



# **LOCAL GOVERNMENT COUNCILS' PERFORMANCE AND PUBLIC SERVICE DELIVERY IN UGANDA**

**Gulu District Council Score-Card Report 2012/2013**



**Arthur Oworl ■ Walter Akena ■ Geoffrey Odong ■ Jacob O. Okot**

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**Cover Illustrations:**

Gulu District Chairperson, Martin Ojara Mapenduzi commissions a borehole in Tuku Lwala; Awach Sub-county while below Maintenance works on Gwengdiya-Patiko Road in Awach & Patiko sub-counties is underway.

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# LIST OF ACRONYMS

<b>ACODE</b>	Advocates Coalition for Development and Environment
<b>AIDS</b>	Acquired Immune Deficiency Syndrome
<b>CAO</b>	Chief Administrative Officer
<b>CBO</b>	Community Based Organization
<b>CDD</b>	Community Driven Development
<b>CSOs</b>	Civil Society Organizations
<b>DDP</b>	District Development Plan
<b>DEC</b>	District Executive Committee
<b>DEO</b>	District Education Officer
<b>DHO</b>	District Health Officer
<b>DSC</b>	District Service Commission
<b>EMIS</b>	Education Management Information System
<b>ENR</b>	Environment and Natural Resources
<b>FAL</b>	Functional Adult Literacy
<b>FDC</b>	Forum for Democratic Change
<b>FGDs</b>	Focus Group Discussions
<b>FY</b>	Financial Year
<b>HC</b>	Health Centre
<b>HMIS</b>	Health Management Information System
<b>HIV</b>	Human Immunodeficiency Virus
<b>Hon</b>	Honourable
<b>LC</b>	Local Council
<b>LG</b>	Local Government
<b>LLG</b>	Lower Local Government
<b>NAADS</b>	National Agriculture Advisory Services
<b>NGOs</b>	Non-Governmental Organizations
<b>NUDEIL</b>	Northern Uganda Development of Enhanced Local Governance, Infrastructure and Livelihoods
<b>NPPA</b>	National Priority Programme Areas
<b>NRM</b>	National Resistance Movement
<b>NFA</b>	National Forestry Authority
<b>O &amp; M</b>	Operation and Maintenance

<b>OPD</b>	Out Patient Department
<b>PAC</b>	Public Accounts Committee
<b>PAF</b>	Poverty Action Fund
<b>PAS</b>	Principle Assistant Secretary
<b>PRDP</b>	Poverty Reduction Development Programme
<b>PWDs</b>	Persons with Disability
<b>SAS</b>	Senior Assistant Secretary
<b>UBoS</b>	Uganda Bureau of Statistics
<b>UGX</b>	Uganda Shillings
<b>ULGA</b>	Uganda Local Government Association
<b>UPE</b>	Universal Primary Education



# 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 Governments Association (ULGA) and the Advocates Coalition for Development and Environment (ACODE). The report is an output of consultations with communities in Gulu, the district political and technical leadership. At the lower local government, consultations took place among the sub-county leadership and community members through focus group discussions. We acknowledge the contributions of the LGCSCI project team at ACODE and the district-based researchers across the country.

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 Gulu District Chairperson, the Speaker, the Chief Administrative Officer and Clerk to Council for their support to the assessment process on which this report is based. Their timely provision of information and input is deeply appreciated. We also acknowledge district councilors who accepted to be assessed by the research team -attesting to the fact they are the primary unit of study and analysis for the score-card. Special recognition also goes out to Sub-county Chairpersons and Senior Assistant Secretaries for the assistance accorded to the team during the verification exercise. We also acknowledge all head teachers of primary schools and health centre personnel who, even in the absence of in-charges, accorded us full support during the verification exercise. The team would also like to appreciate citizens who participated in Focus Group Discussions. We are grateful to Drake Rukundo for peer reviewing and Mukotani Rugyendo for technical editing of this report.

Funding for this assessment is provided by the Democratic Governance Facility (DGF). We are grateful to DGF and contributing partners: United Kingdom (UK), Denmark, Norway, Ireland, Sweden, The Netherlands, Austria and the European Union (EU). 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 omissions.

# EXECUTIVE SUMMARY

This is the third report for Gulu 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 the 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 elected leaders. The objective of this report is to provide information and analysis based on the assessment conducted during Financial Year (FY) 2012/13. The assessment reviewed documents on planning and budgeting, service delivery monitoring; and Gulu 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. Gulu District was found to be heavily dependent on central government transfers that account for about 59.5% of district revenue. Locally-generated revenue and donor contributions were projected to be about 1% and 39.7% respectively. During the FY 2012/13 the district had a total budget of Ushs. 32,707,226,000= compared to Shs.30, 267,362,000= for the FY2011/12 -- a 7.5% increase 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.

Gulu District is among the 26 districts that have been assessed. The assessment in the district covered 31councillors, 15 of whom were female, while the rest were male. In FY2012/13, Gulu District Council scored a total of 78 out of 100 possible points -- adecrease of 5 points compared to FY 2011/12. Gulu's decline in performance was exhibited under the monitoring service delivery role (24 out of 30 points).

The District Speaker, Hon. Douglas Peter Okello, scored 84 out of 100 possible points – a decrease from 89 points in the previous assessment. Speaker's decline was exhibited in participation in lower local government. However, speaker exhibited outstanding performance 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 councillors was 45 out of 100 possible points. The best male councillor was Hon. Ballington Olweny, with 86 out of 100 points allotted on all the assessed parameters, while the best female councillor was Hon. Rose Amono Abili with 69 points.

The major service delivery challenges in Gulu District included the following: growing political apathy among the councillors, poor contact with electorates, internal conflict, legal battle with former employees, 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

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## 1.1 Introduction

The Uganda Local Government Councils' Scorecard Initiative (LGCSCI) is a longterm initiative of ACODE with the goal of strengthening citizens' demand for good governance and effectiveness in the delivery of public services as well as boosting the professionalism 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 and the third and fourth assessments for financial years 2011/12 and 2012/2013 covered 26 districts including Gulu district.<sup>1</sup>

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

This is the third scorecard performance assessment report for Gulu District Local Government. Financial year 2012/13 is the second of a five-year term (2011 – 2016) and will therefore be a basis for subsequent comparative analyses on the performance of the district's political leadership.

This report is organized in five sections. Section 1 focuses on the district profile, while Section 2 reports on the budget performance and resource allocation, and their implication to service delivery in the district. Findings and interpretation of score-card results are presented in Section 3. Finally, Section 4 highlights key assessment conclusion and recommendations.

