



LOCAL GOVERNMENT COUNCILS' PERFORMANCE AND PUBLIC SERVICE DELIVERY IN UGANDA

Amuru District Council Score-Card Report 2011/2012



Oscord Mark Otile
Arthur Owor
Walter Akena

LOCAL GOVERNMENT COUNCILS' PERFORMANCE AND PUBLIC SERVICE DELIVERY IN UGANDA

Amuru District Council Score-Card Report 2011/2012

**Oscord Mark Otile
Arthur Owor
Walter Akena**

Cover Illustrations:

1. A pilot school feeding program by Action Aid – Pupils (P.1 – p.4) of Guru Guru Primary school being served Porridge at lunch time (Lamogi Sub-county)
2. Focused Group Discussion at Jengari – palwong parish (Pabbo Sub-county)
3. A water source in Pawel Parish – Atiak Sub-county

Published by ACODE

P. O. Box 29836, Kampala

Email: library@acode-u.org; acode@acode-u.org

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

Citation:

Otile, O., M., et.al., (2013). Local Government Councils' Performance and Public Service Delivery in Uganda: Amuru District Council Score-Card Report 2011/12. ACODE Public Service Delivery and Accountability Report Series No.4, 2013. Kampala.

© ACODE 2013

All rights reserved. No part of this publication may be reproduced, stored in a retrieval system or transmitted in any form or by any means electronic, mechanical, photocopying, recording or otherwise without the prior written permission of the publisher. ACODE policy work is supported by generous donations and grants from bilateral donors and charitable foundations. The reproduction or use of this publication for academic or charitable purposes or for purposes of informing public policy is excluded from this restriction.

ISBN 978-9970-07-023-7

Contents

LIST OF TABLES AND FIGURES	i
ACRONYMS	ii
ACKNOWLEDGEMENTS.....	iv
EXECUTIVE SUMMARY	v
1 INTRODUCTION	1
1.1 METHODOLOGY.....	1
1.2 DISTRICT PROFILE	2
1.3 POLITICAL LEADERSHIP	3
2 BUDGET ARCHITECTURE AND SERVICE DELIVERY IN AMURU DISTRICT.....	5
2.1 AMURU DISTRICT LOCAL GOVERNMENT RESOURCE ENVELOPE	5
2.2 BUDGET ALLOCATIONS	6
2.3 STATE OF SERVICE DELIVERY IN AMURU DISTRICT LOCAL GOVERNMENT	6
2.3.1 PRIMARY EDUCATION SERVICES	8
2.3.2 HEALTH SERVICES	9
2.3.3 THE STATE OF THE ROAD INFRASTRUCTURE	10
2.3.4 WATER AND SANITATION.....	11
2.3.5 AGRICULTURE	12
2.3.6 FUNCTIONAL ADULT LITERACY (FAL)	13
2.3.7 ENVIRONMENT AND NATURAL RESOURCES	13
2.3.8 EFFORTS TO ADDRESS GAPS IN SERVICE DELIVERY.....	13
3 SCORE-CARD ASSESSMENT FINDINGS.....	15
3.1 SCORE-CARD.....	15
3.2 PERFORMANCE OF THE DISTRICT COUNCIL.....	16
3.3 DISTRICT CHAIRPERSON.....	17
3.4 DISTRICT SPEAKER	19
3.5 DISTRICT COUNCILORS	20
4 FACTORS AFFECTING PERFORMANCE AND THE IMPLICATION ON SERVICE DELIVERY ..	22
4.1 INTERNAL FACTORS	22
4.1.1 CONTACT WITH ELECTORATE.....	22
4.1.2 LOW CIVIC AWARENESS AMONG THE COUNCILORS	22
4.1.3 POOR PARTICIPATION AT THE LOWER LOCAL GOVERNMENT LEVEL	23

4.1.4 POOR RECORD KEEPING AMONG COUNCILORS	23
4.1.5 MONITORING OF GOVERNMENT PROGRAMMES	23
4.2 EXTERNAL FACTORS	23
4.2.1 LOW CIVIC AWARENESS AMONG COMMUNITY MEMBERS	23
4.2.2 HIGH DEPENDENCE ON CENTRAL GOVERNMENT FUNDING.....	23
4.2.3 LAND CONFLICT	23
5 RECOMMENDATIONS	25
5.1 RECOMMENDATIONS	25
5.1.1 IMPROVE LOCAL REVENUE ENHANCEMENT	25
5.1.2 REMUNERATION OF COUNCILORS.....	25
5.1.3 MITIGATE LAND CONFLICT.....	26
5.1.4 CIVIC AWARENESS EDUCATION.....	26
5.1.5 UNITY OF THE DISTRICT LEADERSHIP	26
REFERENCES	27
ANNEX	29
PUBLICATIONS IN THIS SERIES	35

List of Tables

Table 1: Demographic Characteristics of Amuru District Local Government	3
Table 2: Amuru District Leadership.....	3
Table 3: Secretaries of Council Standing/Sectoral Committees.....	4
Table 4: Service Delivery Indicators in Amuru District (2011/12).....	7
Table 5: Performance of Amuru District Council in Fy 2011/12	16
Table 6: Chairperson's Score-Card.....	18
Table 7: Speaker's Performance in Fy2011/12	19
Table 8: Score-Card Performance for Amuru District Councilors in Fy2011/12	21

List of Figures

Figure 1: Composition of the Resource Envelope for Amuru District.....	5
Figure 2: Intra-Sector Budget Allocation for Financial Year 2011/12	6
Figure 3: An Overcrowded Class In Kaladima Primary School (Left) and Construction of Classroom Block by Nudeil in Agole Primary School (Right).....	9
Figure 4: A Nurse Attending to a Patient and Patients Waiting in a Queue to be Attended to at Pabbo HCIII	10
Figure 5: Unmotorable Road in Okidi Parish along Palaro-Atiak Road and Broken Culverts on Guru Guru-Kaladima Road – Lamogi Sub-County.....	11
Figure 6: A Water Source in Pawel Parish – Atiak S/C and Amuru Sub-County.....	12
Figure 7: Naads (Beans) Beneficiary - Lamogi Sub-County and Naads Demonstration Famer – Amuru T.C.....	13
Figure 8: FGD Participants by Gender.....	15

LIST OF ACRONYMS

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

PAC	Public Accounts Committee
PAF	Poverty Alleviation Fund
PRDP	Poverty Reduction Development Programme
PWDs	Persons with Disability
TC	Town Council
UBOS	Uganda Bureau of Statistics
UGX	Uganda Shillings
ULGA	Uganda Local Government Association
UPE	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 Government Association (ULGA) and the Advocates Coalition for Development and Environment (ACODE) - an independent public policy research and advocacy think-tank based in Kampala, Uganda. This report is an output of consultations with district technical and political leadership in Amuru District, as well as community members in selected district sub-counties. We acknowledge the contributions of the LGCSCI project team at ACODE and researchers from across the country who gathered information upon which this report is premised. 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: District Chairperson, the District Speaker, the Chief Administrative Officer, the District Clerk to Council and, especially, District Councilors (the prime focus of this score-card), for the support accorded to the assessment process. The team is grateful to Drake Rukundo for peer reviewing and Mukotani Rugyendo for technical editing of this report.

We are indebted to the Democratic Governance Facility (DGF) and its contributing partners: United Kingdom (UK), Denmark, Norway, Ireland, Sweden, The Netherlands, Austria and the European Union (EU) for providing the financial support for this Initiative. Finally, it is important to recognize that there still remain considerable information and data gaps required to fully assess the performance of district councils and councilors in the district. We have taken due care to ensure that information is presented as accurate as possible. We take responsibility for any errors or omission.

EXECUTIVE SUMMARY

This is the third local government score-card assessment report. Amuru District is among the 26 districts assessed in 2011/2012. The score-card assesses the performance of 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. 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 2011/12. The report is based on a comprehensive review of documents on planning and budgeting, service delivery monitoring; and minutes of sectoral committees and full council meetings. This was undertaken to inform the report, particularly about the performance of the district council, the chairperson and individual councilors. Face-to-face interviews with the targeted leaders, key informant interviews at service delivery points and focus group discussions further enriched the assessment process.

The major determinant of quality service delivery is the size of the resource envelope. Amuru District Local Government was found to be heavily dependent on Central Government transfers that account for 66% of district revenue. Locally generated revenue and donor contributions were projected to be 33.5 % and 0.5% respectively. With regard to service delivery outcomes in the primary education sub-sector, 1.6 % and 37.56% of pupils in the district passed in divisions I, II respectively in 2011. In the health sector, staffing levels were only at 42% leaving a staffing gap of 58% in the entire district. Under the water and sanitation sector, safe water coverage level was at 63.8% while the functionality of water sources was at 82.2%. Pit latrine coverage was at 29%. In the health sector, Infant Mortality Rate was at 172/1000 live births while Maternal Mortality Rate was at 610/100000 live births.

The assessment in the district covered 13 councilors of whom 7 are female while the rest male. In terms of the score-card performance, the district council scored a total of 30 out of 100 possible points. The Chairperson, Hon. Anthony Louis A. Omach Atube, scored 54 out of 100 possible points, while the Speaker, Hon. Christopher Odongkara, scored 51 points out of 100 possible points. On the other hand the total average score for councilors was 28 out of 100 possible points. The average score of councilors in the best performing district (Gulu) was 49 out of 100 points. The best female councilor was Hon. Josephine Atim with 44 points out of 100 points allotted for all the assessed parameters, while the best male councilor was Hon. Stanislaus Boki Owachi with 42 points.

