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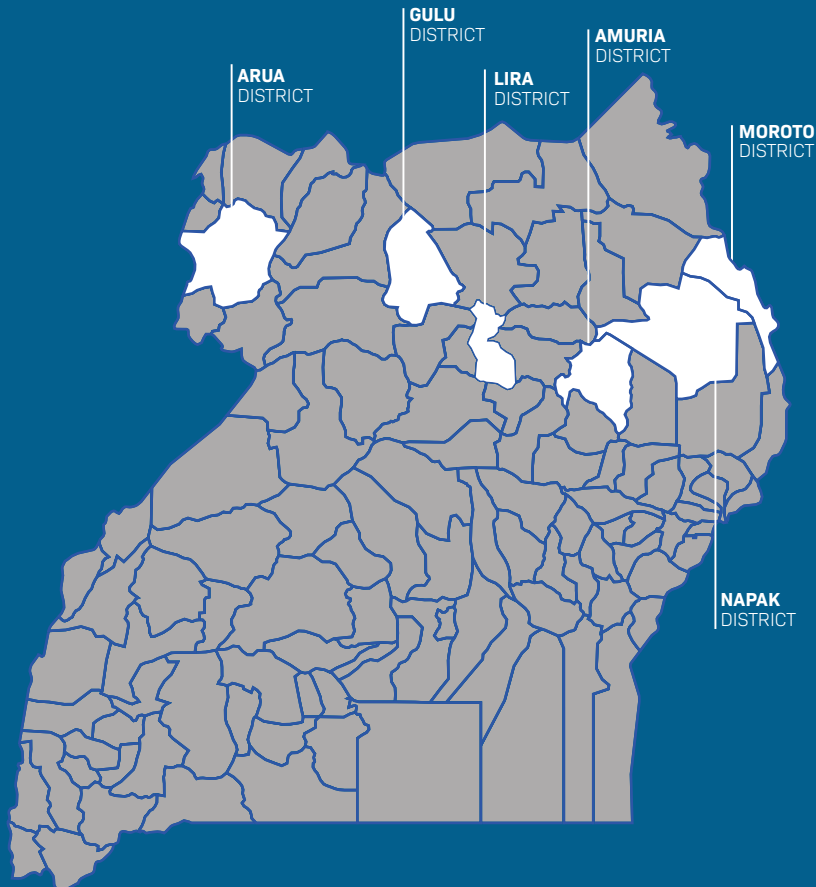
DEVELOPMENT INITIATIVE FOR NORTHERN UGANDA  
(DINU)



EUROPEAN UNION

STRENGTHENING PERFORMANCE AND ACCOUNTABILITY  
THROUGH COMMUNITY ENGAGEMENT (SPACE)

# THE STATE OF GOOD GOVERNANCE AND RESPONSIVE SERVICE DELIVERY AT THE LOCAL GOVERNMENT LEVEL IN NORTHERN UGANDA



REPORT FROM A DISTRICT PEER-REVIEW MECHANISM ASSESSING  
THE DISTRICTS OF AMURIA, ARUA, GULU, LIRA, MOROTO AND  
NAPAK

2022 EDITION



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Implemented by Konrad Adenauer Stiftung and co-applicants

*RIAMIRIAM Civil Society Network - Karamoja*

*LIRA NGO Forum*

*MAYANK Anti-Corruption Coalition (MACCO)*

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Community Engagement” (SPACE)**

# Acknowledgement

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**W**e would like to thank the management team of the Development Initiative for Northern Uganda for their continuous support towards the successful completion of this second DPRM report.

We are grateful to the European Union and the Government of Uganda, the latter through the Office of the Prime Minister and the Ministry of Finance, Planning and Economic Development, for their support in the realisation of the SPACE Project, which has enabled us to publish this second report on the Status of Good Governance and Accountability in Northern Uganda.

We further thank our partner organisations RIAMIRIAM Civil Society Network – Karamoja, Lira NGO Forum and MAYANK Anti-Corruption Coalition (MACCO) for their contribution and cooperation in the implementation of the SPACE Project.

We would like to thank all persons who were involved in the production of this report. We would like to express our heartfelt appreciation to the assessors who supported the tedious data collection process as well as to all respondents from among the citizenry, civil society and local governments who willingly and openly shared their views. Finally, we want to appreciate the SPACE team members – B. Mukhone, A. Alinda, S. Emasit, J. Marembo, V. Kasirye, E. Enzama, D. Ogwal and R. Omoding – who were actively involved in realising this report.

# Foreword

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*“Democracy means power of the people. Everybody belongs to the people. Power means responsibility. Everybody must be conscious that they are jointly responsible for the entirety of political and economic affairs.”*

*– Konrad Adenauer, First Chancellor of Germany (1949-1963)*

In the footsteps of the first Chancellor of Germany, the Konrad-Adenauer-Stiftung upholds a legacy of advocating for inclusive governance and people-centred democracy. Everybody shares the responsibility to contribute to political and economic progress. Under this ideology, the project “Strengthening Performance and Accountability through Community Engagement” (SPACE) empowered citizens and civil society actors in Northern Uganda while strengthening the capacities of duty-bearers in accountability and responsive service delivery. Jointly, we addressed downward accountability and the performance of local governments in Northern Uganda.

The following report summarises the findings from the SPACE Project and reviews the political developments, positive and negative, in Northern Uganda. The report is based on a District Peer Review Mechanism (DPRM) – a study that takes a close look at good governance and inclusive service delivery in the districts of Arua, Gulu, Lira, Amuria, Moroto and Napak.

The project’s first DPRM was conducted in 2021 and unravelled the urgent need for strengthening civil society as well as local government capacities in Uganda’s largely rural North. Though the report pointed out big gaps in accountability, public resource management, citizen participation and service delivery, we were impressed by the constructive engagements between citizens and duty-bearers that followed.

This second and final DPRM report provides the reader with updated insights on district performance in the examined areas. We attempt to identify causes of success and poor performance in governance and service delivery and highlight citizens’ as well as representatives’ voices to paint a balanced picture of the reviewed districts.

This being the final report of the project, we urge duty-bearers and decision-makers to take our recommendations seriously in order to overcome the challenges of good governance and service delivery in Northern Uganda.

We thank all the contributors, team members and partners, particularly Lira NGO Forum, Riamiriam Civil Society Network and Mayank Anti-Corruption Coalition, for their support in realising the SPACE Project and this well-rounded report.

We are pleased yet again to share with you the results of the assessment and hope that you find them insightful.



**Anna Reismann**  
**Country Director**  
**Konrad-Adenauer-Stiftung Uganda & South Sudan**

# Executive Summary

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The second assessment of the District Peer Review Mechanism (DPRM) was conducted in April 2022 to follow up on the status of good governance in the districts Arua, Lira, Gulu, Amuria, Napak and Moroto. The study assessed the areas of accountability, public resource management, democracy, rule of law, responsive service delivery and gender inclusion. The following presents the overall conclusions regarding these seven areas that were assessed qualitatively and quantitatively.

## Findings

The major findings of the study across the seven areas were as follows:

### ● **Accountability**

Corruption is endemic and present at all levels of the governance process. Many leaders stand accused of turning a blind eye to corruption or are perpetrators of the crime themselves. Communities are aware of this misconduct and strongly object to it, though they themselves are engaged in corrupt behaviour. In some communities, corruption has become an acceptable reality.

As a result, an “us-versus-them” mentality has been forged, where many citizens overgeneralise and believe that “all government officials are thieves”. Such an attitude obstructs opportunities for joint engagement and instils mistrust and negativity towards public structures, local governments, and the governance process in general.

Citizens nevertheless remain encouraged to demand accountability from their leaders. The majority of community members have a fair understanding of the concept of accountability. The meticulousness with which some groups conduct monitoring exercises is astounding. While the impact of holding leaders accountable has produced some positive results, there remain numerous examples where the demand for accountability has gone unanswered by public officials.

In general, the responsiveness of leaders is a challenge. Many public officials sideline citizens and remain unapproachable. Leaders do not necessarily refuse access to information; they instead share insufficient information with community members. The level of engagement with communities is not ideal. This also concerns inclusive decision-making, where citizens strongly criticise leaders for taking decisions without considering citizens’ opinions. This leads to a mismatch between actions, services and structures and citizens’ needs and demands.

### ● **Public Resource Management (PRM)**

As a general rule of thumb, PRM is guided by rules and regulations in all districts. Officials correctly cite the legal framework for PRM and local government operations, while most citizens are unaware of these details. This has led to communication gaps where citizens accused local governments of arbitrariness in decision-making without actual knowledge of the legal framework. In most cases, citizens cannot evaluate whether PRM rules and regulations are followed. A small number of public officials have come out and stated that PRM procedures are either not always implemented strictly or are highly bureaucratic, which then delays action.

Nevertheless, citizens are able to clearly evaluate whether PRM was conducted with integrity, transparency and accountability and have revealed gaps. Commonly cited examples are the private use of public resources (like cars, hoes or seedlings) by local government officials and nepotism as well as corruption for filling job vacancies in public institutions and awarding government contractors. The overall high level of corruption that was observed under “accountability” negatively affects PRM, as well. Citizens have demanded transparency and access to information. Insufficient action has been taken to address this.

### ● **Democracy**

In all six districts, multipartyism shapes the political landscape and is well-embedded. However, opposition parties and their members face significant restrictions in their operations. This effectively curbs the ability of the opposition to carry out an oversight role in local government. Regardless of political affiliation, contestants for public office regularly ignore the rules of free and fair elections.

The state of human and civil rights is worrying. Respondents named concrete examples of public misconduct. In all six districts, the police and army face severe and numerous accusations of violating citizens’ and human rights. The observations match media reports in the country. The accusations should be taken seriously and examined further, particularly because citizens are infuriated by these rights violations but feel powerless to take action. Many citizens fear to speak up publicly or are discouraged by officials from doing so. Most of the citizens who officially raised complaints on public officials are yet to see action

### ● **Rule of Law**

The qualitative assessment shows that there are massive gaps in the rule of law so it is surprising that respondents scored the rule of law comparatively well in the quantitative assessment. The sheer number of cases of judicial misconduct and the severity of these cases begs the question whether the respondents either have little knowledge about their rights or have begun to accept unequal treatment before the law as the status quo.

