3 provides details of the District Speaker's performance.

**Figure 3: Performance of Speaker of Council in Relation to National and Regional Average Scores on Key Parameters**

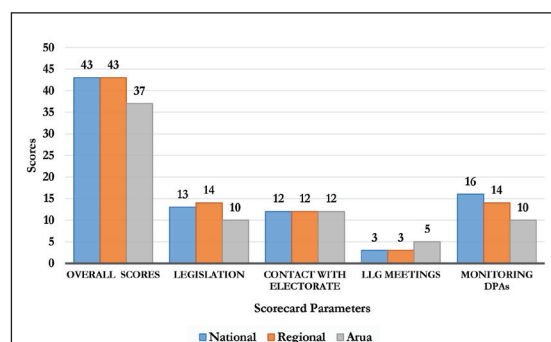


Source: Local Government Councils Scorecard Assessment FY 2018/19

### 2.4 Performance of the District Councillors

Arua district council was one of the biggest councils that were assessed during the FY 2018/19. Important to note was that, the district council lost 3 councillors during the year under review reducing the number of councillors to 46. The results of the 46 councillors assessed indicated an improvement in average scores from 29 points scored in 2016/17 to 37 points in 2018/19. This score however falls below the national and regional score of 43 points. At individual level, Hon. Luiji Candini from Arivu and Hon. Kamilo Sabo from Aroi scored the highest points in the district (80 out of 100 points). On the other hand, Hon. Joyce Lekuru Draguma from Manibe and Aroi emerged as the best female councillor in Arua District Council obtaining 70 out of 100 points. Over all, the best performed parameter was contact with electorate with an average score of 12 out of 20 points. However, the worst performed parameters were legislation and monitoring service delivery at 10 out of 25 points and 10 out of 45 points respectively. The comparative performance of the councillors is provided in Figure 4. A summary of the performance of councillors is presented in Table 4.

**Figure 4: Performance of Arua District Councillors in Relation to National and Regional Performances**



Source: Local Government Councils Scorecard Assessment FY 2018/19

### 3.0 Key Factors Affecting Performance

- **Limited monitoring of service delivery:** Though majority of councillors monitored service delivery units, most of them did not write reports and make follow up actions of the issues that arose from the monitoring exercise. In addition, councillors generally had a poor record keeping culture in relation to the activities they undertook. For instance, most of them claimed that they had undertaken monitoring of NPPA's, however, there were no reports or even minutes of community meetings to confirm this.
- **Insufficient funding for District:** Delayed funding/releases for each quarter and budget cuts resulted in late or non-implementation of planned activities.
- **Limited participation in lower local governments council meetings:** Most councillors did attend council meetings at this level but the challenge was a clash in schedules with the district council. In addition, some Clerks to Councils do not invite the District Councillors for meetings. Even those that attended, claimed that they were denied the opportunity to give feedback.
- **Failure of councillors to provide the link between electorate and the district:** It was discovered that some councillors were not in touch with their electorate, they never held meetings to give feedback or seek community views and opinions in regards to challenges facing community on service delivery points. This was attributed to inadequate financial resources and high community demands especially in form of money.
- **Logistical challenges:** Councillors representing special interest groups (youth, women, PWDs and Older persons) complained about logistical challenges in reaching their constituents. Women Councillors representing more than one sub county, PWDs and Older persons performed poorly in parameters of monitoring service delivery and contact with the electorate because of the large electoral areas.

- **Failure to participate in the assessment:** A section of Councillors did not avail themselves for the assessment and as a result did not submit reports and other needed evidence which affected their performance negatively
- **The large size of Council:** Due to the big number of councillors, it is not possible for most councillors to participate effectively in council. Nonetheless, most councillors have registered an improvement in frequency of debates in council as well as using special skills to guide council. This is possibly attributed to the trainings ACODE has offered to ensure effective performance of their roles.