Major service delivery challenges include: limited contact with electorate and low civic awareness among the councilors; poor participation of councilors in the affairs of the

lower local governments; poor record keeping by councilors; lack of effective monitoring of key service delivery programmes areas; and Amuru District Local Government's high dependence on Central Government funding. The report makes a number of recommendations with regard to enhancement of local revenue; remuneration and follow-up on the part of councilors which if undertaken will go a long way in improving both the performance of councilors on their legal mandates; and, quality of service delivery in the district.

1

INTRODUCTION

This is a score-card assessment report for Amuru District Local Government for the FY 2011/12. The district is being assessed for the third time under the Uganda Local Government Councils' Score-card Initiative (LGCSCI), a project being implemented by ACODE in partnership with ULGA. LGCSCI is a long-term 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 professionalization and performance of local government councilors. The initiative was launched in 2009 with the assessment covering 10 district councils. The second assessment for the financial year 2009/10 was conducted in 20 districts. The third assessment for the financial year 2011/12 covered 26 districts¹ including Amuru District.

Through the score-card, we seek to improve the performance of these local governments through annual assessments of the district council, chairperson, speaker and councilors. The assessment included interviews, focus group discussions, document review and field visits, among others. Findings from the score-card are widely disseminated both at national and district level. At district level, the findings are presented at an interactive workshop that brings together the assessed district's political and technical officials, lower local government leaders, civil society organizations and members of the community. This report is organized in five sections. Section 1 focuses on the district profile, whereas Section 2 reports on the resource envelope and the state of service delivery in the district. The score-card findings are presented in Section 3 while factors affecting performance are presented in Section 4. Finally, Section 5 highlights key assessment conclusion and recommendations.

1.1 Methodology

The score-card assessment tool has continuously been reviewed to cater for emerging concerns from the previous assessments. The score-card assessment used a combination of qualitative and quantitative methods of data collection and analysis.² It mainly included:

- a) Literature Review:** The study involved a comprehensive review of background documents and reports on Amuru District. Box 1 shows the different categories

¹ 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.

² For a detailed Methodology, See Tumushabe, G., 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

of official district documents that were reviewed to compile and collate data and information on public service delivery in the district.

Box 1: Categories of Official District Documents used in the Assessment

Planning Documents

Amuru District Development Plan (DDP) 2011-2016

Amuru District Local Government Revenue Enhancement Plan (2011)

Budgeting Documents

- **Budget Framework Paper FY 2011/12**
- **District Budget and Annual Work Plan FY 2011/12**

Reports

- **District Water Sector Report for FY 2012**

- b) **District Council Committee Minutes and Minutes of Council Sitzings.** Another important source of information for the score-card was the district council minutes, reports of committees of council as well as monitoring reports.
- c) **Face-to-face interviews.** The scoring for the report was conducted through face-face-interviews with the leaders and then backed up with information from the district documents in Box 1 as well as qualitative analysis from notes taken during the FGDs. For this report, the scoring of the respective leaders took place during the months of July and August.
- d) **Focus Group Discussions (FGDs).** All in all, 15 FGDs were conducted during the period July – August 2011.

The score-card has been periodically reviewed by a task force comprising academicians, officials from the Ministry of Local Government (MoLG), representative from the Parliamentary Committee on Local Governments, district technical and political leaders and representatives of civil society. The rationale for periodic review is to make the tool more robust and avoid the possibility of challenging the research results.

1.2 District Profile

Amuru District Local Government was created by an act of Parliament in July 2006. It initially comprised two counties of Kilak and Nwoya, formerly of Gulu District. However, in July 2010, Nwoya County was also awarded district status. The 2002 National Housing and Population Census estimated the population of Amuru at 242,300 inhabitants. Its annual growth rate is just below 3%. The district covers a total land area of 4,851.68 sq km. Table 1 below shows the demographic characteristics of Amuru District

Table 1: Demographic characteristics of Amuru District Local Government

Total Population	Wakiso
Total Population	242,300
Population density	21p'ple per sqkm
Annual Growth Rate	2.9%
Urbanization Level	-
Infant population below 1 year	6,200
Population under 5 years	27,912
Children of primary school age (6-12 yrs)	30,299
Population under 18 years	76,899
Youth (18-29 years)	31,305
Elderly (60+years)	4,697

Source: Amuru District Development Plan (2011- 2012)

1.3 Political Leadership

During the year under review, Amuru District Local Government comprised four sub-counties³ and one town council.⁴ It was headed by Chairman Atube Omach Anthony, working with 14 elected councilors including the district speaker. In terms of gender, seven were male while the rest were female. At parliamentary level, the district is represented by two members of parliament as indicated in Table 2 below.

Table 2: Amuru District Leadership

Designation	Name
Chairperson	Anthony Omach Atube
District Vice Chairperson	Hon. Denis Rom
District Speaker	Hon. Christopher Odongkara
Members of Parliament	Hon. Gilbert Olanya – Kilak County
	Hon. Betty Bigombe – Woman MP
Chief Administrative Officer	Mr. Martin Kisule Mabandha
D/CAOs	Mr. Donato Oola
Resident District Commissioner	Capt. James Mwesigye

Source: Amuru District Council Minutes (2011-2012)

3 Sub-counties -Atiak, Pabbo, Lamogi, and Amuru

4 Amuru Town Council

The district council conducted its business through five standing committees as shown in Table 3 below. These committees do not only plan but also undertake monitoring of the Government priority programme areas on behalf of the council.

Table 3: Secretaries of Council Standing/Sectoral Committees

Sectoral Committee	Secretary	Constituency
Finance, Planning, Administration and Investment	Hon. Denis Rom	Lamogi Sub-county
Health, Education & Social Services	Hon. Stanislaus Boki Owachi	Atiak Sub-county
Production, Marketing and Natural Resources	Hon. Jane K. Nakuu	Youth
Works and Technical Services	Hon. Anthony Omach Atube	District Chairperson
Community-based services	Hon. Beatrice Lanyero Okiya	Amuru Town Council

Source: Amuru District Council Minutes (2011-2012)

2

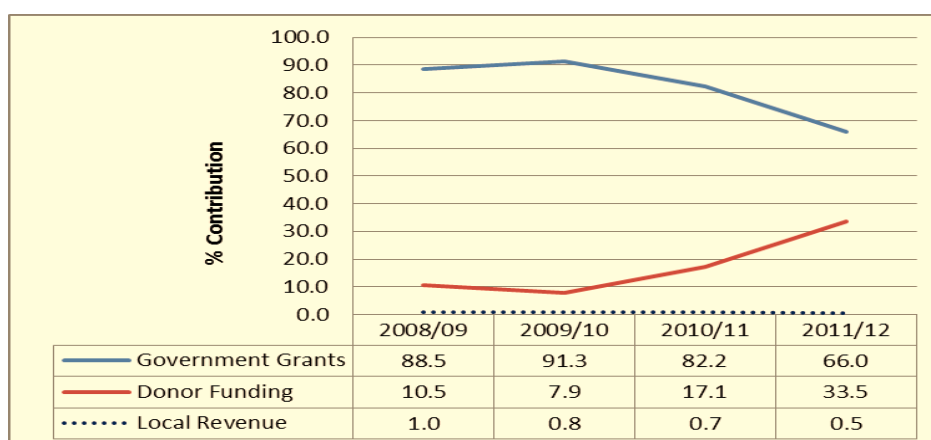
BUDGET ARCHITECTURE AND SERVICE DELIVERY IN AMURU DISTRICT

The primary function of government is to provide public services to citizens. However, the extent to which Government plays this role is subject to the amount of financial resources available. Under decentralization, several functions were devolved to LGs according the Local Governments Act Cap 243. This section presents information on the district budget and the state of service delivery.

2.1 Amuru District Local Government Resource Envelope

Amuru District Local Government budget comprises majorly three revenue sources including: central government grants (conditional and unconditional), local revenue, and donor funds. Notably, the district continues to rely heavily on central government and donor funds to service its budget. During the year under review, the total budget realization totalled to Uganda Shillings 19,849,036,697 with locally-generated revenue accounting for only 0.5%. Central government funds accounted for 66%, while donor funds accounted for 33.5%, a noticeable increase from the previous year's contribution. The figure below shows the trend of the resource envelope.