Judging from the qualitative interviews, it is likely that both scenarios are true. Few citizens were able to concretely state which citizens’ rights and freedoms are protected, but they added items that are not among the government’s responsibilities. There is a clear need for sensitisation, possibly citizenship education, in this area.

Regardless, citizens are routinely subjected to unequal treatment before the law and interact with partisan representatives of state institutions. The most commonly stated complaint, that favouritism runs along the line of financial assets, was backed up by countless examples in the six districts. Additionally, the respondents in each district identified groups of people that are treated more favourably in the court system. As a result, privileged individuals who commit crimes do not have to fear the force of the law, even though, generally, lawbreakers are held accountable.

### ● **Citizen Participation**

There is a varying degree of citizen engagement. In general, citizen-state engagements are attended by many. There are various channels that citizens use to contribute to the governance process. These range from *barazas*, community platforms, monitoring exercises and district dialogues to opinion-sharing on radio programmes and in newspapers. Obstacles to citizen participation that are intentionally placed by duty-bearers are rare. Nevertheless, there are communication gaps that reduce citizens’ ability to become contributors to good governance in their communities and districts. There are cases where citizens attend meetings but are afraid to speak up against misdemeanour because they fear retaliation on behalf of decision-makers.

Where weak citizen engagement is prevalent, it mostly stems from unawareness about citizens' roles as community members and frustration with poor performance of local governments. Many citizens are frustrated that their views are ignored and not translated into action. As a result, they are resigned and decide to simply abstain from the governance process.

### ● Responsive Service Delivery

Districts set targets and implement government programmes at all levels of the local governance process. Though all districts have participatory consultation measures in place to inform target-setting and the prioritisation of funds, citizens still feel that their needs and demands are not sufficiently mirrored in service delivery. Service delivery is hence not responsive.

Services cannot match the quality and quantity of services that citizens demand. Citizens were particularly vocal on underperforming service delivery in the health sector (with massive drug and staffing shortages), the water sector and in road construction and maintenance. Citizens have raised these issues, but districts are unable to resolve the challenges. The population size vis-à-vis constrained local government budgets is one of the major – but not the only – reasons for poor service delivery. Another serious challenge is the fact that oversight is not executed thoroughly.

There is discrimination in various forms. Corruption, nepotism, poor planning as well as poor PRM significantly curb the effect of government programmes like Operation Wealth Creation (OWC) or Social Assistance Grants for Empowerment (SAGE). In many areas, leaders stand accused of favouring certain areas, communities or people for distribution of services.

### ● Gender Inclusion

Across all districts, women's voices have been amplified in the past years. This has translated into visible change, with more women in leadership positions. Women's views have also become more socially and politically appreciated. This progress has not yet trickled down to the rural areas, where gender stereotypes prevail. Women in rural areas are beginning to change their mindsets and emerge as vocal champions of inclusion and equality but patriarchal societies continue to swallow up their voices.

Affirmative action programmes target especially young people (*Emyooga*, Youth Livelihood Programme), the elderly (SAGE), PWDs and the agricultural sector. The impact of these has been felt in all districts but complaints about the exclusion of eligible beneficiaries have surfaced.



**Overall, the DPRM revealed that society in Northern Uganda is divided by some distinct cleavages that were repeatedly addressed in the interviews and focus groups discussions. These cleavages cut across all seven examined areas.**

1. There is a large gap between state actors and citizens, both of whom usually keep to themselves. An “us-versus-them” mentality determines the perception of each other and reduces the ability to cooperate for democratic progress and good governance. Only a few actors, mostly from well-connected civil society, manage to bridge the gap and to engage both sides.
2. Another dividing factor is citizens’ level of engagement. There are those who have lost trust, faith, and the willingness to engage in politics and who, consequently, paint a thoroughly negative picture of duty-bearers, state institutions and their actions. Many see issues but feel powerless to address them. Oftentimes, they are frustrated with politics or feel hopeless about their ability to effect change. They are challenged by those who continue to lobby for their communities’ needs and demands by taking concrete action or engaging in dialogue. Interestingly, young people rarely belong to the latter group.
3. Another clash runs along the lines of political affiliation, particularly those of the ruling party and the opposition. Among citizens, political affiliations are less problematic but duty-bearers and public officials – whether elected or not – build walls around their political camps rather than bridges that connect the camps. This has negative effects on the quality of work of local governments.

# Table of Contents

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Acknowledgement .....	ii
Foreword .....	iii
Executive Summary .....	iv
Background of the Study .....	1
Description of Assessment Areas .....	4
<b>Results .....</b>	<b>7</b>
<b>DISTRICT FINDINGS .....</b>	<b>9</b>
Amuria District .....	9
Arua District .....	25
Gulu District .....	41
Lira District .....	57
Moroto District .....	73
Napak District .....	89
<b>Recommendations .....</b>	<b>105</b>

# Background of the Study

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## The SPACE Project

Under the Development Initiative for Northern Uganda (DINU), the Konrad-Adenauer-Stiftung ran a project titled “Strengthening Performance and Accountability through Community Engagement” (SPACE). DINU and SPACE are supported by the European Union through the Office of the Prime Minister to address issues of downward accountability and citizen engagement in the Northern Ugandan sub-regions of West Nile, Acholi, Teso, Lango and Karamoja. The SPACE Project, which was implemented from January 2020 to June 2022, specifically aimed at improving accountability mechanisms, service delivery and gender inclusion at the local government level. In particular, SPACE addressed these issues in the project’s six action districts of Arua, Amuria, Gulu, Lira, Moroto and Napak.

## Governance and Accountability within Uganda’s Legal Framework

Both the 1995 Constitution of the Republic of Uganda and the Local Governments Act (1997) mandate the local governments (LGs) to provide public goods and services to the citizenry. Consequently, higher local governments (HLGs) and lower local governments (LLGs) are critical service delivery hubs. In this regard, the overall goal of the assessment was to inform key stakeholders at the national, regional and local levels on the status of good governance – especially accountability and gender inclusion – and responsive service delivery in the six selected project action districts of Gulu, Moroto, Napak, Lira, Amuria and Arua.

It is our explicit wish that the assessment serve as a basis for guiding further actions on strengthening the performance and accountability of LGs.

## What is a District Peer Review Mechanism?

The DPRM is a field assessment that captures the responses of citizens and assessors alike to produce a triangulated score that indicates the performance of each district in selected areas of assessment.

The DPRM was carried out twice under the SPACE Project to highlight gaps and successes and the development of districts. The first assessment was concluded in April 2021. This second assessment was carried out in April 2022.

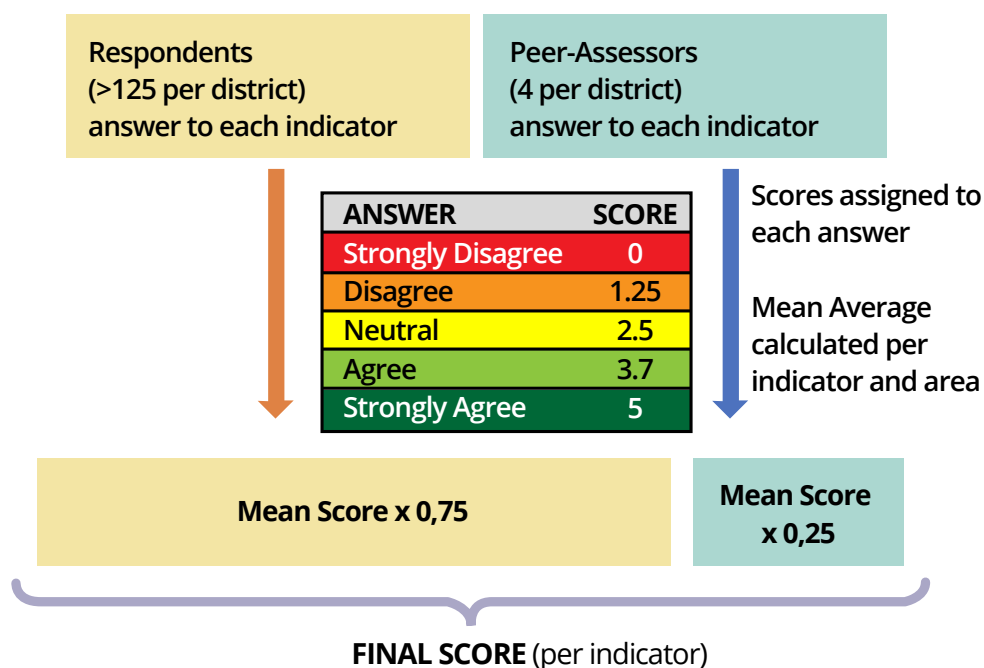
The DPRM draws inspiration from the African Peer Review Mechanism (APRM), a self-monitoring mechanism that encourages good political, economic and corporate governance as well as socio-economic development. The DPRM ideologically borrows from this APRM methodology.

## Methodology

The DPRM measured district performance in seven areas. These were (A) accountability, (B) public resource management, (C) democracy, (D) rule of law, (E) citizen participation, (F) responsive service delivery, and (G) gender inclusion. Each district was assessed separately with scores for each area.

The scoring was based on quantitative questionnaires that were administered to citizens residing in the project districts. Over 125 respondents per district were randomly sampled and asked to score indicators (see below) for each of the seven assessment areas. Owing to the restricted sample size, triangulation was undertaken by an additional assessment on behalf of informed peer assessors. Four peer assessors per district each scored the same indicators after having undertaken thorough district monitoring. Mean scores for each indicator were populated, with respondent scores contributing 75% and peer assessor scores contributing 25% to each overall indicator score. Overall, indicator scores were later accumulated for each of the seven areas and mean scores for areas were calculated.