### 4.0 Recommendations

#### 4.1 Key recommendations to improve service delivery

- The community should be sensitised about the roles of the elected leaders and technocrats especially in education and health services.
- There is need to focus on increasing local revenue through local enterprise development and investment.
- Engagement with central government for increased revenue and flexibility in resource utilization. As pointed out Arua District entirely depends on CGT to run its budget, without the CG taking into consideration the large size of the district; 28 Sub counties and 4 counties. The district therefore needs to rally and partner closely with ULGA, LGFC, MPs and CSOs to lobby for increased resource allocation as well as in flexibility of utilization of CGTs for better services to be realized.
- Councillors need to build better relationships with the staffs at the LLG's, especially the Sub County Chiefs (Clerks to Council) and Speakers; frequent visits and courtesy calls would reinforce that.
- District Councillors and Sectoral committees should strengthen their monitoring visits to service delivery points. The monitoring visits should be conducted frequently. The issues discovered should also be exhaustively discussed at committee meetings and council and action taken to improve service delivery.
- Councillors should have in place diaries that should enable them keep track of events and activities undertaken. The council with support from partners should also develop a monitoring report guide that should ease recording of monitoring findings of service delivery points.
- Councillors' facilitation needs to be improved. Government should institute incentive facilitation payment for Councillors especially in regards to monitoring service delivery.

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

Performance			Legislation										Accountability					Planning and Budgeting			Monitoring Service Delivery									
District	2016/17	100	2	2	3	3	1	2	2	4	2	3	25	4	8	8	2	3	25	5	4	11	20	5	5	4	4	4	4	30
	2018/19	63	2	1	2	2	1	1	2	1	2	3	17	3	7	5	2	0	17	5	3	2	10	3	3	3	3	3	19	
		29	2	1	2	2	3	1	2	1	1	2	17	3	7	5	2	0	17	5	3	2	10	3	3	3	3	3	1	
	Aua	51	2	1	2	2	1	1	3	1	2	2	16	3	5	5	2	0	15	5	4	5	14	3	3	2	2	2	1	
	Average	62	2	1	2	2	1	1	3	1	2	2	16	3	5	5	2	0	15	5	4	5	14	3	3	2	2	2	1	

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

Identifiers				Perfor mance		Political Leadership							Legislative Role				Contact with Electorate			Initiation of Projects				Monitoring Service Delivery								
Name	Gender		Political Party		Terms																											
Max Score					100		100	3	5	2	4	2	4	20	2	8	5	15	5	5	10	3	2	5	10	7	7	7	5	5	45	
Sam Wadri Nyakuwa	M		NRM		2		36	84	3	4	2	4	2	19	2	6	3	11	4	2	6	3	2	5	10	7	5	7	7	0	38	
Average Score					62		72	2	4	2	3	2	3	16	2	5	2	9	4	4	8	3	1	5	9	5	5	5	5	4	2	29



Table 3: Speaker of Council's Performance, Arua District FY 2018/19

Identifiers				Performance			Presiding over Council						Contact Electorate		LLG	Monitoring DPAs										
Name	Political Party	Constituency	Gender	Terms Served	2016/17	2018/19	% Change	Chairing Council	Rules of Procedure	Business Committee	Records Book	Record of Motions	Special Skills	Sub Total	Meetings	Coordinating Centre	Sub Total	Participation in LLG	Health	Education	Agriculture	Water	Roads	FAL	Environment	Sub Total
					100	100		3	9	3	2	3	5	25	11	9	20	10	7	7	7	7	5	5	4	3
Onduma Sulaiman	NRM	Katirini	M	1	44	72	64	3	9	3	2	3	2	22	1	9	10	10	7	5	5	5	4	3	1	30
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 Arua 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	
Luiji Candini	NRM	Arivu	M	3	48	80	67	8	8	5	1	22	11	9	20	0	7	7	7	3	7	2	5	38
Kamilo Sabo	NRM	Aroi	M	5	42	80	90	8	8	5	0	21	4	9	13	10	7	7	5	7	1	2	36	
Patrick Eguma	IND	Pajulu	M	2	21	75	257	8	8	0	0	16	11	9	20	10	5	5	5	5	0	4	29	
Cosmas Ayikobua	NRM	Ajia	M	2	24	72	200	1	8	0	1	10	11	9	20	10	5	7	5	5	1	4	32	
Moses Amat	NRM	Dadamu	M	2	34	71	109	8	8	0	0	16	11	9	20	10	5	5	1	5	5	0	4	25
Joyce Lekuru Draguma	NRM	Manibei/Aroi	F	3	42	70	67	8	8	5	1	22	8	9	17	10	5	1	5	4	5	1	0	21
Michael Wena Bayo	NRM	All-VU	M	1	51	67	31	8	8	0	0	16	11	9	20	10	5	5	5	0	5	0	1	21
Augustine Vuni	NRM	Odupi	M	1	27	62	130	8	8	5	0	21	10	9	19	10	5	0	1	0	5	0	1	12
Peter Thoryek	NRM	Pawor	M	2	35	59	69	8	8	0	1	17	11	9	20	10	5	5	0	0	1	0	1	12
Boniface O Alioni	NRM	Logiri	M	2	16	58	263	8	0	5	0	13	3	9	12	4	5	4	5	5	5	1	4	29