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<sup>1</sup> 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

## 1.2 District Profile

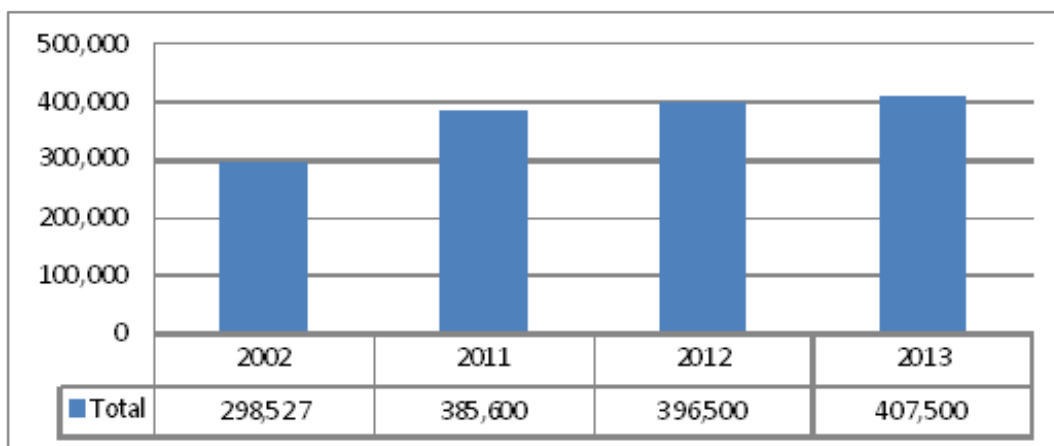
Gulu district is located in northern Uganda between longitude 30-32 degrees east; latitude 02-4 degrees north.

It is bordered by Amuru and Nwoya district in the west and southwest respectively, Lamwo district in the north east, Pader district in the east, Lira district in the south east and Oyam district in the south

The total land area of Gulu District is 3,449.08 sq km (1.44% of the Uganda land size). 96.9 sq km (0.8%) is open waters. The District headquarters is 332 km by road from Kampala and through the Great North Road gives access to the Sudan and Democratic Republic of Congo.<sup>2</sup>

With an annual growth rate of 3 per cent, the population of Gulu District has been rising over the years from 298,527 in 2002 to approximately 407,500 in 2013.<sup>3</sup> Figure 1 below shows the population trend of Gulu District over the years. Its economy is based on agriculture which employs about 95 per cent of its estimated 407,500 people.<sup>4</sup>

**Figure 1: Gulu District Population Trends**



**Source:** UBOS 2002 population projections

## 1.3 District Leadership

The leadership of Gulu District is divided into two: the technical and the political. The technical leadership undergoes an annual assessment by the Ministry of Local Government. However, for the purpose of this assessment,

<sup>2</sup> [http://www.gulu.go.ug/index.php?option=com\\_content&view=article&id=49&Itemid=120](http://www.gulu.go.ug/index.php?option=com_content&view=article&id=49&Itemid=120)

<sup>3</sup> UBOS; Uganda National Housing and Population Census 2002

<sup>4</sup> Gulu District- DDP (2011-2013/2015-2016)

the focus is on the political leadership as elaborated on in sub-section 1.3.1. During the year under review, Gulu District Local Government comprised 12 sub-counties<sup>5</sup> and four municipal divisions.<sup>6</sup>

### 1.3.1 Political leadership

At the political level, the district is headed by Chairman Martin Ojara Mapenduzi, who works with a team of 30 elected councilors, including the District Speaker. In terms of gender distribution: 16 of the councilors are male while 13 are female. At parliamentary level, the district is represented by four members of parliament as indicated in Table 1.

**Table 1: Political Leadership of Gulu District**

Designation	Name
Chairperson/Sec Finance, Planning, Investment & Administration	Hon. Martin Ojara Mapenduzi
District Vice Chairperson/Sec Education, Health & Social Services	Hon. Isaac Newton Ojok
District Speaker	Hon. Douglas Peter Okello
Sec. Community Based Services	Hon. Christine Arach
Sec. Works & Technical Services	Hon. John Okwonga
Sec. Production, Marketing & Natural Resources	Hon. Caroline Rose Adong
Members of Parliament	Hon. Christopher Achire – Gulu Municipality
	Hon. Reagan Okumu – Aswa County
	Hon. Jacob Oulanyah - Omoro County
	Hon. Betty Aol Ocan - Woman MP
Resident District Commissioner	Mr. James Nabinson Kidega

**Source:** Gulu District Council Minutes (2012-2013)

The District Council conducts its business through four standing committees of : i) Social Services chaired by Hon. Ballingtone Olweny (Bungatira Sub-County); ii) Finance, Planning, Investment and Administration chaired by Hon. Kenneth Nyeko (Ongako Sub-County), iii) Production and Natural Resources chaired by Hon. Santa Oketta (Layibi/Bardege); and iv) Works, Water and Roads chaired by Hon. Opiyo Christopher Ateker (Awach Sub-county). These committees plan and undertake monitoring of the government's priority programme areas on behalf of the council. The District Executive Committee (DEC) is tasked with overseeing the day-to-day administration of the district and comprises a chairperson and secretaries to sectoral committees as presented in Table 1 above.

5 Sub-counties: Awach, Bobi, Bungatira, Koro, Lakwana, Lalogi, Odek, Ongako, Paicho, Palaro, Patiko and Unyama

6 Gulu Municipality Divisions: Bardege, Laroo, Layibi, Pece

### 1.3.2 Technical leadership

The success of a district in delivering quality service to its citizenry is highly dependent on the synergy between the technical and political leaderships. Whilst the political leadership makes policy and resolutions in council, the technical leadership is tasked with the responsibility of implementing such policies and resolutions. At the technical level, Gulu District is headed by a Chief Administrative Officer, and is assisted by a Deputy Chief Administrative Officer and a team of 11 Heads of Department as represented in Table 2.

**Table 2: Technical Leadership of Gulu District**

Designation	Name
Chief Administrative Officer	Mr. Julius Peter Odongkara
Deputy Chief Administrative Officer	Mr. Benard Ogwal
SAS-In-charge Omoro	Mr. David Opwonya
SAS-In-charge Aswa	Ms. Santa Odwar
Principle Personnel Officer	Mr. Alfonse Oboni
District Health Officer	Dr. Paul Onek
District Education Officer	Rev. Vincent Oceng Ocen
District NAADs Coordinator	Mr. John Komakech
District Natural Resources Officer	Mr. Alex Ojera
Chief Finance Officer	Ms. Akello Jane Lamony
District Planner	Mr. John Charles Luwa
District Community Services Manager	Mr. Jimmy Oruut
District Engineer	Mr. Olal Andrew Obong
District Information Officer	Mr. Ocitti Adimola
District Production Officer	Dr. Okidi Ochora
SAS-Clerk to Council	Mr. Severino Uhuru Kibwota

**Source:** Gulu District Council Minutes (2012-2013)

## 1.4 Methodology

The process of conducting the assessment used a variety of methods consistent with the goals and the theory of change<sup>7</sup> of the score-card. The following approaches were used in the process.