Respondents and assessors scored each indicator on a range from Strongly Disagree, Disagree, Neutral, and Agree, to Strongly Agree. A score from 0 to 5 was assigned for calculation of the arithmetic mean. After weighting, a final score for each indicator (and later each area) was calculated for every district.



## Assessment of Scores

The following table indicates the ranges for mean scores (as calculated under Chapter 2) and their cut-off points for assessing the DPRM numerical outcomes. For instance, any score above 4.375 is rated as excellent district performance in the respective indicator or area.

Range after median calculation	0.0	0.625	1.875	3.125	4.375	5.0
Judgement for report						

## Contextualisation

Purposively sampled key informant interviews (KIIs) and focus group discussions (FGDs) accompanied the assessment to contextualise and interpret overall indicator scores and area scores. The respondent target groups for FGD and KIIs are listed below.

Target Group	Type of Respondents
Public Service	Teachers, Police, UPDF, medical workers
Local Government Personnel	Chief Administrative Officer, District Health Officer, District Engineer, District Agricultural Officer, District Water Officer, District Education Officer, District Planning Officer, Regional District Commissioner
Civil Society	Opinion leaders, cultural leaders, media actors, CSO representatives
Citizenry	Regular citizens with affirmative action to include PWDs and women
Political representatives	Councillors and chairpersons of the Local Councils I, III and V; elected women and youth representatives; party representatives of NRM, UPC, FDC, DP, JEEMA, NUP

In total, more than 200 responses per district contributed to the compilation of the results in this report.

# Description of Assessment Areas

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To explain the angle taken on the seven assessment areas, the following descriptions are offered.

## (A) Accountability

Accountability means elected leaders, public officials and technical officers must be answerable and transparent to the citizens regarding their actions (and inactions) and decisions (and non-decisions). Accountability is thus intrinsically tied to the responsiveness of the state to citizens' voices.

Key dimensions of accountability are answerability (obligations to inform about and explain what they are doing), enforcement (the capacity to impose sanctions on those who violate their public duties) and receptiveness/responsiveness (capacity of officials to take into account citizens' knowledge and opinion).

### Examined indicators

The following indicators were examined for accountability:

- A1** Local citizens demand accountability from their leaders*
- A2** Citizens monitor development projects in the district*
- A3** Corrupt individuals – leaders and citizens – are sanctioned*
- A4** Leaders inform citizens on plans and actions under their mandate*
- A5** Leaders take the opinions of citizens into account for their decisions*

## (B) Public Resource Management

Public resource management (PRM) means acquiring, allocating and managing the public resources (such as individuals and their skills, finances, technology, materials, machinery and natural resources) required for a programme and project to achieve its set goals. PRM ensures that internal and external resources are used efficiently, effectively and in a timely manner. Resources are budgeted to achieve targeted objectives. Honest, transparent and accountable use of resources is key to PRM.

### Examined indicators

The following indicators were examined for public resource management:

- B1** Rules and effective procedures for PRM are in place*
- B2** Public resources are managed with integrity, transparency and accountability*
- B3** Procedures for PRM have led to good financial governance*

## (C) Democracy

*“Democracy is more than a parliamentary form of government; it is an ideology that is rooted in the belief in the dignity, values and inalienable rights of each person.” (Konrad Adenauer)*

There is a long list of “democratic” characteristics that scholars have compiled over the years. The list ranges from citizen participation, equality, political tolerance, transparency, regular, free and fair elections, separation of powers, human rights and multipartyism to rule-of-law, and goes even further. The DPRM focuses only on the most important indicators of democracy. A key element of a democracy is that of power-sharing and forwarding. In Uganda, as per the 1995 Constitution, ultimate power rests with the people.

### Examined indicators

The following indicators were examined for democracy:

**C1** *Political parties in the district operate freely*

**C2** *There is clear separation of powers between the different public institutions in the district*

**C3** *Political actors in the district accept the rules of democracy and of fair political competition*

**C4** *Civil rights and human rights of all citizens are protected in the district*

## (D) Rule of Law

Rule of law is a principle of governance in which all persons, institutions and entities – public and private –, including the state itself, are equally accountable to laws that are publicly promulgated, equally enforced and independently adjudicated, and which are consistent with international human rights principles. The rule of law ensures that no one is above the law and it requires that all citizens observe the law and are held accountable if they break it.

### Examined indicators

The following indicators were examined for rule of law:

**D1** *All citizens in the district are treated equally before the law*

**D2** *All state institutions in the district operate in accordance with the law*

**D3** *Those who violate laws are held accountable*

## (E) Citizen Participation

Citizen participation enables all citizens to take part in and influence decision-making processes in the country. Citizen participation goes far beyond participation in elections and enables citizens, directly and indirectly, to exercise ‘co-governance’ as citizens participate in public choices with the state. By giving citizens voice in the public process, citizen participation strengthens democracy “from the inside”.

## Examined indicators

The following indicators were examined for citizen participation:

**E1** Citizens freely and actively participate in political and governance processes in the district

**E2** Citizens influence decisions in the governance processes in the district

**E3** Local citizens demand for accountability from their leaders

## (F) Responsive Service Delivery

Responsive service delivery means that central and local governments regularly undertake needs assessments on services and, based on the outcomes, develop plans to react promptly. By its very construction, a modern and inclusive government should respond adequately to citizens' demands by delivering qualitative services to the affected citizens. Governments and their officials must also react quickly or favourably to procedures established by laws or regulations concerning service delivery. This demands sound PRM and thorough planning and budgeting processes.

## Examined indicators

The following indicators were examined for responsive service delivery:

**F1** Policies and targets to guide responsive service delivery are in place

**F2** The quality of services provided by the district meet the citizens' demands

**F3** The amount and coverage of services provided by the district meet the citizens' demands

**F4** The district meets its targets for service delivery

## (G) Gender Inclusion

Gender inclusion implies that all services, opportunities and establishments are open to all people, regardless of their gender or social group. Through promoting a more inclusive governance process and mindset, gender inclusion improves access to livelihood assets and services for all, including women and other marginalised groups. Uganda has taken affirmative action to include women in political processes, for instance by instating woman MPs and councillors. However, gender inclusiveness must weave through the entire governance process in the country.

## Examined indicators

The following indicators were examined for gender inclusion:

**G1** All public services are accessible to all citizens

**G2** Government policies increase the 'voice' and influence of all citizens, including women, in the districts' processes

**G3** The gender equality perspective is integrated at all levels of programmes in the district

## DISCLAIMER

**THE DPRM WORKS WITH PERCEPTION-BASED SCORES. THIS MEANS THAT RESPONDENTS SHARE THEIR PERCEPTION OF THE STATUS OF GOOD GOVERNANCE, SERVICE DELIVERY AND GENDER INCLUSION.**

For instance, a high score in accountability does not necessarily mean that the district is strongly accountable but merely that the sampled respondents perceive the district as accountable.



# Results

In all the six districts, scores indicate that there are considerable gaps in six areas, save for gender inclusion, where all districts scored well. This result replicates the outcomes of the first DPRM (2021), where gender inclusion was the best performing area in all six districts. PRM, as in the last DPRM, remains among the two worst performing areas in overall comparison. Scores in service delivery are noticeably low in 2022.

Figure 01: Average Scores of all Seven Areas throughout the Six Districts

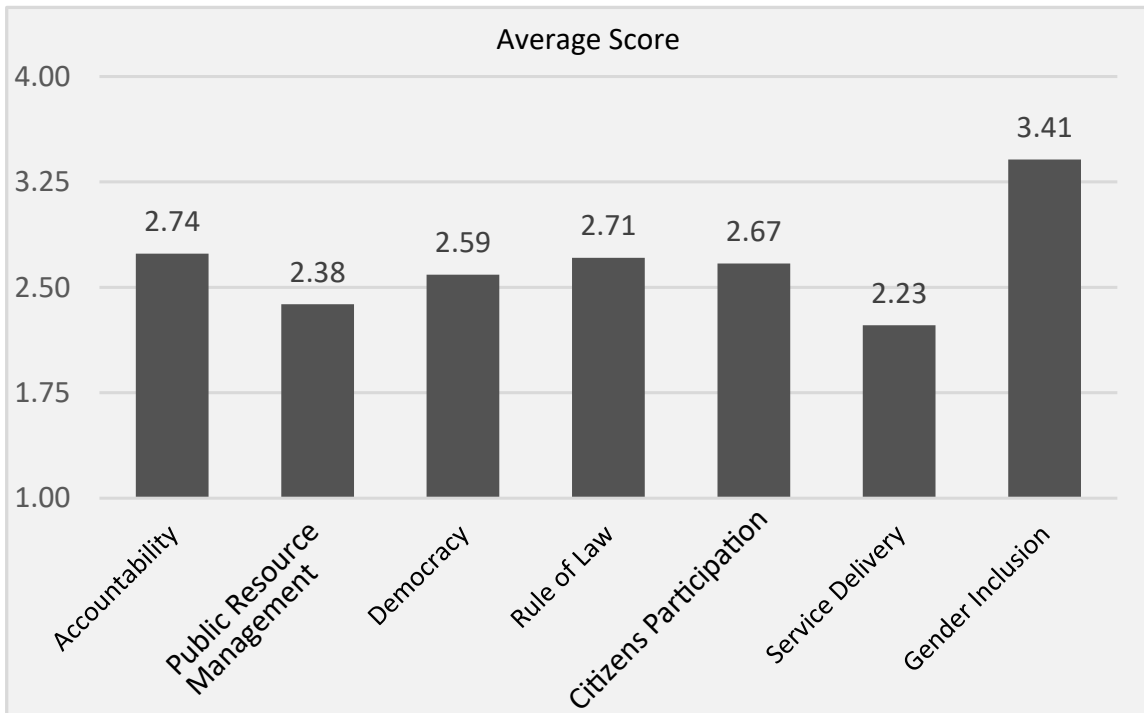
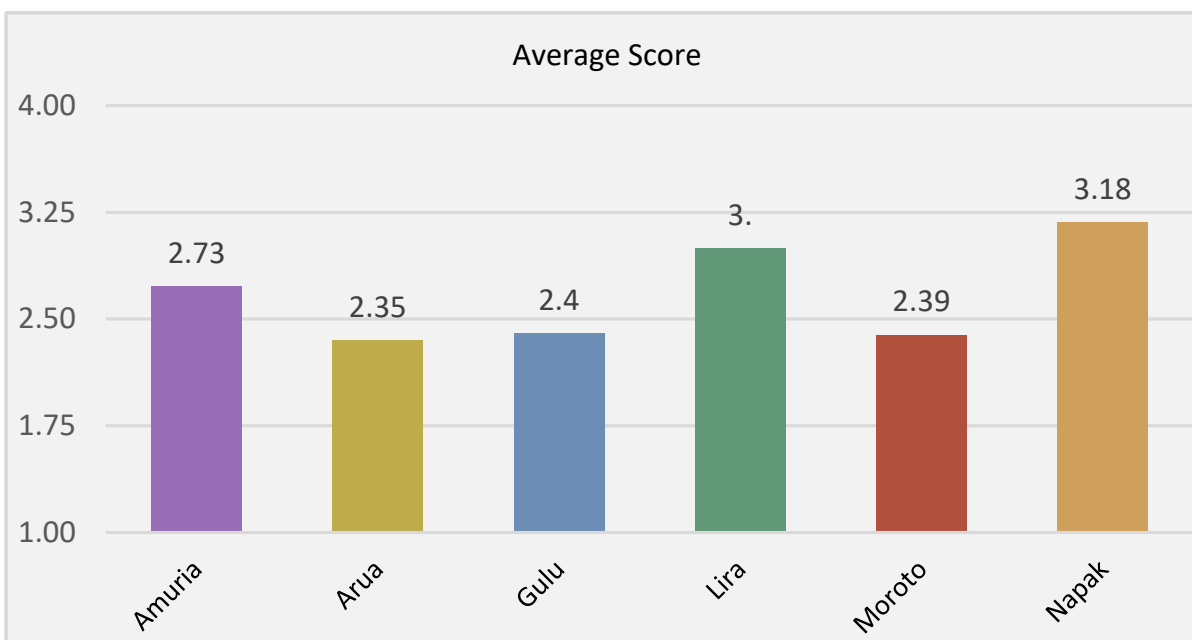