Figure 1: Composition of the resource envelope for Amuru District

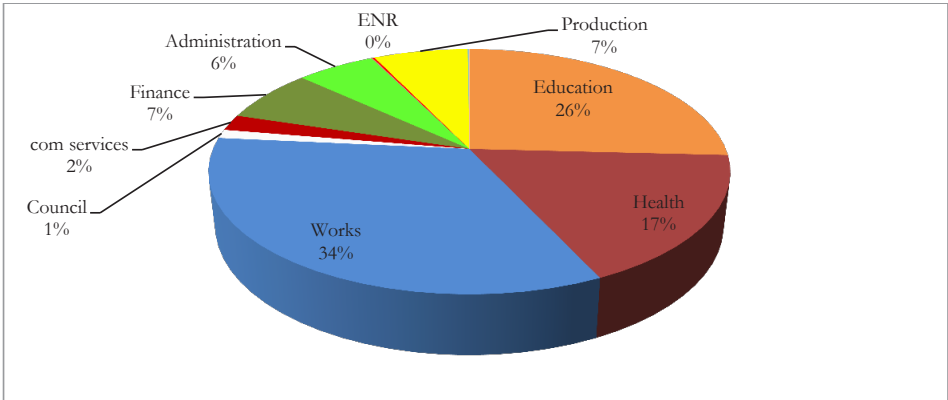


Source: AmuruDistrict Budget,Financial Year 2011 – 2012

2.2 Budget Allocations

The financial year 2011/2012 saw the Works Department allocated the largest portion of the district budget (34%), with Education receiving the second largest allocation of 26%, followed by Health with 17%. Allocation towards the ENR sector was too meagre. ⁵Figure 2 shows sectoral allocations of the budget for the year 2011/12.

Figure 2: Intra-sector Budget allocation for financial year 2011/12



Source: Amuru Local Government Revenue Enhancement Plan 2011-2016

2.3 State of Service Delivery in Amuru District Local Government

Basic public services such as education, health, roads and agricultural advice are essential to the local and national economies. 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 Amuru District shows that despite advances made in various areas, the level of service provision remains below target levels as shown in Table 4.

5 See, Amuru District Budget FY 2011/12

Table 4: Service Delivery Indicators in Amuru District (2011/12)

Sector	Indicators	National standard/ NDP target	District Target 2010/11	Level of achievement 2011/12
Education -Primary Education	Enrolment	-	No target	40,859
	PCR	55:1	Not target	112:1
	PTR	55:1	No target	75:1
	PLE Performance	-	No target	Div 1 – 1.61% Div II- 37.56% Div III- 25.29% Div IV- 17.53% U- 14.44% X- 3.58%
Health Care services	ANC 4th Visit	-	40%	20%
	Deliveries in Health Centres	35%	50%	34%
	Total beds	-	120	60
	Access to Maternity services	-	No target	Not known
	MMR	435/1000	No target	610/100000
	IMR	76/1000	No target	172/1000
	Staffing Levels	-	65%	42%
Road Sub-sector	Km of roads under routine maintenance	-	178.8 km	59.4km
	Km of roads rehabilitated	-	135.9 km	Not known
	Km of roads under periodic maintenance	-	120 km	Not known
	Proportion of roads in good condition		49.4 km	49.4 km
	Construction of bridges	-	No target	1
	Opening up new community roads	-	No target	1
Water and Sanitation	Water coverage	-	65%	63.8%
	Number of boreholes sunk	976	83	49
	Number of boreholes rehabilitated	-	10	10
	Functionality of water sources	83%	77.4%	82.2%
	Proportion of the population within 1km of an improved water source	65	52 sq km	47
	Pit latrine coverage	56%	No target	29%

Agriculture	Number of extension workers per sub-county	2 per s/c	Not known	Not known
	Number of service points	-	Not known	Not known
	Number of demonstration farms	-	Not known	1,039
	Technical back-up visits	-	Not target	Not known
FAL	Number of instructors	-	No target	94
	Number of participants	-	No target	1971
	Number of service centres	-	Not target	69
	Level of coverage	-	No target	4 Sub counties
Environment and Natural	Staffing Level	2	Not known	Not filled
	Conduct Environmental monitoring and assessment	Quarterly	Not known	Not known
	Production and update District State of the Environment Report (DSOER)	1	Not known	No report
	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	No Evidence
	Establishment of Agro-forestry nurseries	-	No target	-

Source: Amuru DDP 2011-2016

2.3.1 Primary Education Services

Education is important for socio-economic transformation because it provides the means through which skills are imparted, poor ones altered and good and cultural ones upheld. Primary education is part of what is referred to as basic education and is often used as an indicator of literacy. An analysis of the statistics in Table 4 reveals that the pass rate of pupils in Division I and II is gradually improving but still remains low. The number of pupils failing (Division 4, U and X) in the last five years is still high despite the noticeable improvements between 2009 and 2011. This is an indication that the district leadership has an uphill task to not only ensure a sizeable increase in the number of pupils passing in Division I in PLE; there is also need to improve general performance and quality of primary education. The approval of the District Education Ordinance⁶ and its effective implementation, in addition to strengthening the involvement of community members, particularly parents, will go a long way to help the district address some of the challenges facing the education sector.

⁶ Education Ordinance of Amuru (awaiting approval) stipulated that: lunch should be packed for pupils by their parents; pupils enrolled in Primary 1 should be retained in school until completion of Primary 7; and, performance contracts be signed by all headteachers

Figure 3: An Overcrowded class in Kaladima Primary School(left) and Construction of classroom block by NUDEIL in Agole Primary School (right)



Source: ACODE Digital Library, August 2012

It was evident at the primary schools visited by the research team that the district lags behind in provision of quality primary education. The district has a high pupil-teacher ratio (75:1) compared to the 51:1 national average and pupil-classroom ratio (112:1). In most schools visited, the class rooms were overcrowded and teachers reported difficulty in handling the learning process. Development partners had rendered sizeable support in the form of infrastructural development. For instance, Agole Primary School in Pabbo Sub-county had only two classroom blocks with an enrolment of 1,524 pupils. NUDEIL⁷ was funding the construction of two classroom blocks and offices. Despite these efforts, there was a challenge of inadequate classrooms in the district.

2.3.2 Health Services

Health directly impacts on a population's labour productivity. Amuru District at the time of assessment had only one HC IV (Atiak), seven HC IIIs, and 23 HC IIs. Three out of 23 HC IIs were non-functional. Among other challenges, Amuru is still grappling with challenges such as staff absenteeism, and late opening of health centres. Access remained a big challenge. Available statistics in the health department showed that the district was below set national standards in terms of access to quality health services. Sixty-one per cent (61%) of the population resided within 5km radius of the health centres.

However, utilization of the health units especially by pregnant women was also noted to be very low.⁸ Many patients interviewed alluded to the fact that they trekked long distances to access the medical facilities and sometimes took so long (some as long as six hours) before being served by health centre staff. This was compounded by the fact that the district had only one functional ambulance, which made it difficult to make

⁷ NUDEIL has contributed towards funding of several development projects in Amuru district to include; construction of roads, teachers' houses, classroom blocks, latrine stances, and drilling of boreholes, to mention but a few.

⁸ Lack of power source for lighting especially in maternity wards, inadequate staffing and lack of access to safe water have continued to prevail in health centres like Kaladima HC III, Pabbo HC III, and Jengari HC II. Amuru District had only one functioning Ambulance.

referrals. While discussion with FGD participants and service users revealed that health centres, especially HC IIs, were opened late and closed early and that there were always no staff on standby at night and weekends for HC IIIs and HC IV. Private Health centres like Lacor HC III provided superior health services that continued to discredit public health service provision.

Figure 4: A nurse attending to a patient and patients waiting in a queue to be attended to at Pabbo HCIII



Source: ACODE digital Library, August 2012

2.3.3 The State of the Road Infrastructure

An extensive and a viable road network is very essential to the development of any economy. Good roads aid not only transportation of agricultural products but also attract development. Despite the fact that Amuru District has been in existence since 2006, there is no single tarmac road in the district. The population of Amuru is served by murrum community (717.4 km) and feeder (210.4 km) roads. The great Juba road (Atiak-Bibia-Nimule Road) is the only road under the Uganda National Roads Authority in the district - with construction work already in progress. This road will link the district by tarmac to Gulu Municipality to the east and the border with South Sudan to the north.

Among the challenges facing the Amuru District road sector is poor workmanship/shoddy work by contracted firms. For instance, shoddy road maintenance was witnessed in Lamogi Sub-county by the team undertaking this assessment. Another typical example is Keyo-Pyela road in Lamogi Sub-County and Guru Guru-Kaladima road. The newly-graded Keyo-Pyela road was not only narrow but was made without drainage and was therefore unmotorable during rainy seasons.⁹ It was noted that delays in the release of funds by the central government and lack of road works equipment had hindered road maintenance in the district. The road sector needed improvement in order to facilitate development in the district.

⁹ Many roads in the district do not have proper drainage system and therefore flood during rainy season, making them unmotorable

Figure 5: Impassable road in Okidi Parish along Palaro-Atiak road and broken



culverts on Guru Guru-Kaladima road, Lamogi Sub-county

Source: ACODE Digital Library, August 2012

2.3.4 Water and Sanitation

Water and sanitation are important because of their implications to health and wellbeing of a community. At least 50.2% of the population of Amuru has access to safe water (data source?). By the time of assessment, Amuru District had 664 water sources including 380 boreholes, 180 protected springs, 100 shallow wells, 3 piped water systems and 1 dam. One hundred and eighteen (118) of these were non-functional and others had been abandoned. In some areas like Pawel Parish where the only borehole that served the entire community had been non-functional for the past six years as a result of poor maintenance, residents had resorted to unsafe water sources like streams. See Figure 6.¹⁰

The level of sanitation facilities of Amuru District leaves a lot to be desired. With a total population of approximately 242,300 people, latrine coverage is only 58.22%, hand washing facilities are at 23.66%, while bath shelters serve only 52.94% of the population. About 30% use utensil drying racks and rubbish pits. Waste disposal in the district remains of serious concern. This is partly because the district has not yet come up with a clear programme to raise sanitation awareness.