### 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.<sup>8</sup> These parameters are based on the responsibilities of the local government council. The organs assessed include: the District Council, District Chairperson, District Speaker and the individual Councilors. The

<sup>7</sup> See, Tumushabe Godber, et al (2010). Background and Methodology of the Local Government Score Card

<sup>8</sup> See Third Schedule of the Local Governments Act, Section 8.

parameters assessed include: legislation; contact with the electorate; planning and budgeting participation in lower local governments; and, monitoring of service delivery.<sup>9</sup>

The scorecard is reviewed and ratified annually by internal and external teams. The internal team is comprised of the ACODE Research Team and the local partners. The Expert Task Group, which is the external team, is comprised of 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 March 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 scorecard, nature of assessment, and to orient councilors for the assessment.

a) **Literature Review.** The assessment involved a comprehensive review of documents and reports on Gulu District Local Government. Box 1 shows the different categories of documents and reports reviewed.

<b>Box 1: Categories of Official District Documents Used in the Assessment</b>	
<b>Planning Documents</b>	
<input type="checkbox"/>	Gulu District Development Plan (DDP) 2011/2012-2015/2016
<input type="checkbox"/>	Gulu District Local Government Revenue Enhancement Plan ( 2011/2012-2015/2016) 2015/16)
<b>Budgeting Documents</b>	
•	Budget Framework Paper FY 2012/13
•	District Budget and Annual Work Plan FY 2012/13
<b>Reports</b>	
•	District Water Sector Report for FY 2012/2013
•	EMIS Report-Gulu 2012/2013
•	HMIS Report- Gulu 2012/2013

b) **Key Informant Interviews.** Key informants were purposively 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

<sup>9</sup> See, Tumushabe, Godber. Ssemakula, E., and Mbabazi, J., (2012). Strengthening the Local Government System to Improve Public Service Delivery Accountability and Governance ACODE Policy Research Series, No. 53, 2012. Kampala.



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.

- c) **Focus Group Discussions (FGDs).** Focus group discussions (FGDs) are conducted based on the criteria set in the scorecard FGD guide. A total of 32 FGDs were organized in 12 sub-counties and 4 divisions 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 verify information provided by their respective councilors. A total of 392 people -141 females and 251 males, as shown in Figure 2 participated in the FGDs.
- 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, Functional Adult Literacy (FAL) centres, and district as well as community 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. This data was used to generate frequency and correlation matrices that helped us to make inference and draw conclusions on individual and general performance.

## 2. BUDGET PERFORMANCE AND SERVICE DELIVERY IN GULU DISTRICT

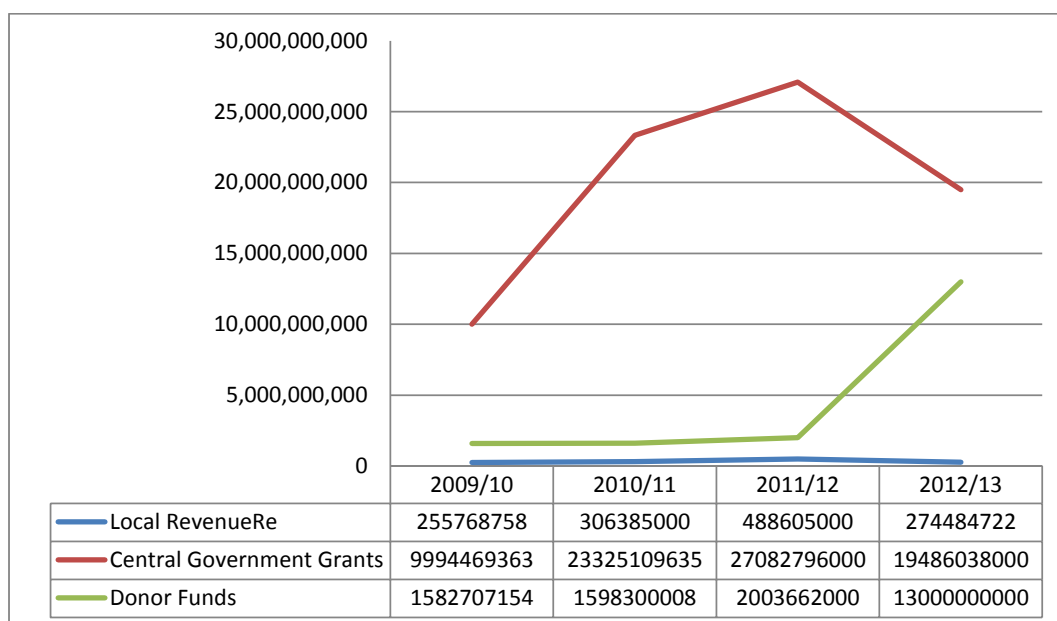
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Gulu District, like all other district local governments, has the duty to plan and budget for effective service delivery. This section presents information on the district budget and the state of services delivery.

### 2.1 District Budget Performance FY 2012/13

During the year under review, the total Budget realization for Gulu District was Shs 32,760,522,722 representing 68 per cent revenue budget performance. There were shortfalls registered in local revenues and Central Government grants; only 42 per cent of the projected local revenue was realized while Central Government grant performance was at 63 per cent of the projected figure. Donor funding performed at 80 per cent. Gulu District, like all other districts, did not receive capitation grant for fourth quarter from the Central Government, which impacted on the implementation of activities and programmes planned for the fourth quarter. Figure 2 shows trends in the sources of revenue for the District.

**Figure 2 Trend of the resource envelope for the last four financial years.**



**Source:** Gulu District Budget; Financial Year 2012 – 2013

### 2.1.1 Gulu District Resource Envelope

Gulu District Local Government budget comprises four revenue sources, including: Central Government grants (conditional and unconditional), Local revenue, Local development grants and Donor funds. In the year under review, Local Revenues accounted for 0.8 per cent of the total revenues realized; Central Government grants accounted for 59.5 per cent and Donor support accounted for 39.7 per cent. Notably, the district continues to rely heavily on Central Government and Donor funds to service its budget. Table 2 shows the composition of the Gulu District resource envelope for the past three financial years.

**Table 3: Resource Envelope of Gulu District Ushs ('000)**

Revenue Sources	2010/11	2011/12	2012/13
Local Revenue	306,385	488,605	274,484
Government Transfers	23,325,109		
a) Discretionary Government Transfer		1,973,446	2,455,063
b) Conditional Government Transfer		21,000,937	17,030,975,

c) Other Government Transfer		4,108,413	
Local Development Grants		692,300	
Donor funds	1,598,300	2,003,662	13,000,000,
<b>TOTAL</b>	<b>25,229,795</b>	<b>30,267,362</b>	<b>32,760,522</b>

**Source:** Gulu District Budget 2012/2013

## 2.1.2 Inter-sectoral Allocation and Implication for Service delivery

In the year under review, the Department of Works received the biggest share of the budget (29 per cent) followed by Education at 26 per cent, Finance 18 per cent and Health 13 per cent. The department of Environment and Natural Resource continues to receive paltry share of the budget (1 per cent). Table 3 below shows intra-sector budget allocation for Gulu District for FY 2012/2013.