Figure 02: Average Scores of all Six Districts



Answers from respondents and assessors indicate that the overall results for each district are insufficient, with plenty of room for improvement. Napak continues with strong scores like in the last DPRM. Also Amuria, which was rated well in 2021, has received positive feedback. Gulu, Moroto and Arua had mixed responses in the seven assessment areas. The big surprise is Lira's evaluation which is rated significantly better than in 2021.

A detailed analysis of each area and indicator per district is undertaken in the following chapters.

While respondents in Napak (3.18) and Lira (3.0) evaluated the district better than respondents in Arua (2.35), Gulu (2.4), Lira (3.0), Moroto (2.39) and Napak (3.18), it must be noted that these scores only indicate the **perception of respondents**, not the factual performance of the district. Two possible explanations emerge: Lira and Napak either did perform better than the other districts or the respondents in Lira and Napak showed a more positive attitude to their districts' performance.

**It should be noted that the DPRM was carried out by different teams of surveyors in each district and target group sampling was similar but not representatively convergent. This means that the comparison of scores between districts and between the first and the second DPRM lacks reliability.**

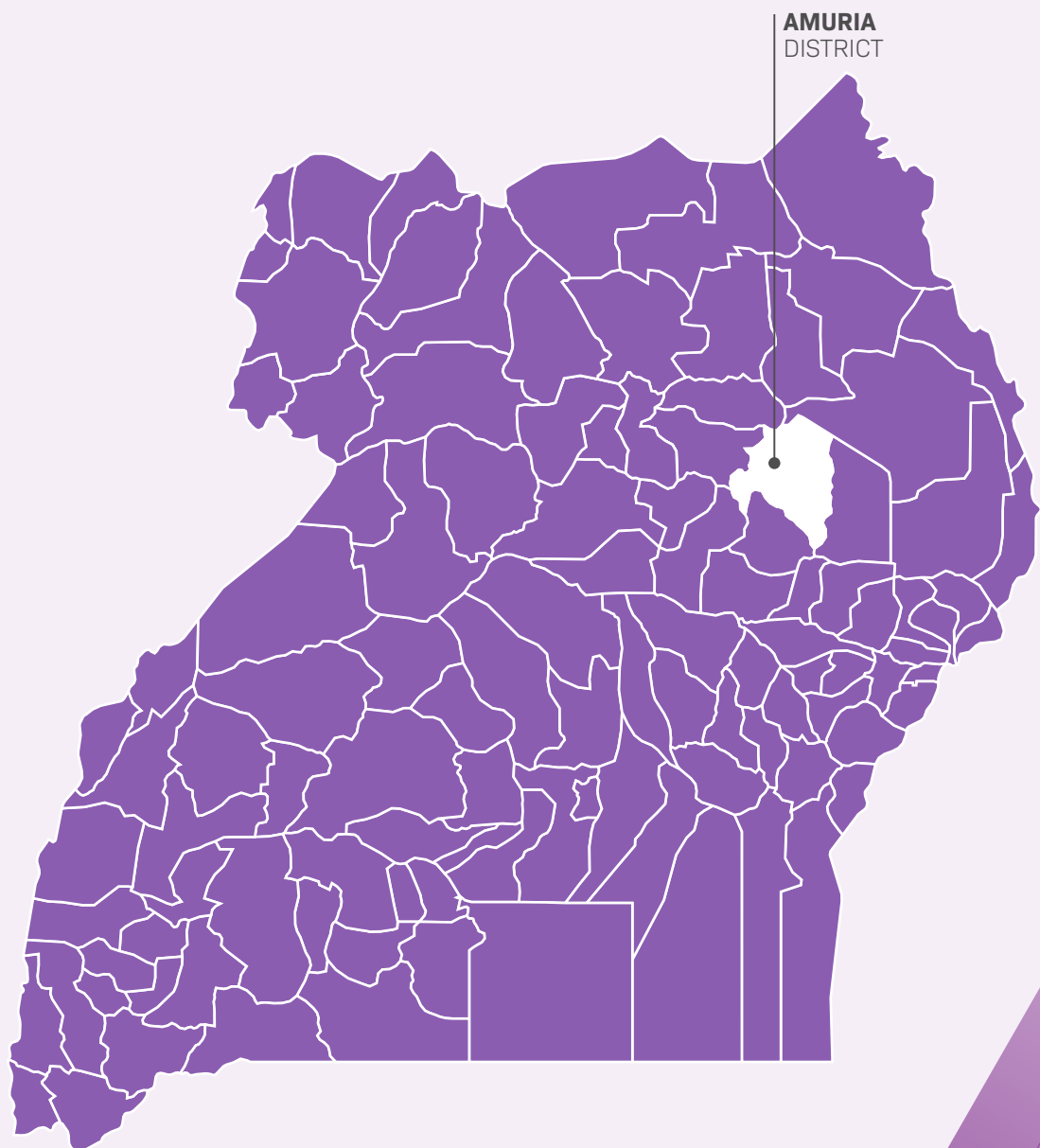
# Amuria District

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235,000 residents  
18 sub counties  
Located in Teso sub region

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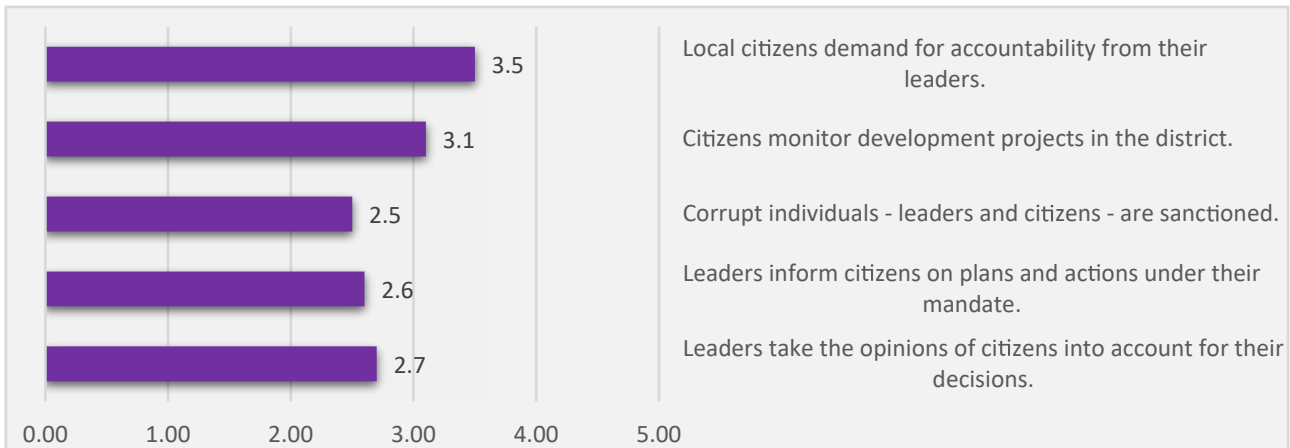
Evaluated by  
103 respondents  
8 focus group discussions  
15 key informant interviews  
5 days of district monitoring



# Accountability

Overall, Amuria district scored 2.8 in Accountability.