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	2										8	5	4	25	11	9	20	
Joyce Amaguru	NRM	Oluko	F	1	51	52	2	1	0	0	1	2	4	9	13	0	7	5	7	5	7	5	1	37
Alfred R Mawa	IND	Rhino Camp	M	1	41	52	27	1	0	0	0	1	11	9	20	10	7	7	0	1	3	2	1	21
Regina Paricia	NRM	Oluko/Dadamu	F	1	40	50	25	8	1	0	0	9	4	9	13	10	5	3	1	5	0	0	4	18
Emily Abaru Edema	NRM	Uriama/Odupi	F	1	45	50	11	8	0	0	0	8	1	9	10	10	5	5	1	4	5	1	1	22
Night Asara Eyoru	FDC	Arua Hill Div	F	2	30	47	57	8	8	5	0	21	4	9	13	4	0	0	0	5	0	0	4	9
Natalia Drateru	NRM	Arivu/Ajia	F	4	9	46	411	8	8	5	1	22	4	9	13	0	5	0	5	0	0	1	0	11
Luke Asua	NRM	Adumi	M	2	28	45	61	1	8	0	0	9	11	9	20	10	1	1	1	0	1	1	1	6
Joyce Dezu	NRM	Older Persons	F	1	27	42	56	1	8	0	0	9	4	9	13	0	7	3	1	0	5	0	4	20
Faustine Yikita*	NRM	Ayivuni	M	2	32	39	22	8	8	2	0	18	0	9	9	10	1	1	0	0	0	0	0	2
Grace Munduru*	NRM	Pawor/Ogoko/ Rhino Camp	F	1	21	38	81	8	8	0	0	16	0	9	9	10	1	1	0	0	1	0	0	3
Reuben Michael Candia	NRM	Rigbo	M	1	25	38	52	8	8	0	0	16	0	9	9	10	1	1	0	0	1	0	0	3
Victoria Candiru	NRM	Omugo	F	1	43	36	-16	1	0	0	0	1	1	9	10	10	5	4	1	0	4	0	1	15
Cyril Eriku	NRM	Older Persons	M	1	29	32	10	1	8	0	0	9	0	9	9	6	1	1	1	4	0	0	1	8
Geoffrey Opima*	FDC	Bileafe	M	3	8	31	288	8	8	0	0	16	0	9	9	4	1	1	0	0	0	0	0	2
Jesca Candiru Abedi*	NRM	AIL-VU	F	2	49	29	-41	1	8	0	0	9	1	9	10	10	0	0	0	0	0	0	0	0
Josephine Candiru*	NRM	Anyivuni/Adumi	F	3	8	28	250	1	8	0	0	9	0	9	9	10	0	0	0	0	0	0	0	0
Bernard Murozi*	NRM	Offaka	M	1	54	28	-48	8	0	0	0	8	1	9	10	10	0	0	0	0	0	0	0	0
Faima Letiru*	NRM	Ewanga/Rigbo	F	1	24	27	13	1	8	0	0	9	0	9	9	6	1	1	0	0	1	0	0	3
Stella Aletiru*	NRM	Vurra/Logiri	F	2	27	27	0	8	8	2	0	18	0	9	9	0	0	0	0	0	0	0	0	0
Peter Bosses Arubaku*	NRM	Uriama	M	1	68	26	-62	1	8	0	0	9	0	9	9	6	1	1	0	0	0	0	0	2
Mayor O.S Buga*	FDC	Arua Hill Div	M	1	19	25	32	8	8	0	0	16	0	9	9	0	0	0	0	0	0	0	0	0
Sam Zablon Ezama	NRM	Ewanga	M	1	33	25	-24	0	1	0	0	1	0	9	9	10	1	1	1	0	0	1	5	5
Genesis Acema Dria*	NRM	Okollo	M	4	32	22	-31	8	0	5	0	13	0	9	9	0	0	0	0	0	0	0	0	0
Edward Akua*	NRM	Uleppi	M	4	28	22	-21	1	8	2	0	11	0	9	9	0	1	1	0	0	0	0	0	2
Sam Onzia Olema*	NRM	Anyiribu	M	2	12	19	58	1	8	0	0	9	0	9	9	0	1	0	0	0	0	0	0	1

