ACODE

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 Gulu District Local Government during FY2018/19.

1.1 Brief about the District

Gulu forms part of the greater Acholi Sub-region-part of what was referred to as Acholi District at Independence. Widely regarded as the business hub of Acholi Sub-region, Gulu hosts a multiplicity of tribes and races; although the largest proportion of the population is Acholi. The population of Gulu is estimated at 316,600. Gulu's strategic location and proximity to regional markets in Kenya, South Sudan and DR Congo supported by enhanced public infrastructural profiles has seen it achieve a stellar growth in local economy in the last 10 years. The local economy is largely private sector-led and driven mainly by trade or commerce; a demographic dividend arising from a youth-bulge (65.9% of Gulu residents above 18 years are engaged in some work). Over the last 13 years, Gulu has lost 3 counties of; Kilak, Nwoya and Omoro to Amuru and Omoro districts respectively. It consists of 2 counties of; Gulu Municipality and Aswa, 16 Sub-counties, 70 parishes and 258 villages.

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

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

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

1.3 Methodology

The 2018/19 LGCSCI assessment used face-to-face structured interviews, civic engagement meetings, 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 25 elected leaders (23 District Councillors, Chairperson and Speaker) and Council were assessed.
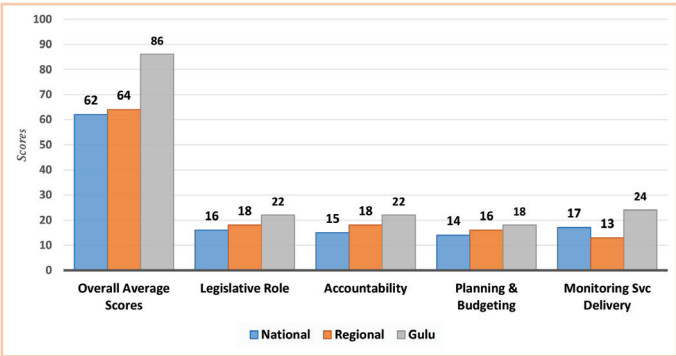
2.0 Results of the Assessment

2.1 Performance of Gulu District Council FY 2018/19

Gulu District Council comprises of 25 councillors (11 female and 14 male) who were elected to represent Sub Counties and Special Interest Groups (Youth, Older Persons, Workers and PWDs). The District Council was assessed on 4 parameters of; i) legislative role, ii) accountability, iii) planning and budgeting, and iv) monitoring service delivery. Gulu District Council scored 86 points from a possible 100, an increase of 4 points from the previous scores of 82, in the previous assessment. Gulu District Council emerged second out of the 35 district councils assessed in FY 2018/19 and the best performing district council at the regional level amongst the 6 district councils assessed in Northern Uganda. Overall, the council registered good performance across the 4 parameters as summarized in Figure 1.

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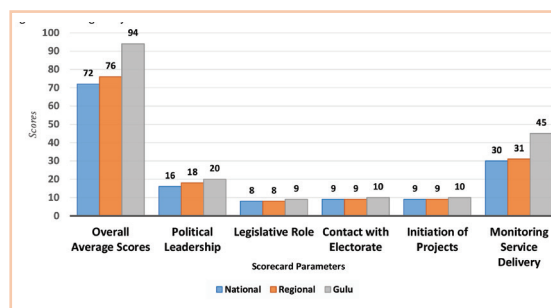

Source: Local Government Councils Scorecard Assessment FY 2018/19

The District Council's best performance was under the parameter on monitoring services with the exception of Functional Adult Literacy (FAL) and agriculture. Generally, there was clear evidence of committees having undertaken monitoring in line with the scorecard threshold as well as positive outcomes from the follow up actions that emerged. Gulu District Council is on record for enacting and implementing ordinances during the year under review. Such ordinances included; the alcoholic ordinance, the compulsory school feeding policy and tree planting policy. Details of the Gulu District Council performance are presented in Table 1.