Figure 03: Accountability in Amuria – Quantitative Scores



The above-listed scores stem from quantitative questionnaires and an assessors' peer review in Amuria district. Triangulated with the qualitative assessment, the following conclusions are drawn:

- In Amuria district, local citizens usually **demand accountability from their leaders (3.5)**. Citizens are able to do so because they have a solid understanding of the meaning of accountability and corruption. A respondent defined that accountability is “showing evidence of the income and the expenditure”. Another stated that it is “an overview on how money has been spent in digits, then you give a report”. There is a plethora of meetings and platforms for information exchange that citizens actively use to make their voices heard. Most respondents believe **leaders take the opinions of citizens into account for their decision-making (2.7)**. Still, a third of the respondents felt that this was not the case.
- To follow up on accountability, **citizens also undertake monitoring exercises** on development projects in the district (**3.1**) and use different means to do so. These range from community management committees and counting supplies for road construction to participating in radio talk shows.
- There is **disagreement among respondents whether leaders sufficiently inform citizens on plans and actions** under their mandate (**2.6**). A small majority agrees that this is the case but mostly regarding leaders at village and sub-county levels. The respondents state that, in many cases, information is shared infrequently. A large number of respondents named radio talk shows as a helpful medium for information-sharing. Leaders should take note of this feedback and use these channels even more frequently. The level of responsiveness of MPs was strongly criticised. MPs “have vanished after elections” and refuse to pick up phone calls. They are deemed to be entirely unresponsive to their constituencies.
- There is a well-known problem of corruption in the district that was addressed by citizens and political leaders alike. Even though cases are reported often, the district faces some **challenges in sanctioning corrupt individuals** effectively (**2.5**). This applies to leaders and citizens equally. Examples of corruption at district level were shared, such as the mismanaged contracting for the district administration block. There are processes in place to follow up on corruption allegations, but many cases are covered up or are thrown out because of insufficient evidence for prosecution.

The following highlights selected the responses of respondents on issues relating to accountability in Amuria district.

**Figure 04: Respondents' Testimonies on Accountability in Amuria District**



# Public Resource Management

**Overall, Amuria district scored 2.3 in Public Resource Management (PRM).**

Figure 05: Public Resource Management in Amuria – Quantitative Scores



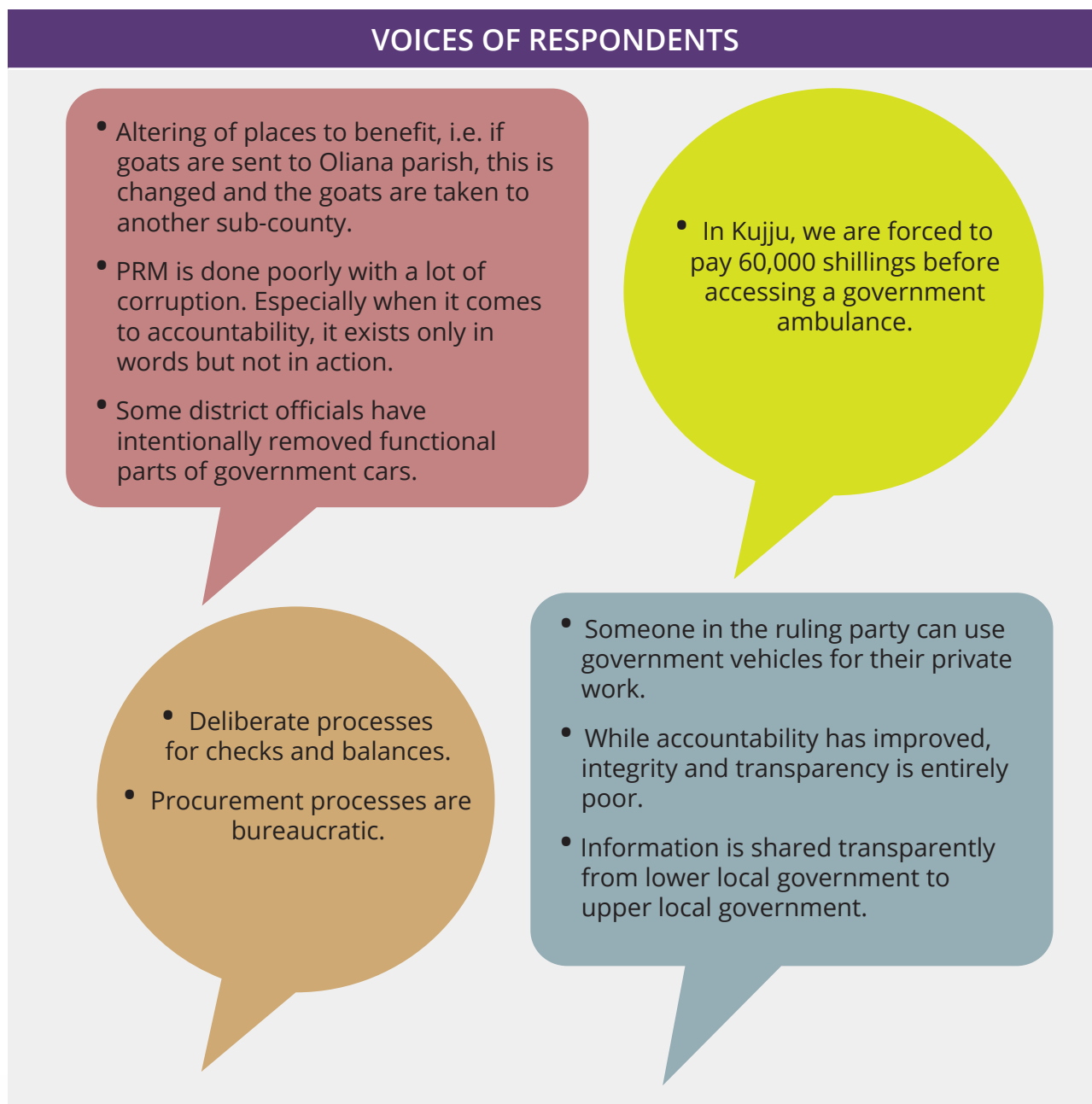
The above-listed scores stem from quantitative questionnaires and an assessors’ peer review in Amuria district. Triangulated with the qualitative assessment, the following conclusions are drawn:

- The respondents in Amuria have a good grasp of what public resources are and are hence able to share their perceptions on the handling of PRM in Amuria. The respondents only partially agree that Amuria district has **effective rules and procedures in place to manage public resources (2.7)**. On the one hand, this result may stem from a lack of information since every third respondent is unsure or unaware of how PRM rules and procedures are concretely managed in the district. Duty-bearers explained that PRM guidelines are followed, and budget planning is conducted diligently. In PRM planning, informed citizens from Kujju reported that PRM work plans exist and stakeholders are invited to improve them.
- There are considerable challenges in implementing PRM. Among all groups of respondents, there was widespread **dissatisfaction with the way public resources are managed**. The respondents attested to a lack of integrity, transparency, and accountability (2.0). Even though many duty-bearers rated Amuria’s PRM as “well-functioning”, they complained about slow procurement processes and bureaucratic tendencies. Key informants from civil society did point to corruption and non-transparency regarding PRM and were able to give concrete examples: It was stated that there is no transparency in the awarding of public contracts. Citizens complain that government vehicles are parked at bars and that public resources like ambulances are not available free of charge. Coupled with a challenge in mobilising revenue in Amuria, the implemented procedures for PRM **have not resulted in good financial governance (2.2)**.

## Amuria District

The following highlights the selected responses of respondents on issues relating to public resource management in Amuria district.

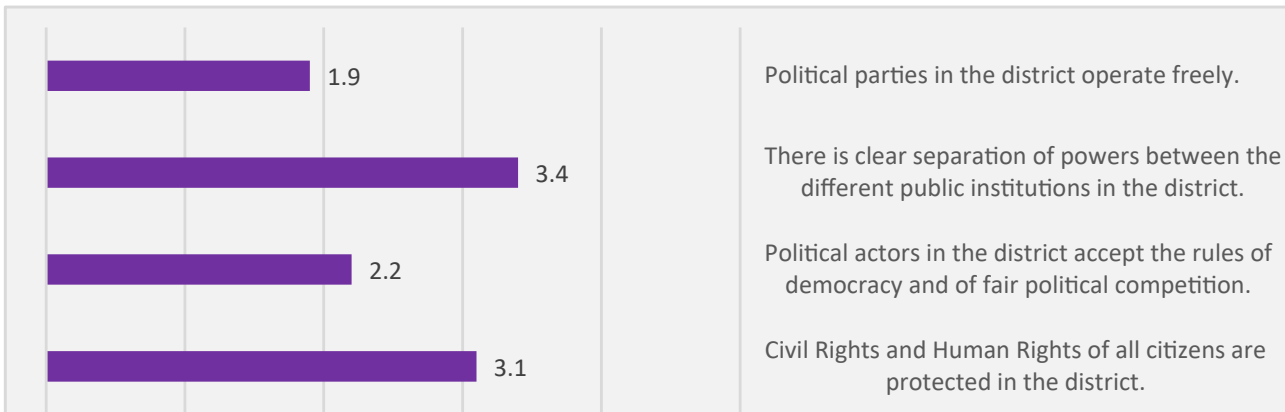
**Figure 06: Respondents' testimonies on Public Resource Management in Amuria**



# Democracy

Overall, Amuria district scored 2.7 in Democracy.

