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LOCAL GOVERNMENT COUNCILS' PERFORMANCE AND PUBLIC SERVICE DELIVERY IN UGANDA

Gulu District Council Score-Card Report FY 2013/2014

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OVERVIEW OF GULU DISTRICT DURING FY2013/14

BACKGROUND AND RATIONALE

This brief presents findings from the score-card assessment conducted during the FY2013/14 for Gulu District Local Government under the Local Government Council Score-Card Initiative (LGCSCI). This initiative is an evidence based project implemented by ACODE in partnership with Uganda Local Governments Association (ULGA) with support from the Democratic Governance Fund. The initiative seeks to enhance the effectiveness of elected leaders in fulfilling their mandate and build the capacity of citizens to demand better services. LGCSCI uses the scorecard as an assessment tool to complete annual performance assessments on the district council, district chairperson, speaker and councillors by focussing on their roles and responsibilities as stipulated in the Local Government Act (as amended, 2010).

The annual assessment process is conducted by teams of researchers across the 30 districts partaking in the LGCSCI assessment. The research process involves a review of key district documents, interviews with key respondents and consultations with citizens through focus group discussions (FGDs). Following the data collection process, data is cleaned and analysed to identify key themes and patterns wherein a district report detailing the findings is produced for each of the assessed districts (full reports are available online; <http://www.acode-u.org/>). LGCSCI also produces and disseminates a 'National Synthesis Report' that provides trends analysis for all 30 of the assessed districts. Both reports are disseminated nationally with districts receiving copies of both their specific reports and copies of the National Synthesis Report.

The political leadership of Gulu District Local Government was headed by Hon. Martin Ojara Mapenduzi who worked with a team of 30 political staff, including the district councillors and the speaker. The Gulu District technical team was led by Ms. Dorothy M. Ajwang. The performance of a district is dependent on the relationship between the political and technical team; whilst the political team makes laws and policies, it is the technical team who implements the policies and programmes. Researchers noted that the synergy within Gulu District leadership has created a favourable environment for investment and economic growth.

The total population of Gulu District is estimated at 407,500 people with a higher female population of 50.3 per cent . Young people (those below the age of eighteen) constitute up to 58.8 per cent of the total population in a district that is recovering from a 23 year conflict. Recently, Gulu has experienced a rapid rise in infrastructural development in the central business district and its outskirts.



Figure 1: Farmers ploughing their garden in Labworomor Parish, Paloro Sub-county (Credit: ACODE Digital Library)

The district's main economic activity is agriculture and related services including agro-marketing and processing. Agriculture is largely at subsistence level, employing about 95 per cent of the district population. The Gulu agricultural sector derives its funding through the National Agricultural Advisory Services (NAADS), Peace Recovery and Development Plan (PRDP) and the Production and Marketing Grant wherein the focus is on agricultural production.

Beyond agriculture, Gulu's proximity to the mineral and oil producing areas of Bunyoro, Amuru, Nwoya, Karamoja and the Republic of South Sudan is advantageous in terms of potential for economic growth. In addition, the 750MW Karuma Hydro Power Project (currently under construction) promises to provide a cheaper and more reliable source of power for Gulu District.

In the FY 2013/2014, Gulu district had 147 government-aided primary schools and 10 community schools. The total pupil enrolment was 77,956, pupils with a total of 1,556 teachers and a pupil-teacher ratio of 53:1. There was an improvement in the performance of primary education in FY2013/14 with 133 pupils obtaining Division 1 grades compared to 93 in FY 2011/2012. This was facilitated by support from the development partners such as NUDEIL who constructed classroom blocks and teachers' accommodations in schools like Ongako P7 School. Despite education having the largest share of the district budget at 42.3 per cent and donor support, the sector still faces a number of challenges including a lack of sitting facilities, absenteeism by teachers and pupils and limited support of pupils by parents.

Gulu District has 1,165 water sources with functionality approximated at 82 per cent and access to clean and safe water coverage at 74.3 per cent. Despite the impressive statistics on safe water coverage, residents in rural areas have challenges accessing safe water; sometimes trekking more than 3km to unprotected water sources.