¹⁰ Statistics available at the district water department echoed lamentation from community members over a major challenge of lack of involvement of the end users. Out of the 664 water sources, only 165 have functional water source management committees.

Figure 6: Water sources in Pawel Parish – Atiak S/C and Amuru Sub-County



Source: ACODE Digital Library, August 2012.

2.3.5 Agriculture

Given the fact that up 90% of Amuru's land area is arable, nearly 98% of the district's population thrives on agriculture as their major economic activity, with food crops like maize, finger millet, sorghum, sweet potato, cassava, groundnut, simsim, beans, peas and sunflower as the major traditional food crops. The challenge, however, is that being a rural district, agriculture is practiced on subsistence level such that household income has continued to be low, with high rates of food insecurity mainly as a result of the underutilization of this resource. The National Agriculture Advisory Services (NAADS) programme was introduced to offer advisory services nationally. However, its implementation in Amuru District has not been without challenges, such as low market prices coupled with limited access to markets. Among other challenges raised by respondents at FGDs was the seemingly unfair selection¹¹ of beneficiaries for the food security and market-oriented farmers programme; and continued over-valuation of agricultural implements supplied by NAADS.

There were concerns from FGD participants that some NAADS resources were overpriced compared to market prices. For example, in Pagak Parish a discussant said, "a small goat was priced at shillings 100,000 and yet ordinarily in the open market it would be bought at shillings 60,000". The FGD respondents also raised the challenge of under-supply of agricultural implements supplied by NAADS. For instance, in Gaya Parish, FGD participants said they received less quantity than what they were promised while being trained. The participants said they were promised bean seeds worth UGX 100,000 but bean seeds worth only UGX 85,000 were delivered to them.

¹¹ Respondents at FGDs in Palema and Pabbo Kal parishes lamented that 2 out of 20 beneficiaries were repeatedly selected for the food security and market oriented farmers and therefore continued to benefit at the expense of others, while respondents from Pagak and Gaya parishes submitted their concern over escalated prices of farm implements, and under-supply of quantities of implements to beneficiaries.

Figure 7: NAADS beans beneficiary - Lamogi Sub-County, and NAADS demonstration farmer – Amuru TC



Source: ACODE Digital Library, August 2012.

2.3.6 Functional Adult Literacy (FAL)

FAL is designed to impart literacy and numeric skills to the poor and vulnerable groups to enable them effectively participate in the economic growth and development process at the community level. The course content comprises numeracy, reading, writing and basic literacy. There was scanty information about Functional Adult Literacy in Amuru District. Many FAL centres had closed due to lack of support and non-facilitation of instructors who were supported under the district conditional grant. With a budget allocation of shs 27,499,828 in the year under review, nothing was there to show for the programme which remains seemingly neglected. The few FAL centres that were active were being supported by the Diocese of Northern Uganda under the “Ajula pa Rwot” project code.

2.3.7 Environment and Natural Resources

Amuru District is endowed with wetlands, rivers and vegetation cover with nearly 24,000 hectares of forest cover including six central forest reserves at Keyo, Olwal, Labala, Got Gweno, Wicheri, Kilak, and a local forest reserve covering three hectares in Pabbo. The district is also host to a 922 km² game reserve. Unfortunately, at the time of assessment the district was grappling with many challenges that were threatening to destroy the Environment and Natural Resources available, key among which were: increasing unsustainable human activity within the forest area; and increasing deforestation especially for human settlement purposes and charcoal burning. Yet with the meagre funding directed towards the district’s ENR department, very little is being done to avert the side effects of these activities as planned by the department. The department also faces the challenge of inadequate staffing, with both district Environment and Natural Resource officers serving in acting capacities.

2.3.8 Efforts to Address Gaps in Service Delivery

Suffice it to note that divergent issues in response to glaring challenges of service delivery were debated by councilors in the year under review. An analysis of the minutes of the

council meetings revealed that most often, the gaps in the key service areas presented in this section were not reflected in discussions during council plenary sessions. A scrutiny of the minutes of Amuru Local Council meetings shows that individual councilors' contribution to plenary sessions were lacking in quality and councilors did not provide concrete solutions to the challenges of service delivery, thereby leaving a lot to be desired.

However, owing to the challenges of security resulting from numerous land wrangles (the border dispute between Palaro (Gulu) and Atiak (Amuru) sub counties, the Apar border dispute with Adjumani, the Madhvani land question in Lakang and the Elego border dispute with Adjumani) and the fact that the district is healing from a 25-year-old war, it is not surprising that Amuru District Local Council was preoccupied with debate on security and land wrangles as opposed to the service delivery gaps noted.

3

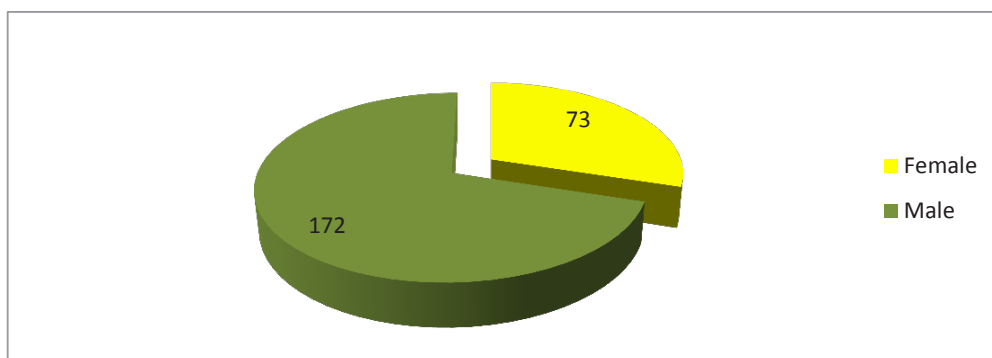
SCORE-CARD PERFORMANCE

3.1 Score-card

The score-card assessment is premised on a set of parameters which guide the extent to which local government council organs and councilors perform their responsibilities.¹² The parameters in the scorecard are based on the responsibilities of the local government councils. The district local government council, the chairperson, speaker and individual councilors were assessed. The performance of the local government council is based on the assessment of responsibilities of the councils categorized under the following parameters: legislation, contact with the electorate, planning and budgeting, participation in lower local governments, and monitoring of service delivery.¹³

The assessment in Amuru District was conducted over a period of four months (May – August 2012). The research methods used included review of district documents, face-to-face interviews with councilors, focus group discussions (FGDs) and verification visits at sub-county level. FGDs were organized in 15 parishes across all the sub-counties. Two hundred forty-five (245) participants attended the FGD, 70% being male 30% female. The composition of the FGD was carefully selected so as to have representation of all interest groups such as youths, PWDs and the elderly. A standard guideline was used to conduct the FGDs.

Figure 8: FGD participants by gender



¹² See Third Schedule of the Local Governments Act , Section 8

¹³ See, Tumushabe G., 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.

During the research period, a number of challenges were registered key among which were: negative response from the political leaders; poor record keeping especially at sub-county level; access to official documents, among others.

3.2 Performance of the 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 councils as stipulated under the Local Governments Act. The assessment of the local government councils 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. The council is the platform where councilors can raise issues affecting their electorate and ensure that appropriate plans are put in place and other assets of the local government channeled towards addressing those issues. Table 5 shows the details of the council performance on each assessed parameter is provided.

Table 5: Performance of Amuru District Council in FY 2011/12

Performance Indicators Year	Actual Score	Maximum Scores	Remarks
1. LEGISLATIVE ROLE	6	25	No evidence of adoption of rules of procedures.
Adopted model rules of Procedure with/without debate (amendments)	0	2	District did not pay ULGA subscription in the year under review.
Membership to ULGA	0	2	
Functionality of the Committees of Council	2	3	DEC sat less than 10 times, Standing committees (Finance, Social Services, & GPC sat for less than 4 times), while business committee sat 5 times.
Lawful Motions passed by the council	0	3	
Ordinances passed by the council	0	3	
Conflict Resolution Initiatives	1	1	Council did not move any motion in the year under review. Neither did council pass any ordinance.
Public Hearings	0	2	
Evidence of legislative resources	2	4	Council engaged Gulu leaders in meetings over Atiak, Palaro border conflict-conflict not yet resolved.
Petitions	0	2	
Capacity building initiatives	3	3	
2. ACCOUNTABILITY TO CITIZENS	9	25	No evidence available; PAC reports were not approved by council. All sub-counties complained of non-remittance by the district.
Fiscal Accountability	1	4	
Political Accountability	4	8	
Administrative Accountability	2	8	There was evidence of debate on blacklisting contractors who do shoddy works, but there was no evidence of concrete action taken.
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	0	3	No evidence of adoption of revised charter on accountability.