Figure 07: Democracy in Amuria – Quantitative scores



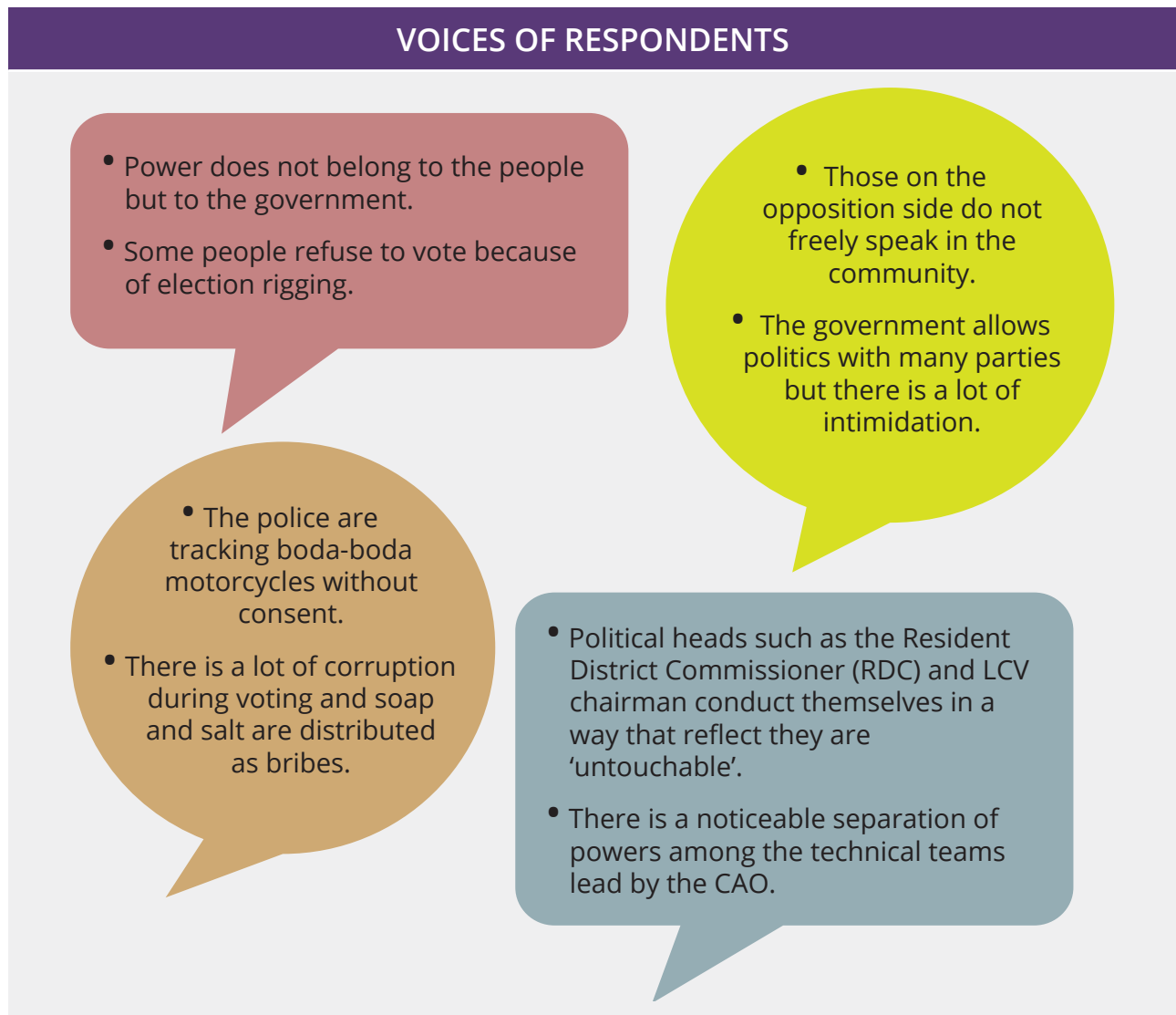
The above-listed scores stem from quantitative questionnaires and an assessors' peer review in Amuria district. Triangulated with the qualitative assessment, the following conclusions are drawn:

- **Political parties in Amuria do not operate freely (1.9).** There are reports that the ruling party enjoys significantly more freedoms than the opposition parties. The respondents accused the ruling party of deliberately causing imbalances and of restricting and, through intimidation, sabotaging the operations of opposition parties.
- As a result of imbalances and a culture of mutual mistrust, **political actors in the district do not accept the rules of democracy and fair political competition (2.2).** The last general elections have left a mark on Amuria and respondents frequently speak of irregularities. In Asamuk sub-county, the respondents reported intimidation and election rigging. Many youth feel that their views and political preferences were cast aside and hence see themselves as voiceless. This dissatisfaction is mirrored in the assertion by many respondents that they do not believe that power belongs to the people.
- **Overall, civil and human rights in Amuria are protected but some gaps are noticeable (3.1).** There are starkly differing perceptions about the state of human rights: While the citizens stated that their rights were sometimes violated (especially their freedom of speech and their physical integrity), district representatives asserted that no human rights abuses have occurred. These views stand in direct contradiction to each other, and it is suggested that this discrepancy be resolved through dialogue and enforcement of the rule of law as well as human rights.
- On a positive note, Amuria district was characterised by a relatively well-functioning **separation of powers** between the different public institutions in the district **(3.4).**



The following highlights the selected responses of respondents on issues relating to democracy in Amuria district.

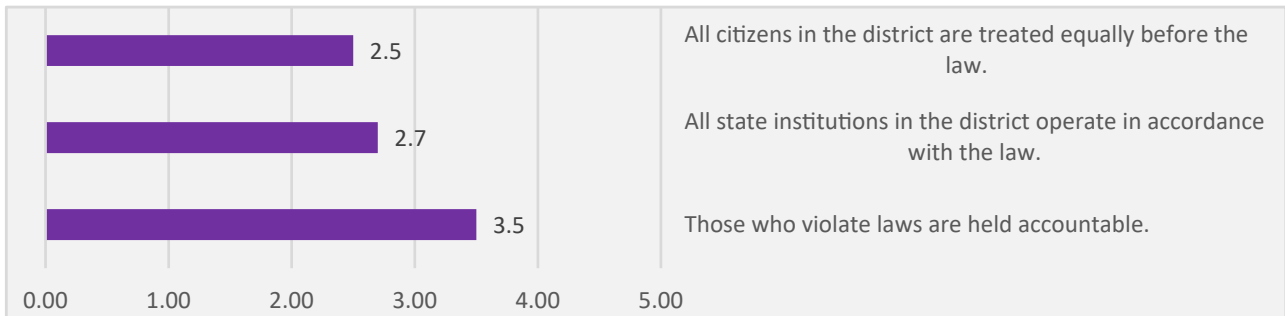
Figure 08: Respondents' Testimonies on Democracy in Amuria



# Rule of Law

Overall, Amuria district scored 2.9 in the Rule of Law.

Figure 09: Rule of Law in Amuria – Quantitative Scores



The above-listed scores stem from quantitative questionnaires and an assessors' peer review in Amuria district. Triangulated with the qualitative assessment, the following conclusions are drawn:

- There was **disagreement whether citizens in the district are treated equally before the law (2.5)** There are complaints that state institutions beat and torture citizens, are partisan and do not exercise neutrality. There is, additionally, heavy criticism of the justice system and complaints exist that it does not operate fairly. Processes take long to commence and decisions are taken in favour of the rich and influential. In general, there was criticism that the rich are particularly favoured by various state institutions. At village level, the neutrality of state institutions is rated better than at district level.
- It is unclear whether all state institutions in Amuria **act in accordance with the law (2.7)** and examples were provided. As a result of insecurity, the police have taken measures to enforce the law. Some of these measures, such as tracking boda-bodas, are questionable or not in accordance with the law.
- Many duty-bearers in Amuria explicitly stated that “nobody is above the law” and added that this would also apply to district personnel. **Law-breakers are sanctioned and held accountable (3.5)**. Duty-bearers confirmed this assessment and stated that law-breakers are apprehended and treated fairly. However, citizens accused the police of conducting “brutal arrests” for regular citizens, while handling matters involving government officials much more sensitively.

The following highlights the selected responses of respondents on issues relating to rule of law in Amuria district.

**Figure 10: Respondents' Testimonies on Rule of Law in Amuria**



# Citizen Participation

Overall, Amuria district scored 2.7 in Citizen Participation.

Figure 11: Citizen Participation in Amuria – Quantitative scores



The above-listed scores stem from quantitative questionnaires and an assessors’ peer review in Amuria district. Triangulated with the qualitative assessment, the following conclusions are drawn:

- Citizens in Amuria have a variety of channels through which they voice their concerns. For instance, citizens attend meetings at the district, in barazas, on radio talk shows, and in school meetings or council meetings, where they are able to share their views. Even though citizens have many channels to speak up, the respondents complained that those who attempt to raise issues are sometimes threatened and that information is hidden from citizens. As a result, citizens only sometimes **participate freely and actively** in political and governance processes **(2.3)**.
- Many respondents engage in radio talk shows, but also other channels of engagement (barazas, council meetings, school meetings) exist. However, the respondents were divided on the concrete extent of citizen participation as some claim that participation is insufficient, especially at village and sub-county levels. Leaders are, however, not always responsive so that the **influence of citizens on political decisions** is not a given **(2.4)**.
- Notably, there are nevertheless citizens in Amuria that conduct governmental monitoring on behalf of communities, which has positively influenced service delivery. Overall, participation is relatively strong, which is mirrored in a good score on citizens’ **engagement in accountability processes in the district (3.3)**. However, there is still room for improvement in citizen participation. The odds for actions targeted at this area are good because there is a positive attitude of citizens towards citizen-state engagement: There were strong calls for more barazas and community platforms to engage political leaders with communities.

The following highlights the selected responses of respondents on issues relating to citizen participation in Amuria district.

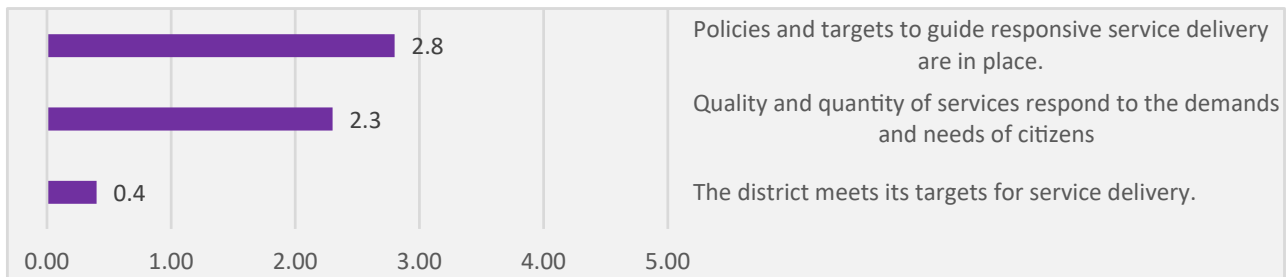
**Figure 12: Respondents' Testimonies on Citizen Participation in Amuria**



# Responsive Service Delivery

Overall, Amuria district scored 2.0 in Responsive Service Delivery.