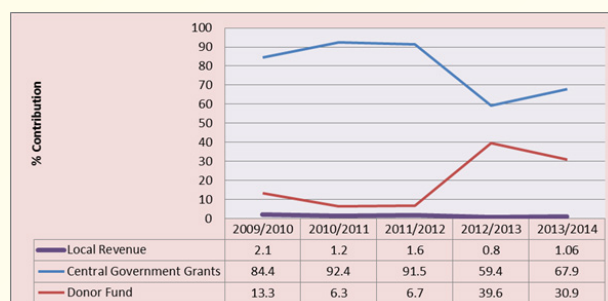
Figure 3: A woman cleans a water source at Ocim village, Lagogi Sub-county (Credit: ACODE Digital Library)

The overall sanitation and household hygiene situation in Gulu District improved slightly as latrine coverage increased from 66 per cent in FY 2012/2013 to 70 per cent in FY 2013/2014 and eighteen villages were declared "open defecation free", thanks to community-led sanitation efforts.

During the FY 2013/2014 Gulu District had a total road network of 658kms including 87.1kms of new roads and 13kms of rehabilitated road whilst 65kms of road was periodically maintained. Specific challenges in the road sector included poor drainage systems and broken culverts that result in flooded roads, rendering roads impassable during heavy rain.

FACTORS AFFECTING SERVICE DELIVERY IN GULU DISTRICT

(a) Budgetary Constraints: Gulu district received UGX 31,603,222,000 during the third quarter of FY 2013/14 against a planned total budget of UGX 42,716,984,000, which accounted for 74 per cent of the submitted district budget. Additional government transfers of 66 per cent were provided by Northern Uganda Social Action Fund 2 (NUSAF 2). Over 50 per cent of the revenue received was attributed to donor funding with 86 per cent from NUDEIL, NUHITES and UNICEF and 85 per cent was from unspent balances of Unconditional Grants and transfers of Local Development Grant such as LGMSD.



The local revenue performance was poor at only 34 per cent which was attributed to low revenue base and poor revenue collection, the late release of deducted LST from MoFPED and the delay of the approval process for the disposal of government assets by the district council. Gulu District relies heavily on central government to finance its budget however the funding is conditional thus providing little or no room for re-allocation of funds to other service delivery priorities.

(b) Limited Support Supervision: The monitoring of projects and developments instigated by the district council is poor as there are insufficient logistical and human resources to provide support supervision. Support supervision is

important to assess the results and impacts of the deliverables resulting from programs and projects in the community.

- (c) **Challenge of population to development:** The current fertility rate in the region is at nearly eight children per woman. Attention must be paid to the rapid population growth and services must be provided in tandem with the increasing needs of citizens.
- (d) **Low participation of citizens in development activities:** The community demonstrated little interest during FGDs regarding public investment in public services. This results in low civic participation of district development, program management and project monitoring. Consequently, implemented programs and projects had little impact on the intended beneficiaries.
- (e) **Poor documentation and record keeping by councilors:** Many councilors could not provide written evidence to substantiate claims of monitoring service delivery points and/or of holding meetings with electorates. Without documentation, points cannot be awarded which affected the performances of political staff regarding contact with electorates and monitoring service delivery. Although councilors did visit service delivery units, many could not provide reports of such visits or evidence of follow up actions they took after such visits. This saw many fail to earn points.
- (f) **Logistical challenges:** The challenge of logistics affected the performance of councilors, particularly the special interest group representatives who were responsible for representing exceptionally vast constituencies. Without adequate facilitation, they could not effectively perform their roles such as maintaining contact with electorates and monitoring service delivery points.

SCORE-CARD PERFORMANCE

The score-card parameters are derived from the mandate of the organs assessed as stipulated in the Local Governments Act. While all the four categories of Gulu District Local Government political staff are evaluated on their legislative and monitoring functions, the district chairperson, speaker and council are assessed against additional roles.

As the political head of the district, the district chairperson is also assessed on their political leadership as well as the initiation of and participation in development projects in their electoral area. The

speaker is assessed primarily as a councilor with an additional scoring requirement of presiding over and the preservation of order in council. The district council, the highest organ in the district, is assessed against planning and budgeting requirements and in providing accountability to citizens.