**Table 4: Intra-Sectoral Allocation for FY 2012/2013**

Sector	2011/12	% of total	2012/13	% of total budget
Administration	1,640,126,000		6,481,992,000	13.4%
Finance	542,501,000		506,313,000	1.05%
Council	655,163,000		738,504,000	1.53%
Production	2,109,806,000		2,174,878,000	4.52%
Health	5,347,357,000		5,600,580,000	11.64%
Education	13,288,406,000		22,589,741,000	46.96%
Works	3,855,561,000		8,431,201,000	17.52%
Natural resources	107,410,000		294,780,000	0.61%
Community Based Services	611,565,000		846,525,000	1.75%
Planning	1,544,706,000		346,298,000	0.71%
Internal Audit	63,358,000		87,266,000	0.18%
Total	29,765,639,000		48,098,079,000	
Wage Recurrent:	13,031,260,000	43.7%	12,971,564,000	26.9%
Non-Wage Recurrent:	3,906,578,000	13.1%	8,768,482,000	18.2%
Domestic Dev't	10,792,776,000	36.2%	10,118,914,000	21.03%
Donor Dev't	2,035,025,000	6.8%	16,239,120,000	33.7%

**Source:** Gulu District Budget and Annual Work Plan 2012-2013

Gulu District relies heavily on Central Government for funding and yet 65 per cent of all Central Government transfers and grants like UPE and PHC are conditional.

In the last two financial years, the district has been allocating a larger percentage of the budget to the critical sectors of education, health and works. However, it is worth noting that 45.1 per cent of the estimated budget of Gulu District in the year under review was allotted for recurrent expenditure (Wage and Non-wage) like paying salaries, buying stationery and office equipment. Allocation to the sector of Internal Audit has remained low in the past two financial years. This hinders work in the department; and when audits are not done effectively and efficiently, the district is unable to realize value for money and service delivery is negatively impacted on.

## 2.2 State of Service Delivery in Gulu District Local Government

Under the decentralization policy, provision of basic public services such as education, health, roads and agricultural advice have been devolved to district local governments.<sup>10</sup> The quality of these services provided to citizens is the ultimate measure of the performance of government. A review of selected service delivery indicators for Gulu District is shown in Table 4.

**Table 5: Service Delivery Indicators in Gulu District (FY2011/12 & FY2012/13)**

Sector	Indicators	National standard/ NDP target	District Target 2011/12	Level of achievement 2011/12	Level of achievement 2012/13
Education -Primary Education	Enrolment	-	33448	70,450	78,364
	PCR	45:1	53:1	62:1	60:1
	PTR	45:1	53:1	50:1	52:1
	PLE Performance	-	Div 1 - 150	Div 1 - 1.76% Div2- 36.33% Div 3- 26.1%	Div 1-2.3% Div 2-44.65% Div 3-24.38%
Health Care services	ANC 4th Visit	-	45%	42%	42%
	Deliveries in Health Centres	35%	50%	89%	84%
	Total beds	-	-	Not known	Not known
	Access to Maternity services	-	-		Not known
	MMR		No target	143	135/100000
	IMR	76/1000	No target	25	54/1000
	Staffing Levels	-	70%	72	79%

10 See Part II of the Second Schedule of the Local Government Act CAP 243

Road Sub-sector	Km of roads under routine maintenance	100%	564 km	-	564 km
	Km of roads rehabilitated	-	46.1 km	-	7.4 km
	Km of roads under periodic maintenance	-	12 km	-	12 km
	Proportion of roads in good condition	100%	100%	-	80%
	Construction of bridges	-	02	00	00
	Opening up new community roads	-	-	-	156 km
Water and Sanitation	Water coverage	100%	-	64.79%	73.5%(rural)
	Number of boreholes sunk	-	-	Not known	99
	Number of boreholes rehabilitated	-	13	-	158
	Functionality of water sources	100%	90%	-	87%
	Proportion of the population within 1km of an improved water source	100%	72%		71%
	Pit latrine coverage	56%	No target	66%	70%
Agriculture	Number of extension workers per sub-county	2 per s/c	Not known	1	-
	Number of service points	-	Not known	Not known	Not known
	Number of demonstration farms	-	Not known	1,039	-
	Technical back-up visits	-	Not target	-	Not known
FAL	Number of instructors	-	-	149	-
	Number of participants	-	No target	3,161	-
	Number of service centres	-	-	-	-
	Level of coverage	-	-	12 Sub-counties	12 Sub-counties
Environment and Natural Resources	Staffing Level	2	Not known		Not known
	Conduct Environmental monitoring and assessment	Quarterly	Quarterly		Quarterly
	Production and update District State of the Environment Report (DSOER)	1	Not known	1	1
	District Environment Action Plan	1	Not known		Not seen
	Preparation of District Wetland Ordinance	-	No Evidence	-	No Evidence
	Monitor wetland systems in the district	Quarterly	No Evidence	4	4
	Establishment of Agro-forestry nurseries	-	No target	-	-

Source: Gulu DDP 2010/2011-2015/2016

### 2.2.1 Primary Education Services

For any country to achieve social economic development, it is crucial for it to invest in human capital. There are 147 government-aided primary schools in Gulu District. The performance of the education sector in Gulu District has been steadily improving. In the year under review, 93 pupils passed in Division

1 against a projected figure of 100 while 1,793 pupils passed in Division 2. The overall pass rate was 86.7 per cent for the year under review compared to 81 per cent in FY 2011/2012.<sup>11</sup> A number of challenges still face the education sector, like high pupil- teacher ratio, high pupil-classroom ratio, inadequate sitting facilities in some schools like Koch Koo Primary School and reluctance by parents to support the education of their children. Despite these challenges, the district and its development partners undertook initiatives like classroom construction, construction of teachers' accommodation and a sustained back-to-school campaign to improve performance of the sector. Sixty-eight classrooms, 24 teachers' houses and 80 latrine stances were constructed by the district and its development partners in response to infrastructural challenges in the Education Department.

**Figure 3: Figure 2 L-R: An overcrowded class in Koch Koo Primary School, Ongako Sub-county and Pupils unattended at Laminoluka Primary School, Lakwana Sub-county**



**Source:** ACODE Digital Library September 2013

### 2.2.2 Health Services

A viable and functional health service delivery system is essential for enhancement of the quality of life of the citizens. Hospitals and health centres are the primary conduits for health service delivery by the government. Gulu's 407,500-strong population is served by 70 health facilities including 4 hospitals, 2 HCIVs, 15 HCIIIs and 53 HCIIIs. One thousand forty-five (1,045) VHTs are spread over the 342 villages acting as linkages between the community and HC IIs. Respiratory tract infection, malaria, and intestinal worms remain the top three OPD cases causing high morbidity in Gulu District. Seventy-two per cent (72%) of Gulu's population resides within a

<sup>11</sup> These figures exclude schools in the Municipality



5-km radius of health centres. However, challenges like drug stock-out in health centres, and late opening of health centres were noted in the health sector. In Lujorongole HCII, Lakwana, for example, was not open by 10:00 am when the research team visited the facility.