3. PLANNING & BUDGETING	15	20	Vision and Mission Statements were displayed in departmental offices and Budget was laid on 28th June 2012. Amuru through central government have planned to construct a border market
Existence of Plans, Vision and Mission Statement	5	5	
Approval of the District Budget	4	4	
Local Revenue	6	11	All the committees had not undertaken monitoring of all service delivery units in the district. There was no evidence available.
4. MONITORING SERVICE DELIVERY ON NPPAs	0	30	
Education	0	5	
Health	0	5	
Water and Sanitation	0	4	
Roads	0	4	
Agriculture and Extension	0	4	
Functional adult Literacy	0	4	
Environment and Natural Resources	0	4	
TOTAL	30	100	Performance is below Average

Amuru District Council scored a total of 30 out of 100 possible points. The best performed parameter was planning and budgeting (15 out of 20), while the least marks obtained were in the council's role of monitoring service delivery (0 out of 30). A comparison of all district councils' performance in the 25 districts is presented in Annex 1.

3.3 District Chairperson

The Chairperson of Amuru District Local Government during the financial year under review was Chairman Anthony Louis Omach Atube. The chairman was re-elected to a second term in the 2011 general elections.

Table 6: Chairperson's Score-card

Name	Anthony Louis Omach	Political Party	NRM
District	Amuru	Gender	Male
Region	North	Number of Terms	2
	Total		54
ASSESSMENT PARAMETER	Actual Score	Maximum Score	Comments
1. POLITICAL LEADERSHIP	14	(20)	<p>Chaired six DEC meetings, but did not delegate any.</p> <p>Chairperson held meeting on border dispute between Palaro (Gulu) and Atiak (Amuru).</p> <p>No evidence of chairman making a report on state of affairs of the district.</p>
Presiding over meetings of Executive Committee	2	3	
Monitoring and administration	4	5	
Report made to council on the state of affairs of the district	0	2	
Overseeing performance of civil servants	3	4	
Overseeing the functioning of the DSC and other statutory boards/committees(land board, PAC,)	1	2	
Engagement with central government and national institutions	4	4	
2. LEGISLATIVE ROLE	4	(15)	Executive did not present any motion in Council, except for vote on account. Neither did they present any bill.
Regular attendance of council sessions	2	2	
Motions presented by the Executive	2	6	
Bills presented by the Executive	0	7	
3. CONTACT WITH ELECTORATE	9	(10)	Appeared twice on Mega FM on 13/12/2011 & 17/12/2011
Programme of meetings with Electorate	4	5	
Handling of issues raised and feedback to the electorate	5	5	
4. INITIATION AND PARTICIPATION IN PROJECTS IN ELECTORAL AREA	10	(10)	Initiated Amuru cassava growers association and Elego market.
Projects initiated	3	3	
Contributions to communal Projects/activities	2	2	
Linking the community to Development Partners/NGOs	5	5	
5. MONITORING SERVICE DELIVERY ON NATIONAL PRIORITY PROGRAMME AREAS	17	(45)	District chairperson directed the Suspension of chairman of Amuru District Farmers Association due to corruption.
Monitored Agricultural services	7	7	
Monitored Health Service delivery	2	7	
Monitored schools in every sub-county	2	7	
Monitored road works in the district	2	7	
Monitored water sources in every sub-county	2	7	
Monitored functional Adult literacy session	0	5	
Monitored Environment and Natural Resources protection	2	5	
TOTAL	54	100	Performance is Average

Chairman Anthony Omach scored 54 out of the 100 possible points. This score could be attributed to a number of reasons. First, while the chairman undertook monitoring

of service delivery areas, there was not enough evidence of reports made to that effect. Second, the chairman's performance under the legislative role was found wanting as his executive committee had neither presented any motions for resolution nor passed bills in council. This notwithstanding, the chairman initiated a number of community projects.¹⁴ A comparison of all district chairpersons' performance in the 25 districts is presented in Annex 2.

3.4 District Speaker

The effective functioning and output a district local government council is highly dependent on the expertise of the district speaker. Hon. Christopher Odongkara was the district speaker during the year under review. This was his first year in office, having been elected to council in 2011 general elections. Table 7 provides details of his performance during FY 2011/12.

Table 7: Speaker's Performance in FY 2011/12

Name	Christopher Odongkara	Level of Education		Diploma
District	Amuru	Gender		M
Sub County	Pabbo	Number of Terms		1
Political Party	NRM	Total		51
ASSESSMENT PARAMETER		Actual Score	Maximum Score	Comments
1. PRESIDING AND PRESERVATION OF ORDER IN COUNCIL		5	(25)	
Chairing lawful council/ meetings		2	3	Chaired more than 4 council sessions, but there was no evidence of delegation.
Rules of procedure		0	9	
Business Committee		3	3	
Records book with Issues/ petitions presented to the office		0	2	No evidence of adoption of rules of procedure by council
Record of motions/bills presented in council		0	3	
Provided special skills/knowledge to the Council or committees.		0	5	No evidence of a records book with issues/petitions presented to the office.
2. CONTACT WITH ELECTORATE		18	(20)	
Meetings with Electorate		9	11	Records of letters sent to his office were filed.
Office or coordinating centre in the constituency		9	9	
3. PARTICIPATION IN LOWER LOCAL GOVERNMENT		6	(10)	
Attendance in sub-county Council sessions		6	10	Attended two out of two council meetings held. Also conducted training for LC III councilors, and shared information on conflict in Apar.
4. MONITORING SERVICE DELIVERY ON NATIONAL PRIORITY PROGRAMME AREAS		22	(45)	

¹⁴ Chairman Anthony Louis OmachAtube initiated Amuru District Farmer's Association (ADFA).

Monitoring Health Service delivery	7	7	Monitored health, education, roads and agricultural projects/services, but did not provide evidence for monitoring water services, FAL, and environment and natural resources.
Monitoring Education services	2	7	
Monitoring Agricultural projects	7	7	
Monitoring Water service	0	7	
Monitoring Road works	6	7	
Monitoring Functional Adult Literacy	0	5	
Monitoring Environment and Natural Resources	0	5	Performance is Average
TOTAL	51	100	

Hon. Odongkara scored 51 out of 100 possible points. The speaker was elected as a councilor; therefore it was crucial for him to prioritize monitoring of service delivery on national priority programme areas in his constituency. In this parameter, the speaker scored 22 out of 45 points. A comparison of all district speakers' performance in the 25 districts is presented in Annex 3.

3.5 District Councilors

District councils are vested with wide-ranging powers and responsibilities as stipulated in the Local Government Act. The performance of a district council, therefore, may as well be directly related to the quality and performance of the individual councilors. During FY 2011/12, councilors 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. Amuru District Local Government Council had a total of 13 councilors,¹⁵ all of whom were assessed.

Overall, the best performing councilors emerged from Atiak Sub-County – Josephine Atim and Stanislaus Owachi scored 44 and 42 out of 100 points respectively. The majority of the councilors had debated at least four times on issues related to service delivery on NPPAs.

On the other hand, councilors scored poorly on the monitoring role with an average score of 13 out of 45 possible points. The reason for this poor performance was the lack of documented evidence for the monitoring activities many councilors claimed to have undertaken during the financial year. In addition, issues of limited financial resources to traverse the large constituencies were also raised as impeding the proper fulfillment of this role. Table 8 below provides a detailed analysis of all the assessed councilors and their performance.

¹⁵ This total excludes the chairperson and speaker who have been assessed separately in accordance with their unique roles and responsibilities under the LGA.

Table 8: Score-card performance for Amuru District Councilors in FY2011/12

Name	Sub county	Political Party	Gender	Number of Terms	Scores/Totals	Legislative role				Contact with electorate		Participation in LLGs	Delivery on NPPA								Su Total		
						Plenary	Committees	Motion	Special Knowledge	Sub Total	Meeting Electorate		Office	Sub Total	LLG Meeting	Sub Total	Health	Education	Agriculture	Water		Roads	FAL
JosephineAtim	Atiak	NRM	F	1	44	6	8	0	0	14	9	5	14	0	0	6	7	3	0	0	0	0	16
Stanislaus OwachBoki	Atiak	NRM	M	1	42	8	8	0	0	16	0	0	00	0	0	5	7	7	5	1	0	1	26
Margaret Akot	Lamogi	FDC	F	1	38	8	8	0	0	16	4	0	04	0	0	3	7	3	1	3	0	1	18
Denis Rom	Lamogi	FDC	M	1	36	8	8	0	0	16	3	0	03	2	2	3	3	3	1	1	3	1	15
Tito Okello	Youth	NRM	M	1	33	8	8	0	0	16	9	0	09	0	0	2	2	0	0	4	0	0	8
Catherine ApiyoOywa	Pabbo	FDC	F	3	33	8	8	0	0	16	2	2	04	2	2	1	1	3	1	1	0	4	11
Ceaser Oketayot	Amuru	NRM	M	1	31	5	8	0	0	13	0	0	00	0	0	1	5	0	1	7	0	4	18
Jane Naku	Youth	NRM	F	1	23	1	5	0	0	6	4	0	04	0	0	3	3	3	0	0	3	1	13
Martin Akera	Amuru TC	NRM	M	1	24	5	8	0	0	13	0	0	00	2	2	0	1	3	0	1	0	4	9
Beatrice Lanyero Okiya	Amuru TC	NRM	F	1	17	8	1	0	0	9	0	0	00	0	0	1	1	0	1	1	0	4	8
Nighty Aparo	PWD	NRM	F	1	18	1	1	0	0	2	0	0	00	0	0	3	3	0	0	3	2	5	16
Alex Bongomin	PWD	NRM	M	1	17	7	8	0	0	15	0	0	00	0	0	1	1	0	0	0	0	0	2
Concy Alyel	Amuru	NRM	F	1	18	1	1	0	0	2	0	0	00	1	1	3	3	3	2	2	0	2	15
Average score					28	5	6	0	0	11	2		2		0.54	2	3	2		1	2	2	13