Table 1: Gulu District Council Score-card FY 2013/14

Performance				
		2011/12	82	100
		2012/13	75	100
		2013/14	84	100
		% change	12	
Parameter	Indicator	Score	Max Score	Explanatory Remarks
LEGISLATIVE ROLE	Rules of Procedure	2	2	The Council adopted standard rules of procedure, which were regularly referenced. All the standing committees sat at least 4 times. Motions were passed on establishing a HCIV to Gulu Municipality, the provision of rumps to offices at the district offices and the influx of South Sudanese nationals into Gulu. Council debated the petition of Women Advocacy Network to Parliament of Uganda.
	Membership to ULGA	2	2	
	Committees of Council	3	3	
	Motions passed	1	3	
	Ordinances	0	3	
	Conflict Resolution	1	1	
	Public Hearings	0	2	
	Legislative resources	4	4	
	Petitions	2	2	
	Capacity building	3	3	
	Sub total	18	25	
ACCOUNTABILITY TO CITIZENS	Fiscal Accountability	3	4	Council debated and resolved to blacklist all contractors who do shoddy work, the plight of former women abductees and accessibility of district offices by PWDs. No evidence was provided on the review and discussion of Public Accounts Committee reports.
	Political Accountability	7	8	
	Administrative Accountability	8	8	
	Involvement of CSO	2	2	
	Principles of accountability	2	3	
	Sub total	22	25	
PLANNING & BUDGETING	Plans, Vision and Mission	5	5	The budget was laid and approved whilst Gulu District engaged agencies, such as UMI, to enhance the local revenue. Locally raised revenue contribution to the annual budget increased from 0.8% to 1.6%.
	District Budget	4	4	
	Local Revenue	9	11	
	Sub total	18	20	
MONITORING SERVICE DELIVERY ON NPPAS	Education	5	5	Standing committees of production, social services and works monitored service delivery points and reports were debated at committee level and submitted for further debate and actions by council.
	Health	5	5	
	Water and sanitation	4	4	
	Roads	4	4	
	Agriculture	4	4	
	FAL	0	4	
	ENR	4	4	
	Sub total	26	30	

Table 2: Chairperson's Score-card FY2013/14

Martin O. Mpenduzi				
Trends in performance	2011/12	91	100	
	2012/13	88	100	
	2013/14	89	100	
	% change	1		
Parameter	Indicators	Score	Max Score	Explanatory Remarks
POLITICAL LEADERSHIP	DEC	3	3	The Chairman chaired 10 DEC meetings and delegated twice to the vice chairperson. He solved a land dispute in Loyo Ajonga and Lalogi sub-counties. The Chairman, UMI, Gulu University, UIA and Ministry of Trade worked to hire out district assets and set up an industrial park.
	Monitoring admin	5	5	
	State of affairs	2	2	
	Oversight civil servants	4	4	
	Commissions/Boards	2	2	
	Central gov't	4	4	
	Sub Total	20	20	
LEGISLATIVE ROLE	Council	2	2	Executive did not present any bill in Council
	Motions Executive	2	6	
	Bills by Executive	0	7	
	Sub Total	4	15	
CONTACT WITH ELECTORATE	Meetings Electorate	5	5	Chairperson has a weekly programme on Mega FM and community outreach programme for service delivery.
	Issues by electorate	5	5	
	Sub Total	10	10	
PROJECTS	Projects Initiated	3	3	Chairperson had signed and implemented MoUs with NUDEIL, JICA, UMI, Toyota, CCCC and NUHITES
	Communal Projects	2	2	
	NGOs	5	3	
	Sub Total	10	10	
MONITORING SERVICE DELIVERY ON NATIONAL PRIORITY PROGRAMME AREAS	Agriculture	7	7	Chairperson undertook individual monitoring and also led executives for joint PAF monitoring, presented quarterly monitoring reports to CAO and took follow up actions such as ordering for the arrest of illegal charcoal dealers in Ongako Sub-county. He did exceptionally well under this parameter.
	Health	7	7	
	Schools	7	7	
	Roads	7	7	
	Water Sources	7	7	
	FAL	5	5	
	Environment	5	5	
	Sub Total	45	45	