2.2 Performance of Gulu District Chairperson FY2018/19

FDC's Martin Ojara Mapenduzi is the Chairman of Gulu serving the third year of his second term of office. Mapenduzi scored 94 out of a possible 100 points. This was an improvement by 3 points from the 91 points he scored in the previous assessment of 2016/17. Overall, Chairman Mapenduzi emerged second out of the 33 chairpersons assessed in 2018/19. Despite the good performance, Chairman Mapenduzi had declined from the first position he had attained in the previous assessment. However, at regional level, the Chairman emerged as the best out of the 6 chairpersons assessed in the Northern region. The Chairman exhibited very good performance under 4 out of the 5 parameters, with exceptional performance under political leadership, contact with electorate, initiation of projects and monitoring of service delivery in which he obtained all the possible points for each of the parameters. A summary of the Chairperson's performance is presented in Figure 2.

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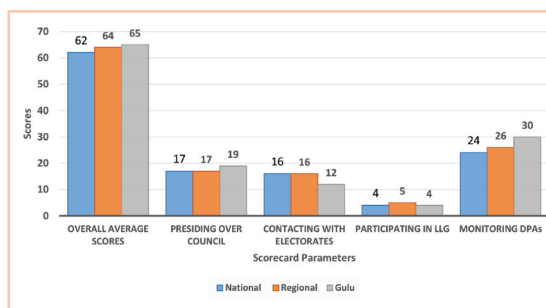

Source: Local Government Councils Scorecard Assessment FY 2018/19

Hon. Mapenduzi exhibited effective leadership when he played a critical role in managing the conflict that had developed between the Members of the Executive and Councillors at Gulu Municipal Council. Evidence showed that the chairman provided effective oversight on civil servants and implementation of council resolutions. However, his lower performance under the legislative role was attributed to failure to meet the scorecard threshold of attending council for at least 4 times. Table 2 presents a detailed breakdown of his performance.

2.3   Performance of Speaker of Council, Gulu District

The Speaker of Council in Gulu District is Hon John Okwonga, who represents Unyama Sub County under the FDC political party. Serving his second term, Hon. Okwonga was first elected in 2011 during which he served in the District Executive Committee as secretary for education and health and later as secretary for works and technical services. In the assessment, Hon Okwonga scored a total of 65 out of 100 points achieving a two-point improvement from the previous score of 63 points emerging number 17 out of the 35 speakers of council assessed. At the regional level, Hon. Okwonga emerged the 5th amongst the 6 Speakers of councils assessed from the Northern region. Overall, the speaker registered a fairly good performance across the 4 parameters as shown in Figure 3.

Figure 3: Performance of Speaker of Council, Gulu District on Key Parameters Relative to National and Regional Average Performances

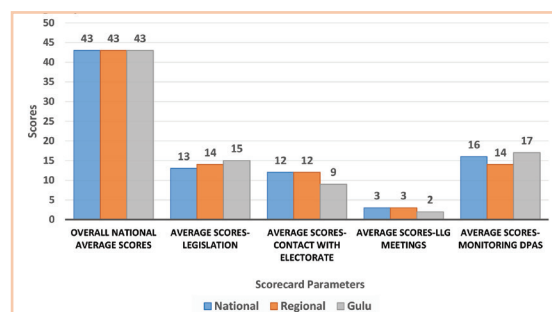*Source: Local Government Councils Scorecard Assessment FY 2018/19*

The Speaker's good performance under contact with electorate were attributed to his having a coordinating center in his constituency which enabled regular engagement with his constituents. His monitoring efforts were enhanced by the logistical facilitation to the office of the speaker. However, his performance was negatively impacted on due to lack of evidence to justify positive changes as a result of follow up actions he undertook after monitoring. The speaker too failed to provide sufficient evidence for having guided council using his special skills as well as attending at least 4 LLG meetings. Details of the speaker's performance are presented in Table 3.

2.4   Performance of Gulu District Councillors

Overall, 23 councillors were assessed in 2018/19, out of which 5 were assessed using secondary data having declined to be assessed by the research team. The councillors scored an average 43 points from a possible 100. This is an improvement from the previous assessment in which councillors scored an average of 40 points. Hon Rose Amono Abili representing Bungatira sub-county emerged as the best councillor for Gulu District with 85 out of 100 points. Hon. Christopher Opiyo Ateker representing Awach Sub-county on the other hand, emerged as the most improved councillor. He scored 48 points from the previous 12 points registering a 300 per cent improvement. The low performance by some of the councilors was largely attributed to failure by majority of the councillors to meet the thresholds particularly under participation in council and committees. Evidence showed that the committees of council did not constitute the minimum number of 6 sittings or even the 4 as per the scorecard threshold. Majority of the councilors had also not met the threshold under participation in LLGs either because of failure to attend at least 4 LLG council meetings or failure by the Sub Counties to provide documentary evidence (minutes) to back their claims

of having participated in these meetings. Figure 4 shows a summary of the councillors' average scores by parameter while Table 4 provides a breakdown of the same for each individual councillor.