4

FACTORS AFFECTING PERFORMANCE AND THE IMPLICATION ON SERVICE DELIVERY

4.1 Internal Factors

4.1.1 Contact with electorate

The outcome of various FGDs conducted at parish level reveals that despite the fact that most discussants knew councilors who were representing them, there was poor contact between councilors and their constituents. Interest groups such as the youth and PWDs in almost all of the parishes claimed not to know their representative at the district local government council and had no knowledge on how they were elected. At the political leadership level, the majority of the councilors did not have official programmes to meet the electorate during the financial year under review. For tangible development to be seen, it is very vital that councilors maintain close contact with the electoral area, and consult the people on issues to be discussed in council where necessary

4.1.2 Low civic awareness among the councilors

It was evident from the findings of the score-card that the councilors do not understand the very detail of their job description, despite the fact that all the district councilors in Amuru had undergone the local government leadership orientation by the Ministry of Local Government soon after their election. For instance, the majority councilors gave the excuse of lack of facilitation for their failure to regularly monitor service delivery, yet it is the role of individual councilors to monitor service delivery with or without facilitation. In terms of participation in plenary, some councilors said they could not debate because they feared being shut down through points of order.

4.1.3 Poor participation at the Lower Local Government Level

Findings from the assessment reveal that councilors' participation in lower local government was very limited. The majority of councilors did not attend their sub county council meetings, while for those who attended; their attendance did not add value to the meetings as they did not make official communications in the sub-county. This in a way affected councilors' performance owing to the fact that there was no coordination between the councilors and their sub-counties. It was evident from the finding of the score-card that those who performed better in plenary and committees were the councilors who had better contact with their electorates.

4.1.4 Poor record keeping among councilors

Record keeping is very important especially for purposes of future reference and authentication in case a councilor wants to do advocacy. There was a general problem with record keeping on the side of councilors. While councilors claimed to have done a lot, for instance in monitoring, they could not provide documented evidence to prove their claims. This made it extremely hard to verify the truth in their claims. While many councilors challenged technical implementers on the state of service delivery in their sub-counties, it could be true that the technical implementers could not respond to their demand for action because often such demands were verbal and informal.

4.1.5 Monitoring of government programmes

Monitoring forms the core of the councilors' role and councilors are mandated by the Local Governments Act to monitor service delivery in their sub-counties. Evidence of monitoring reports suggests that the majority of councilors who visited service delivery units in their sub-counties never really carried out effective monitoring. For instance, at Labongogali Primary School in Amuru Sub-County, in an interview with the headteacher, she said that "the area councilor paid the school a courtesy call, but the nature of discussion did not in any way suggest that she had come to do monitoring". Yet evidence from the visitors' book from the headteachers' office indicated that the councilor signed and noted monitoring as the reason for her visit. Report writing continues to be a challenge for majority of the councilors, which raises a need for capacity building in this regard.

4.2 External Factors

4.2.1 Low civic awareness among community members

Findings revealed that there was fair knowledge of councilors' roles and responsibilities among the communities sampled. However, the electorate did not have adequate knowledge of what is expected of them to ensure effective service delivery and hold their councilors accountable.

4.2.2 High dependence on Central Government funding

Amuru District's reliance on central government and donor funding to facilitate its budget means it has very limited influence on service delivery. Central government funds are conditional and come with restricted allocation to service delivery and sometimes have little allowance for flexibility. In the year under review, Amuru depended on central government and donor funding to finance 99.5% of its budget.

4.2.3 Land Conflict

Amuru continues to grapple with conflict arising from land disputes and claims of land grabbing. In the year under review, Amuru was involved in two serious border disputes with Adjumani in Elegeo and Apar which posed a security threat and slowed down service

delivery. There was also the unsolved question of the interest of Madhvani¹⁶ in a 4,000-acre tract of land in Lakang village in Amuru Sub-County and a general feeling by residents of Pabbo that a UPDF colonel was bent on grabbing their land in the area of Kal Parish. The border conflict between Palaro Sub-County in Gulu and Atiak Sub-County in Amuru has continued to drag on with seemingly no immediate solution in sight. These issues took the better part of council time and resources at the expense of other key service delivery areas such as Education and Health.

¹⁶ Madhvani is a Ugandan multi-business investor who had planned to set up sugar plantations to support a proposed sugar factory in Amurud District. Discrepancies over issues of land use and compensation have marred this business prospect. Political commentators blame the politicization of the project as responsible for the unrest.

5

RECOMMENDATIONS

Amururu District Local Government faces a wide range of challenges ranging from: slow improvement of service delivery despite releases from central government and support from development partners, land conflict, non-functioning DSC, and narrow local revenue base. The general analysis of this report shows a downward development trend in service delivery, weak political leadership and a disturbing gap between the political and technical wings of the district. Amuru's narrowing local revenue base and continued reliance on central government and donor funding leaves Amuru in an awkward situation where it has less influence on service delivery. Locally, Amuru's loss of Nwoya County to the newly-created Nwoya District means it has not survived the wave of administrative engineering currently sweeping across the country. This has come with the loss of potential revenue sources and the only hospital, all pointing to a sad situation of health service delivery in Amuru.

5.1 Recommendations

5.1.1 Improve local revenue enhancement

Declining revenue base of Amuru District in recent years has limited their financial discretion and their ability to carry out meaningful planning. Frustration mounts when projects in the plan fail to be implemented on account of lack of funds and irregular and inadequate release of resources from the central government. Amuru should exploit historical and natural features to enhance revenue. Features like the famous Guru Guru hill and the Hot water springs can act as a source of tourist attraction in the district if well packaged and marketed globally. It is also very vital for Amuru District leaders to provide a conducive environment in order for investors to be attracted to the district and, finally, leaders should lobby for infrastructural development from development partners – for instance, to tarmac roads which are widely viewed as a gateway to link the district with a burgeoning market in South Sudan.

5.1.2 Remuneration of councilors

Councilors do not earn salaries and yet much is expected of them in terms of regular monitoring of service delivery, contact with electorates and participation in lower local government. This is not helped by the fact that they reside in their sub-counties and spend heavily on transport and accommodation when on council business at the district headquarters. During the assessment, some councilors noted that they could not make monitoring reports because they were resource constrained. Despite the fact that Amuru District Local Government advances UGX 300.000/= to each councilor for monitoring for each quarter, this is often spent on transport considering that the sub-counties in Amuru

are exceptionally distant from one another. This could be done in form of facilitation by reimbursing expenses incurred by individual councilors during monitoring or even lobby through development partners to acquire means of transport like motor cycles.

5.1.3 Mitigate land conflict

Amuru Local Government is involved in a number of land disputes. This has slowed down the pace of service delivery as much attention of the district is turned to mitigating the effects of land disputes. If Amuru is to make any headway in terms of meaningful and tangible development, the district leadership and everybody who matters in this regard should solicit ways of solving the land disputes both at intra-district and inter-district levels.

5.1.4 Civic awareness education

From the findings of the score-card, it was evident that there is a general civic incompetence and ignorance among the population. The fact that many participants in the various FGDs could not tell the roles of councilors and were not aware about their rights, means that a lot has to be done to strengthen the civic competence of the population. This will help in enhancing the much envisaged demand side of accountability and improved quality of service delivery.

5.1.5 Unity of the district leadership

For development to be fostered in the district efficiently, it is crucial for both the political and technical leadership to build a mutual working relationship. Amuru District Council's performance in this assessment was below par compared to other districts that were assessed. Political leaders attributed this to frustration to implement their work by the technical wing of the district. This kind of friction has greatly affected improvement of key service delivery areas in the district like road maintenance, health and education. ULGA should create a platform where relationship of political and technical leaders can be harmonized.

REFERENCES

Amuru District Local Government 2011/12 – 2015/16 District Development Plan.

_____ (2011) Budget Framework Paper.

_____ (2011) Approved District Budget.

_____ (2011) District Budget and Annual Work Plan

_____ (2011) District Local Government Revenue Enhancement Plan.

_____ (2012) District Water Sector Report.

_____ (2011) Minutes for Full Council Meeting held on 12th August 2011

_____ (2011) Minutes for Full Council Meeting held on 23rd November 2011

_____ (2012) Minutes for Full Council Meeting held on 3rd February 2012

_____ (2012) Minutes for Full Council Meeting held on 16th May 2012

_____ (2012) Minutes for Full Council Meeting held on 26th June 2012

_____ (2012) Minutes for Full Council Meeting held on 28th June 2012

Delius Asiimwe & Nakanyike B Musisi (2007), Decentralization and Transformation of Governance in Uganda

Office of the Auditor General (2011) Annual Report of the Auditor General for the Year ended 30th June 2011, Volume 3 Local Authorities.