**Figure 4: L-R: Lujorongole HCII still closed at 10:00am on 27th September 2013, Lakwana Sub-county and a mother attends to her child at Awach HCIV Awach Sub-county.**



Source: ACODE Digital Library September 2013

### **2.2.3 The State of the Road Infrastructure**

An extensive and a viable road network is very essential to the development of any economy as it connects communities to service delivery points like schools, hospitals, and markets, among others. Gulu District has 656 km of feeder roads serving its population. Eighty per cent of the district's road network is in good condition. In the year under review, 564km of road were maintained, 7.4km rehabilitated while 156km of new roads were constructed. Challenges like delayed funding and equipment breakdown were reported in the sector. For instance, the sector did not receive the fourth quarter release for road works. There was also the bureaucratic challenge of borrowing equipment, like a compaction machine from UNRA Sub-station, and this delayed work.



**Figure 5: L-R: Maintenance work on Gwengdiya-Patiko Road, Awach & Patiko sub-counties; and a grader stuck on Odek-Awere road Odek Sub-county**



Source: ACODE Digital Library September 2013

## **2.2.4 Water and Sanitation**

### **a) Water**

Access to clean and safe water is a fundamental human right and it is an important indicator of the people's quality of life. Gulu District had 538 boreholes, 254 protected springs, 70 hand-dug wells and 174 shallow wells; with three water schemes in Awach, Palenga and Lalogi.<sup>12</sup> The safe water coverage for Gulu District is 73.5 per cent (rural areas). At least 377 water sources in the former IDP camps have been earmarked for decommissioning. A number of challenges were noted in the Water Sector like: reluctance of the community to take ownership of water; the resettlement of the community that has left some water sources unutilized; and, geological challenge of lack of potentiality for water in some areas, especially the Aswa river belt. The district and its development partners have, however, undertaken measures such as the rehabilitation of broken water sources,<sup>13</sup> sinking of new water sources and community sensitization to try and mitigate these challenges.

### **b) Sanitation**

There was improvement in latrine coverage from 62 per cent in Financial Year 2011/2012 to 66 per cent in financial year 2012/13 as a result of an increase in the number of health inspectorate staff and visits in the district. Hand-washing at community latrines was at 10.4 per cent. From findings in

<sup>12</sup> Gulu District Local Government, Office of the Chief Administrative Officer(2013), Water Sector Report for the 4th Quarter 2012/2013.

<sup>13</sup> 99 Boreholes were drilled in 2012/2013; 6 under LGMSD, 6 under Local Government Grant, 73 under PRDP and 14 by World Vision.

FGDs, it was evident that more needed to be done in communities to improve hand-washing. The major impact of improved sanitation and hygiene has been in the reduction in diarrheal diseases like dysentery, persistent diarrhea and typhoid.

**Figure 6: L-R: Gulu District Chairperson, Martin Ojara Mapenduzi commissions a borehole in Tuku Lwala; Awach Sub-county and (Right) A borehole earmarked for decommissioning in Lalogi Sub-county**



**Source:** ACODE Digital Library, August 2013

### 2.2.5 Agriculture

Agriculture is practiced mainly at subsistence level, with major food crops such as millet, cassava, cow peas, potatoes, beans, simsim and sunflower. Cash crops include cotton, tobacco, sugar cane and Simsim. The functionality of the agricultural sector therefore has a great impact on the livelihood of the people. Many farmers interviewed during FGDs in sub-counties across the district alluded to the fact that they fell victim to unpredictable weather which impacted on their harvest. NAADs, through the government, provides advisory services.

**Figure 7: L-R: NAADs Beneficiaries (Livestock) and NAADs poultry project, Layibi Division**



**Source:** ACODE Digital Library, August 2013

### **2.2.6 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 literacy. The programme is being implemented across the 16 sub-counties in the district. In the year under review, the programme was crumbling under the heavy weight of challenges like under-funding, a general outcry by instructors over low or no remuneration.

### **2.2.7 Environment and Natural Resources**

Most of Gulu District has relatively flat terrain covered by thick savannah grassland vegetation and 2.5 per cent of the district area comprises central and local forest reserves. A very small portion of the district (0.83 per cent) is open water, while 0.63 per cent is wetland and 30,162 hectares is forest. The terrain, rivers and vegetation of the district create a conducive habitat for a variety of wildlife.<sup>14</sup> The Natural Resource Department is mandated to: promote and ensure sustainable natural resource use and management. However, the department continues to grapple with challenges like understaffing, unsustainable human activities on the environment and underfunding.<sup>15</sup>

<sup>14</sup> Gulu District DDP 2011-2012/2015-2016

<sup>15</sup> See District State of Environment FY 2012/2013

**Figure 8: A contaminated well (Musoke) in Mende Sub-county**



**Source:** ACODE Digital Library, August 2013

### **2.2.8 Efforts to Address Gaps in Service Delivery**

Evidence in Minutes of Council indicates improvement in councilors' analytical abilities and articulation skills. They often put the executive to task, for example, when they requested for district account details to be laid before them.<sup>16</sup> Council's standing committees undertook monitoring of service delivery units and ably discussed the findings of such monitoring both in committees and council meetings. Worthy to note is continuous support supervision in service delivery units. The District Executive Committee, Top Management Committee, Technical Planning Committee and the Revenue Enhancement Committees worked tirelessly to confront service delivery gaps in the district.

<sup>16</sup> See Minutes of Council sitting on 30th April 2013



## 3. THE SCORE-CARD FINDINGS AND INTERPRETATION

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The Score-card is an innovation by ACODE to fill in the gap of political assessment. The Local Government Ministry carries out annual assessment of the technical wing of the district. The district is mandated to administer and provide services. The District Council consists of the Chairman, Speaker and Councilors. The scorecard assessment is premised on a set of parameters which guide the extent to which local government council organs and councilors perform their responsibilities.<sup>17</sup>

### 3.1 Gulu District Council

The Local Government Council is the highest authority within a local government with political, legislative, administrative and executive powers. The score-card for the council is derived from the functions of the local government council as stipulated under the Local Governments Act. The assessment of the local government council is aimed at establishing the extent to which a council uses its political, legislative, administrative and planning powers to address the issues that affect the electorate within their jurisdiction. Table 6 shows the details of the council performance on each assessed parameter.

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<sup>17</sup> See Third Schedule of the Local Governments Act, Section 8.