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

Source: Local Government Councils Scorecard Assessment FY 2018/19

3.0 Critical Factors Affecting Performance

3.1 Factors Enabling Performance

- **Existence of coordinating centers:** Over half of the councillors had coordinating centers in their Sub-counties which facilitated their engagement with their electorate.

- **Team work among the councillors:** Many councillors conducted joint meetings and monitoring with their counterparts. For instance, in Laroo, Bungatira, Pece and Layibi, the councillors worked together in conducting community meetings and carrying out monitoring.

- **Responsiveness to citizens' demands:** Councillors from Bungatira, Unyama, Paicho and Patiko Sub Counties were active in following up with the demands of their electorate. They forwarded such demands to council and later on followed up with council's response. This enhanced their performance under the parameter of contact with the electorate.

3.2 Factors Hindering Performance

- **Poor documentation and record keeping:** Whereas it was evident that the councillors had monitored service delivery and held community meetings, many did not provide documents to support their performance claims especially on contact with electorate and monitoring services.

- **Power relations dilemma between Municipal and District Council:** Although the law recognizes Municipalities as lower local governments within the districts, there was a sharp contrast in perception and practice between the two entities. They seemed to be operating parallel to one another which affected effective performance of councillors' monitoring role (specifically those representing the urban divisions).

- **Failure to participate in the assessment:** Five councillors declined to take part in the assessment and were subsequently assessed using secondary information. This affected their performances as the secondary data did not give adequate information about their performance in council.

- **Failure to attend councils at Lower Local Governments (LLGs):** While some councilors performed poorly because of failure to attend at least 4 LLG council meetings, others claimed to have attended but the Sub Counties did not provide documentary evidence to back their claims.

- **Dormant structures for Special Interest Groups:** Structures like the Councils of the representatives of (Youth, PWDs, Older Persons and Workers) were not very active and did not meet regularly. This affected the performance of such categories of councillors in some parameters like contact with electorate.

5.0 Recommendations

- The district council should develop strategies for enhancing local revenue collection to be able to respond to the service delivery needs of the citizens.

- The office of the CAO should invest in building the capacity of the officers assigned to take up responsibility of clerk to councils.

- Council should develop mechanisms enabling councillors to report to council findings from monitoring done in their respective constituencies.

- All political leaders should endeavor to keep record of their plans and activities through the use of diaries and personal files.

Table 2: Performance of Gulu District Council FY2018/19

District	Performance		Legislation											Accountability						Planning and Budgeting				Monitoring Service Delivery							
	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
Gulu	82	86	2	2	1	3	3	1	2	4	1	3	22	4	8	6	2	2	22	5	4	9	18	5	3	4	4	2	2	4	24
Average	51	62	2	1	2	2	2	1	1	3	1	2	16	3	5	5	2	0	15	5	4	5	14	3	3	2	2	2	1	2	17

Table 3: Performance of Gulu District Chairperson FY2018/19

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	20	2	8	5	15	5	5	10	3	2	5	10	7	7	7	7	7	5	5	45
Martin Ojara Mapenduzi	M	Gulu	FDC	2	91	94	3	5	2	4	2	4	20	0	4	5	9	5	5	10	3	2	5	10	7	7	7	7	7	5	5	45
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 4: Performance of the Speaker of Council, Gulu District FY2018/19