Republic of Uganda (1995) Constitution of the Republic of Uganda

_____ (1997) Local Government Act 1997

_____ (2005) Local Government Amendment Act 2005

_____ (2006) Local Government Amendment Act 2006

Tumushabe, G., et al (2010), Monitoring and Assessing the Performance of Local Government Councils in Uganda: Background, Methodology and Score-Card. ACODE Policy Research Series No. 42 2011, Kampala.

Tumushabe, G., et al (2010), Uganda Local Government Score-card Report 2009/2010; A comparative Analysis of Finding and Recommendations for Action. ACODE Policy Research Series No. 45, 2011. Kampala.

Tumushabe W Godber et al (2011) Uganda Local Government Councils Scorecard Report (2009/2010)

Tumushabe, G., et al (2012). Strengthening the Local Government System to Improve Public Service Delivery Accountability and Governance ACODE Policy Research Series, No. 53, 2012. Kampala

ULGA (2006), Revised Charter on Accountability and Ethical Code of Conduct for Local Governments

ANNEXES

Annex 1: Summary of District Councils' Performance

		Legislative Role										Accountability To Citizens					Planning & Budgeting			Monitoring NPPAs										
District	Total	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
Gulu	82	2	2	2	3	0	1	0	4	2	1	17	3	7	6	2	3	21	5	4	9	18	5	5	4	4	2	4	2	26
Amuria	78	2	2	0	2	0	1	2	1	2	2	14	4	6	4	2	2	18	5	4	11	20	5	5	4	4	4	0	4	26
Mukono	78	2	1	2	2	1	1	2	4	2	2	19	4	5	3	2	2	16	5	4	9	18	5	5	4	4	3	0	4	25
Kabarole	75	2	1	2	1	0	1	0	1	2	3	13	4	4	4	2	0	14	5	4	9	18	5	5	4	4	4	4	4	30
Wakiso	71	2	1	3	1	0	1	1	2	2	1	14	3	7	2	2	2	16	5	4	9	18	5	5	4	2	0	3	4	23
Luweero	70	2	2	2	2	0	1	0	1	1	0	11	4	5	7	2	1	19	5	4	9	18	2	4	4	3	4	2	3	22
Rukungiri	69	1	2	3	2	1	1	0	3	2	3	18	4	5	5	2	1	17	5	4	4	13	5	5	2	3	4	0	2	21
Soroti	68	1	1	1	2	0	1	0	3	1	1	11	4	8	8	2	1	23	5	4	1	10	5	5	4	4	4	0	2	24
Kanungu	67	1	2	3	2	0	1	2	2	2	1	16	4	5	5	2	2	18	5	4	2	11	5	5	2	4	3	0	3	22
Mpigi	67	2	1	3	2	0	1	0	4	1	1	15	3	5	7	2	0	17	5	4	4	13	4	5	2	4	2	1	4	22
Ntungamo	64	2	2	3	2	1	0	0	4	1	0	15	4	4	4	2	1	15	5	4	7	16	3	5	0	3	4	3	0	18
Bududa	60	2	1	3	1	1	1	0	3	2	3	17	4	8	6	2	0	20	5	3	4	12	2	2	2	2	2	0	1	11
Buliisa	57	1	1	3	3	0	1	1	2	0	2	14	3	6	4	2	0	15	5	4	4	13	5	5	0	4	0	0	1	15
Nakapiripirit	56	2	1	3	2	3	1	0	2	0	2	16	3	2	3	1	1	10	5	4	4	13	4	2	2	4	0	2	3	17
Mbale	55	2	1	3	1	0	1	0	4	2	3	17	3	6	3	2	0	14	5	4	4	13	2	2	2	2	2	0	1	11
Moroto	55	2	1	0	2	0	0	2	2	0	2	11	2	4	1	2	1	10	5	4	9	18	3	3	3	0	3	2	2	16
Moyo	55	1	2	3	2	0	1	0	2	1	1	13	4	5	3	2	3	17	5	4	2	11	2	2	2	2	2	0	4	14

		Legislative Role										Accountability To Citizens						Planning & Budgeting				Monitoring NPPAs								
District	Total	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
Mbarara	53	1	1	3	1	0	0	1	3	0	1	11	4	4	4	2	1	15	5	4	2	11	4	3	2	2	2	0	3	16
Nebbi	51	2	2	3	1	0	1	0	2	1	1	13	3	3	3	2	3	14	5	4	2	11	2	2	2	2	2	0	3	13
Lira	49	2	1	2	2	1	0	0	4	0	1	13	1	3	3	2	0	9	5	4	9	18	4	2	2	1	0	0	0	9
Hoima	48	2	2	3	1	0	0	0	1	0	0	9	3	3	3	2	0	11	5	4	2	11	1	5	2	3	3	0	3	17
Jinja	44	2	2	2	2	0	1	0	2	0	2	13	2	3	5	2	1	13	5	4	2	11	1	0	4	0	1	0	1	7
Kamuli	40	2	1	1	0	0	1	0	2	1	2	10	4	3	3	2	0	12	5	4	9	18	0	0	0	0	0	0	0	0
Tororo	40	2	0	3	1	1	1	1	3	0	3	15	3	5	6	2	0	16	5	4	0	9	0	0	0	0	0	0	0	0
Amuru	30	0	0	0	0	0	1	0	2	0	3	6	1	4	2	2	0	9	5	4	6	15	0	0	0	0	0	0	0	0

Annex 2: Summary of District Chairpersons’ Performance

Name	District	Party	Gender	Terms	Total	Political Leadership						Legislative Role				Contact With Electorate		Development Projects				Monitoring Service Delivery On NPPAs									
						Executive	Monitoring Admin	State of affairs	Civil Servants	DSC and Boards	Central Gov't	Sub total	Council session	Motions executive	Bills executive	Sub Total	Program meetings	Handling issues	Subtotal	Project initiated	Contributions	Dev't partners	Sub Total	Agriculture	Health services	Schools	Roads	Water	FAL	Environment	Sub Total
Martin Ojara M.	Gulu	FDC	M	1	91	3	5	2	4	2	4	20	2	4	3	9	5	5	10	2	2	5	9	7	7	7	7	3	5	43	
Gregory M.Egunyu.	Soroti	NRM	M	1	82	3	4	2	4	2	4	19	2	6	2	10	5	5	10	1	1	5	7	7	7	7	6	0	2	36	
Richard Rwabihunga	Kabarole	Ind	M	1	80	3	5	2	4	2	4	20	2	2	0	4	5	5	10	2	2	3	7	7	7	7	7	5	3	39	
John M. Luwakanya	Mpigi	NRM	M	1	80	3	5	2	4	0	4	18	2	6	0	8	5	2	7	3	2	5	10	7	7	7	7	0	2	37	
Francis Lukooya M.	Mukono	NRM	M	2	80	3	6	2	4	2	4	21	2	6	5	13	3	5	8	2	2	4	8	3	7	6	2	2	4	30	
Emmanuel Osuna	Tororo	NRM	M	2	78	3	2	2	2	0	4	13	2	2	0	4	5	5	10	3	2	5	10	7	6	7	7	2	5	41	
Mark AolMusooka	Moroto	NRM	M	1	76	3	5	2	3	1	3	17	2	6	5	13	4	2	6	3	1	5	9	7	6	7	0	5	0	31	
John FrancisOluma	Amuria	NRM	M	1	74	3	5	2	3	1	4	18	2	6	7	15	3	2	5	1	1	5	7	7	2	5	7	0	3	29	
Bernard Mujasi	Mbale	NRM	M	3	70	3	4	2	3	2	3	17	2	6	3	11	5	2	7	3	1	5	9	7	3	5	3	2	3	26	
DeusdeditTumusiime	Mbarara	NRM	M	1	70	2	4	1	4	2	4	17	2	0	0	2	5	3	8	0	1	3	4	7	7	7	7	2	2	39	
Mathias Bwanika L.	Wakiso	DP	M	1	70	3	5	2	4	1	2	17	2	2	0	4	5	5	10	3	2	3	8	5	5	5	5	3	3	31	
John Lorot	Nakapiripit	NRM	M	2	69	3	4	2	3	2	3	17	2	0	0	2	5	5	10	3	1	3	7	5	5	5	7	5	1	33	
Denis Singahakye	Ntungamo	NRM	M	1	69	3	5	2	3	2	4	19	2	6	0	8	3	5	8	2	1	4	7	3	7	1	7	0	2	27	
Fredrick G Ngobi	Jinja	NRM	M	1	66	2	5	1	3	2	4	17	2	6	7	15	5	5	10	3	1	5	9	3	2	2	2	2	2	15	
George kamanayire	Hoima	NRM	M	3	65	3	4	2	4	2	2	17	2	6	0	8	5	2	7	2	1	3	6	5	5	7	3	0	2	27	
Robert Okumu O.	Nebbi	NRM	M	1	65	3	5	2	3	2	3	18	2	0	0	2	4	5	9	1	2	5	8	6	3	6	7	6	0	0	28
Abdul Nadduli	Luweero	NRM	M	3	63	3	4	2	4	1	3	17	2	2	0	4	2	5	7	3	2	3	8	4	5	5	5	0	3	27	
John B Nambeshe	Bududa	NRM	M	1	62	3	4	1	4	1	4	17	2	2	3	7	5	5	10	1	1	3	5	6	7	3	3	2	0	2	23
Fred Lukumu	Buliisa	NRM	M	2	56	3	5	1	3	2	4	18	2	2	0	4	5	3	8	3	2	0	5	3	6	3	3	3	0	3	21