**Table 6: Performance of Gulu District Council**

Performance Indicators Year	Actual Score	Maximum Scores	Remarks
<b>1. LEGISLATIVE ROLE</b>	<b>20</b>	<b>25</b>	<p>Council adopted model rules of procedure in FY 2011/2012. Business and Welfare Committee sat only 4 times in the year under review. Committees of Finance, Production, Social Services and Works all sat at least 4 times. Motions moved include; a private member motion on prevention of HIV/AIDs, adoption of District Client Charter and Vote on Account. District engaged Amuru in meetings over the border dispute between Palaro and Atiak on March 27, 2013</p> <p>Public Hearing conducted in Koro Sub county on GBV</p>
Adopted model rules of Procedure with/without debate (amendments)	2	2	
Membership to ULGA	2	2	
Functionality of the Committees of Council	2	3	
Lawful Motions passed by the council	3	3	
Ordinances passed by the council	0	3	
Conflict Resolution Initiatives	1	1	
Public Hearings	2	2	
Evidence of legislative resources	4	4	
Petitions	2	2	
Capacity building initiatives	2	3	
<b>2. ACCOUNTABILITY TO CITIZENS</b>	<b>20</b>	<b>25</b>	<p>There was evidence of revenue sharing as District had set aside 8% of its budget for transfer to LLGs. Council debated and took actions on allegation of councilors and parish chiefs involving in illegal revenue collection. Council also debated on PWD accessibility and protection</p> <p>PAC reports were reviewed and approved in council. Client Charter was approved but its implementation could not be verified.</p>
Fiscal Accountability	4	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	3	3	
<b>3. PLANNING &amp; BUDGETING</b>	<b>11</b>	<b>20</b>	<p>Vision and Mission statements were displayed in departmental offices and Budget was laid on 28th June 2013.. Evidence of Capacity building plan was availed. Gulu District engaged Internal Affairs Ministry on relocation of Gulu Police barracks to create space for a model business district.</p>
Existence of Plans, Vision and Mission Statement	5	5	
Approval of the District Budget	4	4	
Local Revenue	2	11	
<b>4. MONITORING SERVICE DELIVERY ON NPPAs</b>	<b>24</b>	<b>30</b>	<p>Standing Committees carried out monitoring as planned and reports were ably discussed in council and actions taken.</p>
Education	5	5	
Health	5	5	
Water and Sanitation	3	4	
Roads	3	4	
Agriculture and Extension	3	4	
Functional adult Literacy	3	4	
Environment and Natural Resources	2	4	
<b>TOTAL</b>	<b>75</b>	<b>100</b>	<b>Good performance</b>

Gulu District Council scored a total of 75 out of 100 possible points compared to 82 in the previous assessment. The best performed parameter was monitoring service delivery on NPPAs (24 out of 30). The district also performed well in planning and budgeting, scoring 18 out of 20 and the least performance was registered in accountability to citizens. A comparison of all district councils' performance in the 26 districts is presented in Annex 1.

## 3.2 District Chairperson

Hon. Martin Ojara Mapenduzi is the District Chairperson of Gulu and a member of the Forum for Democratic Change. In the year under review, he was serving the second year of his first term in office. Table 7 provides a detailed explanation of the performance of the Chairperson.

**Table 7: Chairperson's Score-card**

<b>Name</b>	<b>Martin Ojara Mapenduzi</b>		
<b>District</b>	<b>Gulu</b>		
<b>Political Party</b>	<b>FDC</b>		
<b>Gender</b>	<b>Male</b>		
<b>Number of Terms</b>	<b>1</b>		
<b>Total Score</b>	<b>88</b>		
<b>ASSESSMENT PARAMETER</b>	<b>Actual Score</b>	<b>Maximum Score</b>	<b>Comments</b>
<b>1. POLITICAL LEADERSHIP</b>	<b>20</b>	<b>(20)</b>	Chaired 11 DEC meetings, and delegated once on 21st August 2012. Chairman took decision on irregularities of NUSAF projects in Layibi Division and the case of ACDI VOCA in Bobi. Chairman made a report on state of affairs of the district on 28th June 2013. Chairperson attended District Security Committee meetings and engaged the Minister of Internal Affairs extensively on the relocation of Gulu Police Barracks for creation of a model business district
Presiding over meetings of Executive Committee	3	3	
Monitoring and administration	5	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	
<b>2. LEGISLATIVE ROLE</b>	<b>11</b>	<b>(15)</b>	Bill on Accessibility and Protection of PWDs and Food and Nutrition presented by the Executive.
Regular attendance of council sessions	2	2	
Motions presented by the Executive	4	6	
Bills presented by the Executive	5	7	
<b>3. CONTACT WITH ELECTORATE</b>	<b>10</b>	<b>(10)</b>	Chairperson has a weekly radio program on Mega FM.
Programme of meetings with Electorate	5	5	
Handling of issues raised and feedback to the electorate	5	5	
<b>4. INITIATION AND PARTICIPATION IN PROJECTS IN ELECTORAL AREA</b>	<b>10</b>	<b>(10)</b>	Chairperson initiated a project for building a hospital in collaboration with Korean Government and a project to develop Gulu police land.  Chairperson signed MoU with NUDEIL, Invisible Children and others.
Projects initiated	3	3	
Contributions to communal Projects/activities	2	2	
Linking the community to Development Partners/ NGOs	5	5	

<b>5. MONITORING SERVICE DELIVERY ON NATIONAL PRIORITY PROGRAMME AREAS</b>	<b>37</b>	<b>(45)</b>	Chairperson carried out personal monitoring and prepared reports
Monitored Agricultural services	5	7	Some followup actions taken include: meetings with school heads, meeting with LCIIIs, roads were worked on.
Monitored Health Service delivery	7	7	
Monitored schools in every sub-county	5	7	
Monitored road works in the district	7	7	
Monitored water sources in every sub-county	5	7	
Monitored functional Adult literacy session	3	5	
Monitored Environment and Natural Resources protection	5	5	
<b>TOTAL</b>	<b>88</b>	<b>100</b>	

Chairperson Mapenduzi scored a total of 88 out of a possible 100 marks compared to 91 in the previous assessment. The Chairman's shrewdness had seen him spearhead the smooth implementation of council resolutions, initiate a number of projects in the district. The Chairman also undertook monitoring of service delivery in the district, evidenced by the monitoring reports submitted; and took instant actions, for instance, in the case of NUSAF projects in Layibi Division. A comparison of all chairpersons' performance in the 26 districts is presented in Annex 2.

### 3.3 District Speaker

The effective functioning and output a district local government council is highly dependent on the expertise of the district speaker. Hon. Peter Douglas Okello was the district speaker during the year under review. This was his first term in office, having been elected to council in 2011 general elections. Table 8 provides details of his performance during FY 2012/13.



**Table 8: District Speaker's Performance in FY2012/13**

<b>Name</b>	<b>Peter Douglas Okello</b>	<b>Level of Education</b>	<b>Bachelor's Degree</b>
<b>District</b>	<b>Gulu</b>	<b>Gender</b>	<b>Male</b>
<b>Sub County</b>	<b>Lalogi</b>	<b>Number of Terms</b>	<b>1</b>
<b>Political Party</b>	<b>NRM</b>	<b>Total</b>	<b>84</b>
<b>ASSESSMENT PARAMETER</b>	<b>Actual Score</b>	<b>Maximum Score</b>	<b>Comments</b>
<b>1. PRESIDING AND PRESERVATION OF ORDER IN COUNCIL</b>	<b>25</b>	<b>(25)</b>	<p>Speaker chaired 5 meetings of council on 24/8/2012, 4/12/2012, 18/12/2012, 28/2/2013 and 28/6/2013 and delegated his deputy on 30/4/2013.</p> <p>Record of petitions presented in the file were verified by the research team.</p> <p>Minutes of council shows speaker frequently made reference to rules of procedure while in council.</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	
<b>2. CONTACT WITH ELECTORATE</b>	<b>20</b>	<b>(20)</b>	<p>Records of community meetings held availed and verified by the research team.</p> <p>Copy of visitor's book and evidence of documentation availed.</p>
Meetings with Electorate	11	11	
Office or coordinating centre in the constituency	9	9	
<b>3. PARTICIPATION IN LOWER LOCAL GOVERNMENT</b>	<b>8</b>	<b>(10)</b>	<p>There was no evidence to suggest that speaker attended meeting at Lalogi Sub-county Council.</p> <p>However, Speaker constantly communicated to the Sub County and shared information with the Sub-county.</p>
Attendance in sub-county Council sessions	8	10	
<b>4. MONITORING SERVICE DELIVERY ON NATIONAL PRIORITY PROGRAMME AREAS</b>	<b>31</b>	<b>(45)</b>	<p>Speaker monitored service delivery on all the NPPAs, availed monitoring reports and evidence of follow-up actions taken.</p>
Monitoring Health Service delivery	5	7	
Monitoring Education services	5	7	
Monitoring Agricultural projects	5	7	
Monitoring Water service	1	7	
Monitoring Road works	5	7	
Monitoring Functional Adult Literacy	5	5	
Monitoring Environment and Natural Resources	5	5	
<b>TOTAL</b>	<b>84</b>	<b>100</b>	