Identifiers						Performance			Presiding over Council							Contact Electorate			LLG	Monitoring Service Delivery							
Name	Political Party	District	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 Electorate	Coordinating Centre	Sub Total	Participation in LLG	Health	Education	Agriculture	Water	Roads	FAL	Environment	Sub Total
Maximum Scores						100	100	100	3	9	3	2	3	5	25	11	9	20	10	7	7	7	7	7	5	5	45
John Okwonga	FDC	Gulu	Unyama	M	2	63	65	3	3	9	2	2	3	0	19	7	5	12	4	7	6	1	7	7	0	2	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 Performance of Gulu 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
Maximum Scores					100	100	100	8	8	5	4	25	11	9	20	10	7	7	7	7	7	5	5	45
Rose Abili Amono	FDC	Bungatira	F	2	80	85	6	8	8	5	0	21	11	9	20	10	7	7	7	3	3	2	5	34
Walter Tootika	NRM	Youth	M	1	74	75	1	8	8	5	0	21	11	9	20	0	7	7	3	7	3	2	5	34
Lillian Stella Lalam	FDC	Awach/ Patiko/ Palaro	F	2	70	70	0	8	8	5	0	21	11	9	20	0	2	7	3	7	3	2	5	29
Simon Peter Oola	FDC	Pece Div	M	1	41	62	51	7	8	5	1	21	0	6	6	0	3	6	7	7	7	0	5	35
Hellen Aber Uma	FDC	Unyama/Paicho	F	1	44	57	30	1	8	5	0	14	3	9	12	2	7	7	7	3	1	2	2	29

Name	Political	Constituency	Gender	Terms Served	Perf 2016/17	Perf 2018/2019	% Change	Plenary	Committee	Motion	Special Skills	Leg Sub Total	Meeting Electorate	Office	Contact Sub Total	Sub County Meetings	Health	Education	Agriculture	Water	Roads	FAL	ENR	Mon Sub Total
Maximum Scores					100	100		8	8	5	4	25	11	9	20	10	7	7	7	7	7	5	5	45
Amos Ojogi P'Lakidi	FDC	Bungatira	M	1	41	56	37	8	8	0	0	16	10	2	12	10	5	5	1	5	1	0	1	18
Patrick Kinyera	FDC	Palaro	M	1	46	50	9	1	8	0	0	9	8	9	17	0	3	2	1	7	7	2	2	24
Denis Ocen Lakwonyero	NRM	PWD	M	1	43	50	16	8	8	0	0	16	0	9	9	0	7	7	5	1	1	2	2	25
Christopher Opiyo Ateker*	NRM	Awach	M	2	12	48	300	8	8	5	1	22	3	5	8	4	5	5	0	0	0	0	4	14
Beatrice Aloyo	FDC	Laroo/ Bardege	F	1	37	48	30	1	8	0	0	9	7	2	9	2	7	7	3	1	3	5	2	28
Justine Simpleman Obol	DP	Laroo Div	F	1	35	45	29	8	8	0	0	16	8	9	17	2	0	0	0	1	7	0	2	10
Santa Oketta	NRM	Layibi Div	F	3	60	44	-27	8	8	0	0	16	7	2	9	6	0	0	1	5	5	1	1	13
George Ogwette	IND	Layibi Div	M	1	51	42	-18	8	8	0	0	16	7	5	12	2	0	0	1	5	1	1	4	12
Richard Maxwell Ocen	FDC	Patiko	M	1	36	42	17	1	8	0	0	9	1	6	7	0	6	4	7	3	0	4	2	26
Francesca Amony	DP	Pece Div	F	1	43	40	-7	8	8	5	0	21	0	0	0	4	0	0	5	1	5	0	4	15
Teddy Aciro Luwar	NRM	PWDs	F	1	33	40	21	1	8	0	0	9	0	9	9	0	4	0	7	5	1	0	5	22
Evelyn Gloria Piloya	IND	Paicho	F	1	36	31	-14	8	8	5	0	21	3	2	5	0	1	0	1	1	1	0	1	5
Lamech Lambart Akena	NRM	Workers	M	1		29		8	8	2	0	18	0	6	6	0	0	1	1	1	1	0	1	5
Nancy Akello	NRM	Youth	F	1	30	27	-10	1	8	0	0	9	7	6	13	0	0	0	0	0	1	2	2	5
Betty Acan Tino*	NRM	Older Persons	F	1	10	18	80	8	8	0	0	16	0	2	2	0	0	0	0	0	0	0	0	0
Latigo Okwonga*	NRM	Older Persons	M	1	17	11	-35	3	8	0	0	11	0	0	0	0	0	0	0	0	0	0	0	0
Johnny Ben Okello*	FDC	Bardege Div	M	1	9	9	0	1	8	0	0	9	0	0	0	0	0	0	0	0	0	0	0	0
Evelyn Lakop	NRM	Workers	F	1		8		1	1	0	0	2	0	2	2	0	0	0	0	1	1	1	1	4
Average					40	43	25	5	8	2	0	15	4	5	9	2	3	3	3	3	2	1	2	17

*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 it's 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

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