Name	District	Party	Gender	Terms	Total	Political Leadership						Legislative Role			Contact With Electorate	Development Projects			Monitoring Service Delivery On NPPAs												
						Executive	Monitoring Admin	State of affairs	Civil Servants	DSC and Boards	Central Gov't	Sub total	Council session	Motions executive		Bills executive	Sub Total	Program meetings	Handling issues	Subtotal	Project initiated	Contributions	Dev't partners	Sub Total	Agriculture	Health services	Schools	Roads	Water	FAL	Environment
Anthony A Omach	Amuru	NRM	M	2	54	2	4	0	3	1	4	14	2	2	0	4	4	5	9	3	2	5	10	7	2	2	2	2	0	2	17
Samuel Bamwole	Kamuli	NRM	M	3	53	1	4	1	1	0	3	10	2	2	0	4	5	5	10	3	1	0	4	2	6	6	7	2	0	2	25
Josephine Kasya	Kanungu	NRM	F	3	53	3	0	2	4	2	2	13	2	0	0	2	4	5	9	3	0	4	7	6	7	2	7	0	0	0	22
Jimmy Vukoni	Moyo	Ind	M	1	52	3	5	2	4	2	4	20	2	6	0	8	0	2	2	3	1	3	7	7	0	0	6	2	0	0	15
Charles amukama	Rukungiri	NRM	M	1	44	3	5	2	3	2	3	18	2	2	3	7	4	2	6	2	0	5	7	0	2	2	2	0	0	0	6
Alex OremoAlot	Lira	UPC	M	1	40	2	5	1	2	2	3	15	2	0	3	5	5	2	7	3	1	3	7	0	2	0	2	0	2	0	6

Annex 3: Summary of District Speakers' Performance

Name	District	Constituency	Party	Gender	Terms	Total	Presiding And Preservation Of Order In Council						Contact With Electorate			Participation In LLG		Monitoring Service Delivery On NPPAs								
							Chairing Council	Rules of procedure	Business committee	Records of issues	Record of petition	Special skills	Sub Total	Meetings electorate	Office	Sub Total	LLGs meetings	Sub Total	Health	Education	Agriculture	Water services	Road works	FAL	Environment	Sub Total
Douglas P. Okello	Gulu	Lalogi	NRM	M	1	89	3	9	3	2	3	0	20	11	9	20	8	8	7	7	5	5	7	5	5	41
Mohammed Mafabi	Mbale	Bubyangu	Ind	M	2	75	3	9	3	2	3	0	20	11	9	20	10	10	3	5	5	3	7	0	2	25
DaudiByekwaso Mukiibi	Wakiso	Kakiri	NRM	M	3	75	2	9	3	2	3	0	19	11	9	20	10	10	4	4	7	0	5	1	5	26
James Kunobwa	Mukono	Nagojie	NRM	M	2	73	3	9	3	0	3	0	18	11	9	20	10	10	7	7	1	1	3	1	5	25
Richard Mayengo	Jinja	Mafubira B	NRM	M	3	68	2	9	0	2	3	0	16	11	9	20	4	4	7	1	7	7	1	3	2	28
Ida Fumbe	Nebbi		NRM	F	3	68	3	9	3	2	0	0	17	11	9	20	10	10	3	5	3	5	1	0	4	21
Dan Nabimanya	Ntungamo	Ntungamo	NRM	M	1	66	3	9	3	2	3	0	20	9	6	15	10	10	5	5	1	1	5	0	4	21
Proscovia Namansa	Luweero	Wobulenzi / Katikamu	NRM	F	3	64	3	9	0	0	0	0	12	11	9	20	10	10	4	4	0	5	5	3	1	22
Henry Ndyabahika	Rukungiri	Buhunga	NRM	M	2	64	3	8	3	2	0	0	16	7	9	16	10	10	5	5	1	1	5	1	4	22
Jotham Loyor	Nakapiripi	Namalu	NRM	M	2	62	2	9	3	2	3	0	19	11	0	11	10	10	4	4	3	0	5	1	5	22
Charles Beshesya	Kanungu	Kirima	NRM	M	1	61	2	8	3	2	3	0	18	6	6	12	10	10	5	5	1	0	5	1	4	21
Andrew Odongo	Soroti	Soroti	FDC	M	1	61	3	9	3	2	3	0	20	9	9	18	4	4	1	5	5	0	5	0	3	19
William Tibamanya	Mbarara	Rugando	NRM	M	1	58	3	8	2	0	0	0	13	7	9	16	6	6	5	5	1	5	5	1	1	23
Clovise Mugabo B	Kabarole	Mugusu	NRM	M	2	54	3	5	1	2	3	0	14	11	6	17	2	2	1	5	5	5	1	0	4	21
Christopher Odongkara	Amuru		NRM	M	1	51	2	0	3	0	0	0	5	9	9	18	6	6	7	2	7	0	6	0	0	22

Name	District	Constituency	Party	Gender	Terms	Total	Presiding And Preservation Of Order In Council						Contact With Electorate		Participation In LLG	Monitoring Service Delivery On NPPAs											
							Chairing Council	Rules of procedure	Business committee	Records of issues	Record of petition	Special skills	Sub Total	Meetings electorate		Office	Sub Total	Health	Education	Agriculture	Water services	Road works	FAL	Environment	Sub Total		
Ceasar Lometo L	Moroto	Youth	NRM	M	1	49	3	7	3	2	3	0	18	7	9	16	2	2	1	5	1	1	1	1	0	4	13
Martin Chaiga	Moyo	Moyo	NRM	M	2	44	3	8	3	0	0	0	14	5	9	14	10	10	1	1	0	0	0	0	4	6	
Charles Engoru	Amuria	PWD	NRM	M	2	41	2	9	3	2	3	0	19	2	9	11	2	2	1	1	1	1	1	0	4	9	
Juliet Jjemba	Mpigi	Muduma	NRM	F	2	40	2	5	3	2	3	0	15	0	9	9	10	10	1	1	1	1	1	0	1	6	
Didan Amaama R.	Buliisa	Kiringente	Ind	M	1	37	3	2	3	0	3	0	11	2	5	7	6	6	5	5	1	1	1	0	0	13	
Micheal Matsyetsye	Bududa	Ngwedo	NRM	M	2	35	3	9	3	2	0	0	17	0	0	0	4	4	1	1	1	5	5	0	1	14	
Isingoma Kitwe	Hoima	Bumasheti	NRM	M	1	33	3	6	3	0	3	0	15	3	9	12	2	2	1	1	0	1	0	0	1	4	
James Paul Michi	Tororo	Busisi Div	NRM	M	1	32	2	2	2	2	0	0	8	9	2	11	6	6	1	1	1	1	1	1	1	7	
Martin Oren Odyek	Lira	Eastern Div	UPC	M	1	26	3	9	3	0	3	0	18	0	2	2	0	0	1	1	1	1	1	1	0	6	
Martin Oren Odyek	Lira	Railway Div	UPC	M	1	26	3	9	3	0	3	0	18	0	2	2	0	0	1	1	1	1	1	1	0	6	

PUBLICATIONS IN THIS SERIES

Namara-Wamanga, S., et.al., (2013). Local Government Councils' Performance and Public Service Delivery in Uganda: Luwero District Council Score-Card Report 2011/12. ACODE Public Service Delivery and Accountability Report Series No.1, 2013. Kampala.

Muyomba-Tamale, L., et.al., (2013). Local Government Councils' Performance and Public Service Delivery in Uganda: Mpigi District Council Score-Card Report 2011/12. ACODE Public Service Delivery and Accountability Report Series No.2, 2013. Kampala.

Namara-Wamanga, S., et.al., (2013). Local Government Councils' Performance and Public Service Delivery in Uganda: Wakiso District Council Score-Card Report 2011/12. ACODE Public Service Delivery and Accountability Report Series No.3, 2013. Kampala.

ABOUT THE AUTHORS

Oscord Mark Otile is a Research and Advocacy officer with Education for Peace and Prevention of Violence and HIV/AIDS (EPPOVHA), a Researcher on Policy and Governance and a Political commentator, and a member of Media Association of Northern Uganda (MANU). He holds a bachelors degree of Development studies of Makerere University (MUK).

Arthur Owor holds a B.A (Social Sciences), Makerere University Kampala, M.A (International Relations and Diplomatic Studies) Makerere University, Kampala. He is currently the Programmes Director at Media Association of Northern Uganda (MANU). He is also a Socio-Political Commentator and a Researcher on Governance, Security and Justice. He was Teaching Assistant at Gulu University.

Walter Akena is the Sub Editor at Choice Fm in Gulu since 2009. Walter is a graduate from Gulu University with B.A (Pub Admin) Hon. He is currently receiving a Post graduate training in Conflict Management and Peace Studies from the Institute of Peace and Strategic Studies. Walter has moderated in a number of community forums and is a socio political commentator.

ISBN 978-9970-07-023-7



Advocates Coalition for Development and Environment

Plot 96, Kanjokya Street, Kamwokya

P. O. Box 29836, Kampala

Tel: +256 312 812150

Email: acode@acode-u.org; library@acode-u.org

Website: www.acode-u.org