Table 3: Speaker's Score-card FY 2013/14

Trends in performance	Name	Douglas Peter Okello		
	District	Gulu		
	Political Party	NRM		
	Constituency	Lalogi		
	Gender	M		
	Terms	1		
Trends in Performance	2011/12	89	100	
	2012/13	84	100	
	2013/14	88	100	
	% change	5		
Parameter	Indicator	Score	Max Score	Explanatory Remarks
Legislative Function	Chairing council	3	3	The Speaker chaired 4 council sittings and delegated to his deputy twice. Records of motion, petition and bills presented were availed to researchers. The Speaker presented a paper on council proceedings.
	Rules of procedure	9	9	
	Business Committee	3	3	
	Records book	2	2	
	Record of motions	3	3	
	Special skills	5	5	
	Sub Total	25	25	
Contact with Electorate	Meetings Electorate	9	11	The Speaker organized community meetings at Awalkok, Corner Agula, and Lukwir. However there was no evidence to show that the Speaker organized the citizens to demand for better services.
	coordinating center	6	9	
	Sub Total	15	20	
LLG	Participation in LLG	9	10	He attended 3 meetings and shared information with LLGs and, notably, provided a response on emergency in school.
Monitoring NPPAs	Health	7	7	The Speaker monitored various service delivery units especially in the health, education, agriculture, environment and water sectors. However there is room for improvement.
	Education	7	7	
	Agriculture	7	7	
	Water	7	7	
	Roads	3	7	
	FAL	3	5	
	Environment	5	5	
	Sub total	39	45	