Figure 13: Responsive Service Delivery in Amuria – Quantitative Scores

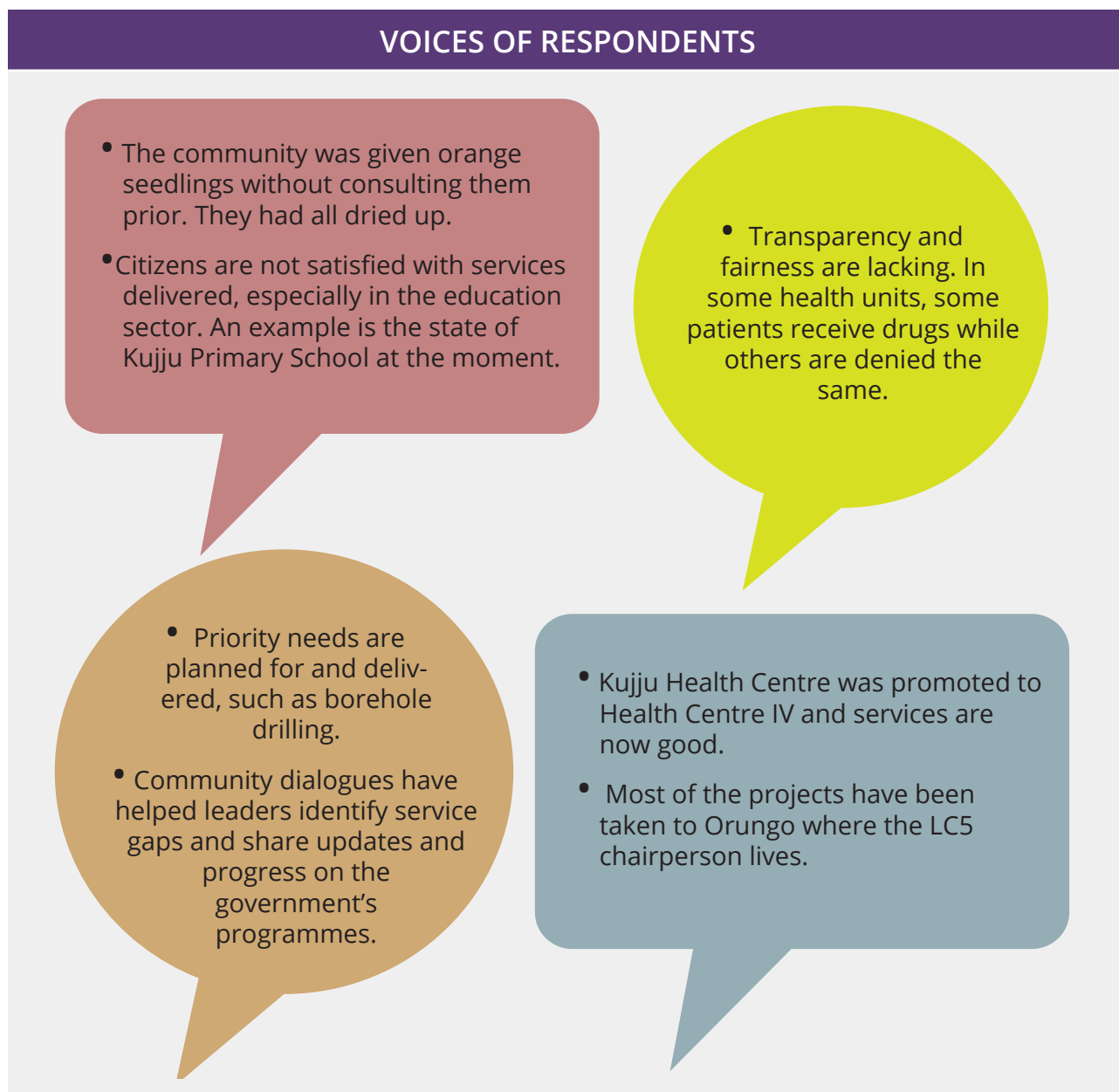


The above-listed scores stem from quantitative questionnaires and an assessors' peer review in Amuria district. Triangulated with the qualitative assessment, the following conclusions are drawn:

- **Respondents do not agree that policies and targets are in place** to guide the district's actions in responsive service delivery (**2.8**). Officials explained that policies are actually in place and that budgeting for services is decided through a participatory process in which ideas from citizens in various sectors are considered. This shows that there is widespread unawareness of the procedures at the district.
- There were widespread **complaints about lack of quality and quantity in service delivery in the district (2.3)**. The respondents believe that services do not respond to citizens' needs and that demands are not promptly attended to, even when they strongly press for action. Citizens have presented long lists of demanded services, ranging from clean water and boreholes, health services and replenishing drug supplies to completing unfinished roads. Nevertheless, there were also positive examples of services and goods that had already been provided – such as a road from Obar to Oriamet.
- Services are not distributed fairly so that some areas lag behind. It was noted that many projects are taken to Orungo, where the LC 5 chairperson lives. This has caused imbalances. An accusation was made that some beneficiaries are favoured in the distribution of services.
- It was concluded that **the district fails to meet its targets (0.4)**. A key informant claimed that a large proportion of funds is spent on health care, leaving other areas unattended to.

The following highlights the selected responses of respondents on issues relating to responsive service delivery in Amuria district.

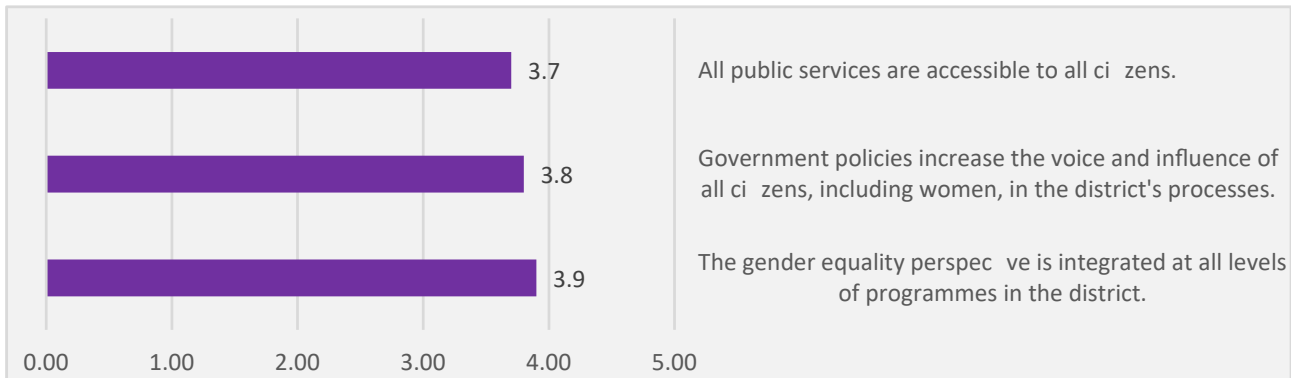
**Figure 14: Respondents' Testimonies on Responsive Service Delivery in Amuria**



# Gender Inclusion

Overall, Amuria district scored 3.8 in Gender Inclusion.

Figure 15: Gender Inclusion in Amuria - Quantitative scores



The above-listed scores stem from quantitative questionnaires and an assessors' peer review in Amuria district. Triangulated with the qualitative assessment, the following conclusions are drawn:

- Amuria is a model district in gender inclusion, with a large number of women holding high positions in upper local government. The respondents also believe that **government policies have succeeded in increasing the voice and influence of all citizens, particularly of women (3.8)**. But while policies have enabled affirmative action to translate into increased female participation, women still face hurdles. Women in rural areas and those without higher education have little voice and mostly live in communities that assign traditional gender roles. In primary schools, most teachers are male.
- Amuria has demonstrated **good integration of a gender equality perspective at all levels of programmes (3.9)**. It was noted that gender sensitivity is catered for in all official planning processes.
- Citizens in Amuria are generally **satisfied with accessibility of services to all citizens (3.7)**. Despite this, there are several marginalised groups that continue to face disadvantages. Some groups are excluded socially and from governmental programmes. These groups are widowers, the youth, the elderly and PWDs.



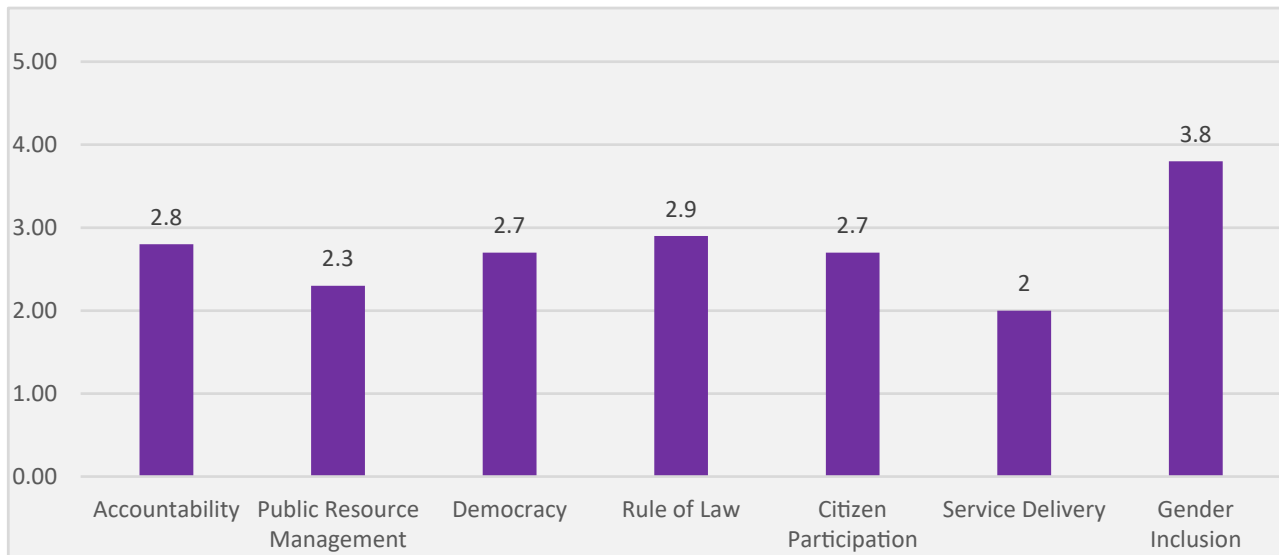
The following highlights selected responses of respondents on issues relating to gender inclusion in Amuria district.