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	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	5	5	45	
Ben Atanzio Aligoa*	NRM	Omugo	M	1	45	18	-60	1	8	0	0	9	0	9	9	0	0	0	0	0	0	0	0	
Pariyo Anguyo*	NRM	Vurra	M	4	10	18	80	1	8	0	0	9	0	9	9	0	0	0	0	0	0	0	0	
Jully Anikuru*	NRM	Uleppi/Okollo	F	1	11	12	9	1	1	0	0	2	0	9	9	0	1	0	0	0	0	0	1	
Muzamil Onzima*	NRM	River Oli Div	M	1	12	11	-8	1	1	0	0	2	0	9	9	0	0	0	0	0	0	0	0	
Jerry Omba*	NRM	Youth	M	2	12	11	-8	1	1	0	0	2	0	9	9	0	0	0	0	0	0	0	0	
Sunday Linse Lenia&	NRM	Anyiribu/Offaka	F	1	8	10	25	1	0	0	0	1	0	9	9	0	0	0	0	0	0	0	0	
Beatrice Candiru*	NRM	Katrini/Bileafe	F	1	19	10	-47	1	0	0	0	1	0	9	9	0	0	0	0	0	0	0	0	
Mary Adakuru*	NRM	PWD	F	4	6	10	67	1	0	0	0	1	0	9	9	0	0	0	0	0	0	0	0	
Sam Eribo*	NRM	Manibe	M	1	42	9	-79	0	0	0	0	0	0	9	9	0	0	0	0	0	0	0	0	
Stanley W Odipio*	NRM	PWD	M	1	16	9	-44	0	0	0	0	0	0	9	9	0	0	0	0	0	0	0	0	
Lydia Juria*	NRM	Youth	F	1	7	9	29	0	0	0	0	0	0	9	9	0	0	0	0	0	0	0	0	
Hamza A Manzu	FDC	Ogoko	M	Deceased																				
Afsa Abbas Candiru	NRM	River Oli Div	F	Deceased																				
Christine Debo	NRM	Pajulu	F	Deceased																				
Average					29	37	53	4	5	1	0	10	3	9	12	5	2	2	1	1	2	0	1	10

\*Councillors Assessed Using Secondary Data

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

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

## ABOUT THE AUTHORS

**Lillian Briony Driwaru** is Executive Director, Youth Development Initiative –West Nile (YDI-WN). Her research interests are in governance, youth and women empowerment. She has been on the scorecard project for the past 5 years.

**Eugene Gerald Ssemakula** is a Research Fellow, Monitoring and Evaluation. Eugene has 15 years' experience in the field of Monitoring and Evaluation both in the NGO and public sector. He has experience in contemporary evaluations designs and has worked as a consultant on various assignments. He has also published widely on functionality of government systems. In addition, he has for the last 10 years conducted the annual District Scorecard exercises where the performance of districts is ranked according to quality and consistency in service delivery. He is in charge of data management and quality assurance of the scorecard project.

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