Table 4: Summary performance of Gulu District Councilors FY 2013/14

Identifiers	Name	Political Party	Sub-county	Gender	Terms	Trends in Performance				Legislative role				Contact with electorate			LLGs		Monitoring NPPA							
						2011/12	2012/13	2013/14	% change	Plenary	Committee	Motion	Special skill	Sub total	Meeting electorate	Office	Subtotal	Sub county meetings	Health	Education	Agriculture	Water	Roads	FAL	ENR	Sub Total
	Alfred Okwonga	NRM	Pece	M	1	82	74	87	18	8	8	5	2	23	11	9	20	4	7	7	7	7	0	5	40	
	Christopher Opiyo Ateker	NRM	Awach	M	1	85	81	85	5	8	8	2	0	18	9	9	18	8	7	7	3	7	5	5	41	
	Rose Amonoo Abili	FDC	Bungatira	F	1	55	69	79	14	8	8	0	1	17	11	9	20	10	7	7	3	7	3	0	32	
	Ballingtone Olweny	FDC	Bungatira	M	1	83	84	75	-11	8	8	0	0	16	9	9	18	4	7	7	1	7	3	5	37	
	Lillian Stella Lalum	FDC	Palaro/Patiko/Awach	F	1	26	50	71	42	5	5	0	0	10	9	9	18	2	7	7	7	7	5	1	41	
	Margaret Langol	NRM	Odek/Lalogi	F	1	34	41	63	54	5	1	5	0	11	9	9	18	10	5	5	3	1	5	3	24	
	John Chris Mugisha Anywar	NRM	Youth	M	1	61	51	57	12	8	8	0	0	16	0	6	6	0	7	7	3	3	7	3	5	35
	Grace Akello Ouma	NRM	Koro	F	1	57	38	55	45	1	8	0	0	9	2	6	8	0	7	5	7	7	5	5	2	38
	Kemeth Nyeko	FDC	Ongako	M	2	36	28	50	79	8	8	0	1	17	2	6	8	0	5	1	7	5	5	1	1	25
	Wilson Oyat Chagga	FDC	Layibi	M	1	78	34	46	35	5	5	5	1	16	5	9	14	0	3	3	3	3	1	1	2	16
	Ketty Lamunu Girigiri	NRM	Bob/Lakwana	F	1	30	30	37	23	1	1	0	0	2	11	9	20	0	3	3	1	3	3	1	1	15
	Anne Sabiti	NRM	Bardege	F	1	28	38	33	-13	1	8	0	0	9	9	6	15	0	1	3	1	1	1	1	1	9
	Betty Atim	NRM	Paicho/Unyama	F	2	27	47	31	-34	5	5	0	0	10	4	6	10	0	3	3	1	1	1	1	1	11
	Santa Oketa	NRM	Bardege-Layibi	F	2	35	67	27	-60	5	8	0	1	14	2	2	4	2	1	1	1	1	1	1	1	7
	Patrick Komakech	FDC	Patiko	M	2	77	58	26	-55	8	8	0	1	17	0	2	2	0	1	1	1	1	1	1	1	7
	Francisco Watdok*	FDC	Koro	M	1	34	29	23	-21	5	8	0	1	14	0	2	2	0	1	1	1	1	1	1	1	7
	Isaac Newton Ojok	NRM	Bob	M	1	54	30	23	-23	1	1	0	0	2	4	6	10	0	1	1	1	5	1	1	1	11
	Owen Chris Okoya*	FDC	Palaro	M	2	51	28	23	-18	8	8	0	0	16	0	0	0	0	1	1	1	1	1	1	1	7
	Billy Graham Olanya*	NRM	Odek	M	1	28	52	20	-62	5	8	0	0	13	0	0	0	0	1	1	1	1	1	1	1	7
	Betty Atim	FDC	Laroo	F	1	48	24	19	-21	1	5	0	0	6	0	6	6	0	1	1	1	1	1	1	1	7
	John Okwonga	FDC	Unyama	M	1	46	38	19	-50	5	1	0	0	6	0	6	6	0	1	1	1	1	1	1	1	7
	Frederick Alikor	FDC	Paicho	M	1	38	30	18	-40	1	8	0	0	9	0	2	2	0	1	1	1	1	1	1	1	7
	Joyce Reeni Alima	NRM	Youth	F	2	26	30	17	-43	5	0	0	1	6	2	2	4	0	1	1	1	1	1	1	1	7
	Damasco Odongo	NRM	Lakwana	M	1	67	52	16	-69	5	1	0	1	7	2	0	2	0	1	1	1	1	1	1	1	7
	Justin Okwir P'AKello	FDC	Laroo	M	1	43	30	13	-57	1	1	0	0	2	0	2	2	2	1	1	1	1	1	1	1	7
	Caroline Rose Adong	NRM	PWD	F	1	53	43	11	-74	1	1	0	0	2	0	2	2	0	1	1	1	1	1	1	1	7
	Christine Arach	FDC	Pece	F	1	45	38	11	-71	1	1	0	0	2	0	2	2	0	1	1	1	1	1	1	1	7
	Rose Nyapolo*	NRM	Ongako	F	2	54	45	11	-76	1	1	0	0	2	0	2	2	0	1	1	1	1	1	1	1	7
	Tonny Akena*	NRM	PWD	M	1	52	34	9	-74	1	1	0	0	2	0	0	0	0	1	1	1	1	1	1	1	7

NB: Councilors marked with * were assessed through secondary information because they were unable to avail themselves for interviews with the research team.

POLICY RECOMMENDATIONS FOR IMPROVED SERVICE DELIVERY

From the Gulu District Council Scorecard Report, it is recommended that:

1. Central Government should consider increasing the budgetary allocation for Gulu Local Government to meet service delivery priorities.
2. Gulu District Local Government should devise strategies to increase and effectively collect locally generated revenue from available resources.
3. Gulu District Local Government should monitor the implementation of project and program plans to assess the results and impacts of the deliverables from programs and projects in the community. This will require strengthening logistical and human resources.
4. Gulu District Local Government should design a means of enabling citizens to appreciate their roles in service delivery by, for example, initiating a citizens' day where citizens are required to volunteer to clean service delivery units.
5. Gulu District Local Government should intensify monitoring by both political leaders and administrative staff to check shoddy works on service delivery units.
6. Gulu District Local Government should institutionalize the practice of completing monitoring reports by the elected leaders.
7. Gulu District Local Government should include more capacity building initiatives for council members and elected leaders on report writing, record keeping and minute taking.

The full report on these findings can be accessed on ACODE's online information center at:

<http://www.acode-u.org/>

About the Authors

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