The Speaker, Hon. Peter Douglas Okello scored 84 out of a possible 100 marks, a decline compared to the 89 per cent scored the year 2011/2012. The Speaker's exceptional performance was registered in monitoring service delivery, presiding over and preserving order in council and contact with electorates where he achieved maximum points. The Speaker was first elected as a councilor and it is prudent that he does not abdicate the duties of a councilor. The Speaker scored the least marks in participation in lower local government as there was no evidence of his attending meetings at the

sub county. A comparison of all speakers' performance in the 26 districts is presented in Annex 3.

### 3.4 District Councilors

District councils are the highest political authority within the area of jurisdiction of local governments and are vested with wide-ranging powers and responsibilities as stipulated in the Local Governments Act.<sup>18</sup> The performance of a district council, therefore, may as well be directly related to the quality and performance of the individual councilors. During FY 2012/13, councilors in Gulu were assessed on the four performance parameters: (i) legislative role; (ii) contact with the electorate; (iii) participation in the lower local government; and (iv) monitoring of service delivery on NPPAs. Gulu District Local Government Council had a total of 29 councilors.<sup>19</sup> Seventeen (17) of these councilors were assessed while 12 declined to be assessed.

Overall, there was a slight fall in the average performance of councilors compared to the previous assessment; the best-performing councilors were Hon. Olweny Ballington P' Ongwech (Bungatira) (male) and Hon. Amono Rose Abili (Bungatira) (female), who scored 84 and 69 out of 100 points respectively. They were followed by Hons. Opiyo Christopher Ateker (Awach) and Santa Oketa, with 81 per cent and 67 per cent respectively.

Councilors' individual performance in participation in lower local government and contact with electorates is still below average. Many councilors were found to be absentees in their constituencies and often appeared during public functions and occasions. This can be explained by a multiplicity of factors including sub-county council meetings coinciding with those of the district, while some of them (councilors) seldom get invitations for these meetings. As one of the councilors stated, "I have problems with my division, I am not invited for division meetings...I have to improvise ways of detecting dates when council meetings at the division are to take place."<sup>20</sup> The impact has been inadequate representation and articulation of electorate's issues in council deliberations.

18 Local Governments Act (Cap. 243); Section 3, Sub section 9 (1) and Section 45.

19 This total excludes the chairperson and speaker who have been assessed separately in accordance with their unique roles and responsibilities under the LGA.

20 Interview with one of the councilors in the Municipality

**Table 9: Summary Performance of Gulu District Councilors FY 2012/13**

Name	Sub-county	Party	Gender	Terms	2011/12	2012/13	% change	Legislative role						Contact with electorate			Participation in LLGs		Delivery on NPPA						
								Plenary	Committee	Motion	Special skill	Sub total	Meeting electorate	Office	Subtotal	Sub county meetings	Health	Education	Agriculture	Water	Roads	FAL	ENR	Sub Total	
Ballington P. Olweny	Bungatira	FDC	M	1	83	84	1	8	8	0	1	17	11	9	20	10	7	7	3	7	3	5	5	37	
Christopher A. Opiyo	Awach	NRM	M	1	85	81	-5	8	8	0	0	16	9	9	18	10	7	7	3	7	3	5	5	37	
Alfred Okwonga	Pece	NRM	M	1	82	74	-10	8	8	5	0	21	9	9	18	6	7	7	3	3	7	0	2	29	
Rose Abili Amonoo	Bungatira	FDC	F	1	55	69	25	8	8	2	0	18	9	9	18	10	7	3	7	3	3	0	0	23	
Santa Oketa	Bardege/Layibi	NRM	F	2	35	67	91	8	8	0	3	19	9	9	18	2	3	7	7	3	3	1	4	28	
Patrick Komakech	Patiko	FDC	M	2	77	58	-25	8	8	0	0	16	9	9	18	2	5	5	1	1	1	1	4	22	
Billy Graham Olanya	Odek	NRM	M	1	28	52	86	8	8	0	0	16	7	0	7	10	5	5	1	5	1	1	1	19	
Damasco Odongo	Lakwana	NRM	M	1	67	52	-22	8	8	0	0	16	3	5	8	2	7	7	0	3	7	0	2	26	
John Chris A. Mugisha	Youth	NRM	M	1	61	51	-16	8	8	0	0	16	0	9	9	2	3	3	3	7	3	0	5	24	
Lillian Stella Lalam	Awac/Patiko/Palaro	FDC	F	1	26	50	92	1	8	0	0	9	9	5	14	2	3	3	3	7	7	0	2	25	
Betty Atim	Paicho/Unyama	NRM	F	2	27	47	74	8	8	0	0	16	7	0	7	2	7	3	7	0	3	1	1	22	
Rose Nyapolo	Koch-Ongako	NRM	F	2	54	45	-17	8	8	0	0	16	9	0	9	2	3	3	1	3	3	0	5	18	
Caroline Rose Adong	PWD	NRM	F	1	53	43	-19	8	8	0	0	16	9	9	18	2	1	1	1	1	1	1	1	7	
Margaret Langol	Odek/Lalogi	NRM	F	1	34	41	21	1	1	0	0	2	7	9	16	6	3	3	3	3	3	1	1	17	
Christine Arach	Pece	FDC	F	1	45	38	-16	1	8	0	0	9	7	2	9	2	3	1	1	3	3	5	2	18	
John Okwonga	Unyama	FDC	M	1	46	38	-17	8	8	0	0	16	0	5	5	10	1	1	1	1	1	1	1	7	
Anne Sabiti	Bardege Division	NRM	F	1	28	38	36	1	8	0	0	9	7	0	7	2	3	3	3	1	7	1	2	20	
Grace Ouma Akello	Koro	NRM	F	1	57	38	-33	1	8	0	0	9	9	9	18	2	3	3	0	1	0	0	2	9	
Wilson Chagga Oyat	Layibi	FDC	M	1	78	34	-56	8	8	0	0	16	0	5	5	6	1	1	1	1	1	1	1	7	
Tonny Akena	PWD	NRM	M	1	52	34	-35	8	8	0	0	16	9	0	9	2	1	1	1	1	1	1	1	7	



## **3.5 Interpretation of Results**

The overall performance of the District Council, the District Chairman and Speaker were outstanding in this scorecard. However, there was a decline in the average individual councilor's performance from 49 per cent in the financial year 2011/12 to 45 per cent in the financial year 2012/13. A number of challenges impacted negatively on the performance of individual councilors.

### **3.5.1 Internal Factors**

#### **i) Growing political apathy on part of some councilors**

Whereas councilors' levels of awareness and civic competence have been seen to be improving as is demonstrated by quality of debate, there is evidence that suggests a general sense of reluctance by some councilors to carry out their roles in their sub-counties. Their non attendance of sub-county council meetings and failure to convene meetings with their electorate can be partly associated with growing political apathy among councilors. Through interaction with councilors, it was quite clear that some of them were overwhelmed with increasing demands from the electorate to meet their (electorate's) social and economic needs, sometimes at personal levels. This is despite lack of concessions being made to enhance their allowances. Indeed, 11 out of 29 councilors including two district secretaries and a committee chairperson failed to show up for the assessment, either out of fear for scoring low marks or political apathy.

#### **ii) Poor participation at the lower local government level**

Councilors continued to register low performance in this regard even when they indicated to researchers that they were willing to do so but were constrained by a cocktail of factors including multiple commitments, clashing of meetings and lack of invitations. Indeed, through field verification exercises, it was evident that there was in-fighting between lower local governments and district councilors, often culminating in the former not inviting the latter for meetings. The outcome has been the noticeable absence of constituents' issues in district council proceedings.

#### **iii) Statistical challenges**

There is a general problem of poor statistics in the district. By and large, they vary from department to department and, in some cases, they were never updated. The problem ranges from lack of statistics, to poor statistics and non-updated statistics. The effect has been mixed interpretations in service delivery standards and indicators by development actors.

#### **iv) Poor record keeping**

Record keeping is very important especially for purposes of future reference and authentication in case councilors want to carry on advocacy and monitoring activities. While there was noticeable improvement among councilors as far as record keeping is concerned, partly because of diaries that were given to them by ACODE/ULGA, there was a general problem with record keeping noted among some councilors. Many councilors claimed to have monitored service delivery points and yet they could not produce well documented evidence to validate their claims.

#### **v) Monitoring of government programmes**

As councilors' abilities to carry out monitoring are improved, so challenges still remain with the cooperation of the technocrat and political teams. In some cases, technocrats have frustrated councilors' monitoring efforts by not providing the necessary logistics, for example, in the form of transport. In other cases, joint monitoring involving technocrats may compromise the independence of councilors. For effectiveness of service delivery at the lower levels, councilors should be able to push more for independent monitoring.

#### **vi) Coordination of challenges and internal conflicts**

There were both vertical and horizontal conflicts often coupled with coordination challenges registered in Gulu District. The district continued to register its frustration vis a vis Gulu Municipality, which tended to stagnate development as precious council time was wasted in conflicts and conflict resolution, thereby affecting service delivery. There were also some concerns regarding the jurisdiction of the Technical Advisor to the District Chairperson, with a section of technocrats and district councilors arguing that his role was duplicating that of other technocrats.

### **3.5.2 External Factors**

#### **i) Clients and not citizens**

The four years of the Local Government Council Scorecard Initiative have registered improvements in raising levels of civic consciousness in Gulu District. However, there is evidence from the constituents that councilors were not taking deliberate measures geared at improving service delivery. However, the nature of clientelistic democracy, where voters demand commodities from leaders, transforms them (electorates) into clients who sometimes are incapable of demanding accountability from their leaders.

#### **ii) Legal battles with former employees**

The district has been grappling with a legal dispute in which former employees of the district had to seek court redress to have their outstanding dues paid. At the height of the battle, district vehicles were grounded by a court order and this affected service delivery. The district has now lodged an appeal.

### **iii) High dependence on Central Government funding**

Gulu District is still heavily dependent on the Central Government for its funding as locally-raised revenue is meagre. Development partners have often come in handy to cover funding gaps but this raises sustainability challenges.

### **iv) Corruption on the part of Central Government**

During the year under assessment, the district was engulfed in disputes with contractors as their funds for building and constructing service delivery points were delayed. This was as a result of grand corruption from the Office of the Prime Minister where funds meant to finance PRDP projects were misappropriated by government officials.

### **v) Land Conflict**

Gulu registered land conflicts with the Palaro-Atiak dispute taking centre stage. This has left affected communities in a state of panic, faced with the threat of withdrawal of services from affected populations. Indeed, evidence from focus group discussions in Palaro validated this when communities pointed out that Gulu District Local Government should not withdraw services from Palaro Sub-county.

# 4. GENERAL CONCLUSION AND RECOMMENDATIONS

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## 4.1 Conclusion

The performance of a council and its organs has substantial impact on the quality of service delivery. Council makes resolutions on service delivery issues, plans and budgets and also carries out monitoring of service delivery. With a score of 89 per cent, Gulu has been exhibiting exceptional performance in the last three years. However, this does not point to the fact that all is rosy in the district. Challenges are still glaring in the service delivery sectors like: the quality of primary education, health services, roads and safe water. The council and individual councilors have a huge task to perform in order for them to translate the outstanding performance in the score-card assessment into enhanced quality of service delivery to the citizens.

## 4.2 Recommendations

### 4.2.1 Mandatory monitoring

Council should make resolutions that will make it mandatory for individual councilors to monitor service delivery. The district should provide the necessary logistical support for monitoring visits, funds permitting. Efforts should also be made to constantly keep the councilors and technocrats briefed on national minimum standards of service delivery. Evidence from the research shows that in most cases, councilors did mere spot checks as opposed to substantial monitoring.

### 4.2.2 Streamline council activities with lower local councils

In the finding of the scorecard, councilors' performance in participation in lower local councils was dismal. Many councilors did not attend council meetings in their sub-counties claiming their scheduling collided with activities at the district, while others claimed they were not invited for such meetings. Councilors provide the most critical link between sub-counties and the district. It is therefore prudent that activities at the district are streamlined with those at the sub counties.



### **4.2.3 Enhance local revenue**

Gulu District has initiated robust programmes to increase the percentage contribution to budget financing which has seen the proportion of locally-generated revenues increase over the last few years. However, the district has a lot to do in reducing the heavy reliance on central government and on foreign sources for financing its budget. There is optimism in the Districts Revenue Enhancement Committee.

### **4.2.4 Dependency Burden**

The district should take up its role as the central planning unit for the delivery of public goods and services under the national programme priority areas. This will help ameliorate duplication of services and also help in addressing the dependency syndrome where citizens wait for services to be delivered to them without exercising their roles as citizens in setting up and maintaining community projects. It also ties in with the implementation of the Revenue Enhancement Plan of the district.

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

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