**Figure 16: Respondents' Testimonies on Gender Inclusion in Amuria**



# Summary of Amuria District

Figure 17: Overall Performance of Amuria District in the 2022 DPRM



Amuria performed exceptionally well in gender inclusion (3.8) and produced mediocre scores in rule of law (2.9), accountability (2.8), democracy (2.7) and citizen participation (2.7). Though still scored as “fair with gaps”, the respondents in Amuria are mostly dissatisfied with public resource management (2.3) and service delivery (2.0). Since the two areas are closely linked, the poor scores can be seen as the validation of a problem that respondents perceive. The district would do well to act on these shortcomings.

Throughout the assessment of Amuria district, the respondents were mostly well-informed and vocal. Duty-bearers in the district were less critical and sometimes shared

contradictory views. It is recommended that the duty-bearers and the citizens engage in closer communication and exchanges to share issues and finally harmonise joint mitigation measures.

Overall, Amuria’s performance mirrors the scoring from 2021 with solid scores in most areas save for service delivery and gender inclusion.

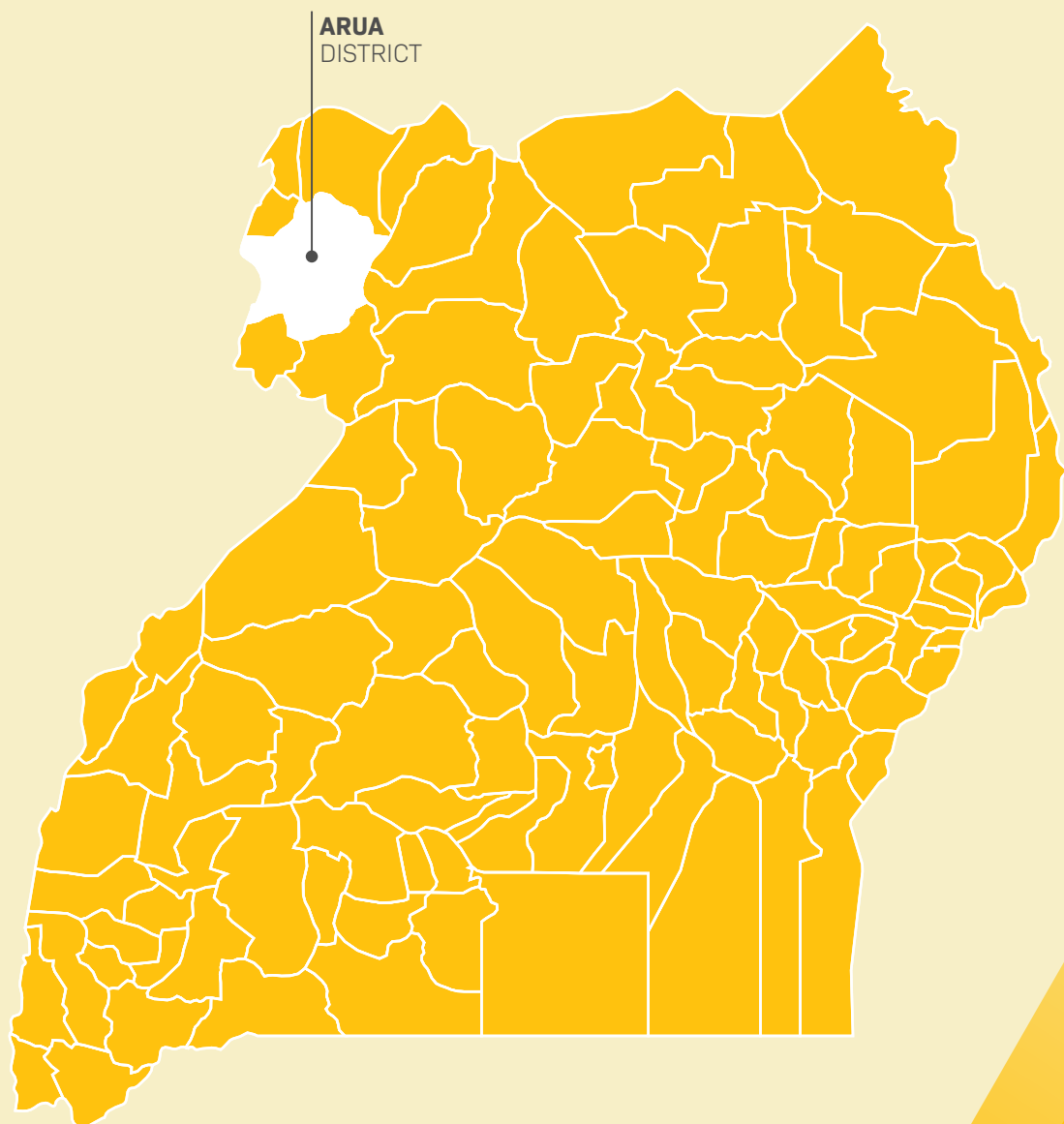
# Arua District

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940,000 residents  
4 Sub counties in the district &  
2 divisions in the city  
Located in West Nile sub region

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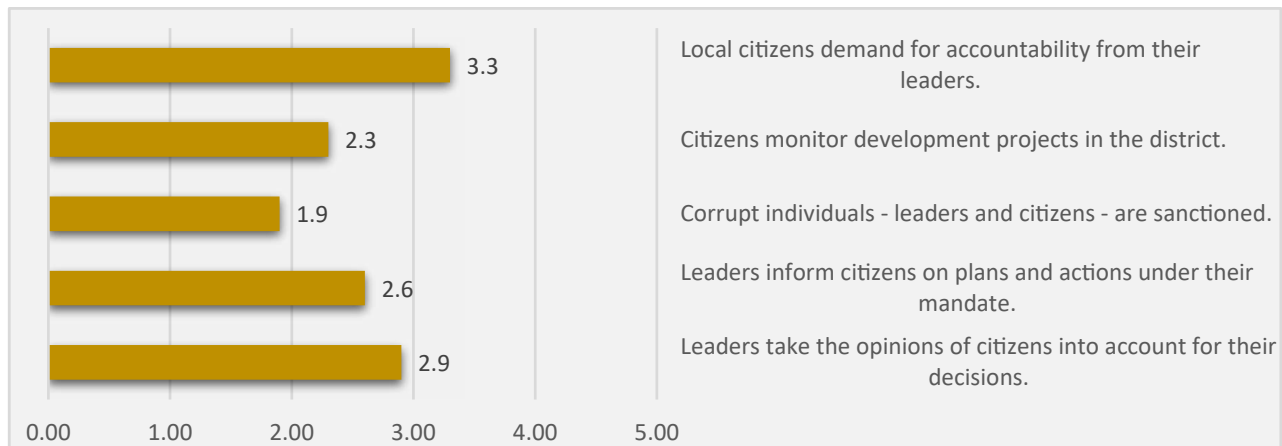
Evaluated by  
84 respondents  
6 focus group discussions  
17 key informant interviews  
4 days of monitoring



# Accountability

Overall, Arua district scored 2.5 in Accountability.

Figure 18: Accountability in Arua – Quantitative Scores



The above-listed scores stem from quantitative questionnaires and an assessors' peer review in Arua district. Triangulated with the qualitative assessment, the following conclusions are drawn:

- Respondents in Arua do not entirely understand the meaning of accountability. Many attribute it to tracking public expenditures but do not include follow-up processes on public officials' (in)actions. Still, the respondents are aware that citizens can demand transparency from their leaders. In fact, **citizens in Arua often demand accountability** from their leaders **(3.3)**. However, citizens **insufficiently monitor development projects** in the district **(2.3)**.
- There is **widespread concern that corruption is not sanctioned** in Arua district (1.9). Respondents raised concerns about corruption permeating all levels of the governance process. Anti-corruption mechanisms do not work effectively because the responsible institutions are corrupt themselves. Some respondents suggested that citizens need to articulate more strongly that they do not accept corruption. On the citizens' side, the respondents believe that sensitisation on corruption does not reach the village level. Calls were made for more sensitisation efforts.
- Various channels exist that leader use to engage citizens in accountability and information processes. The most prominent channels are community meetings, barazas, financial year meetings, school management meetings and information shared on radio. Against this background, the respondents **believe that leaders inform citizens on plans and actions under their mandate insufficiently (2.6)**. An example was shared: Respondents state that the information shared on radio is very helpful but that not all households possess a radio. Information is hence passed from citizen to citizen in public places (markets, water collection points, mosques, churches) so that information on government programmes sometimes reaches communities late, as was the case under Operation Wealth Creation (OWC).
- There are **differing opinions on whether leaders take citizens' opinions into account for their decisions (2.9)**. Every second respondent disagrees with this and believes that leaders do not listen to community concerns. For example, in Ajia, leaders have been asked to be more responsive to the issue of stray animals destroying farmers' crops.

The following highlights the selected responses of respondents on issues relating to accountability in Arua district.

Figure 19: Respondents' Testimonies on Accountability in Arua District



# Public Resource Management

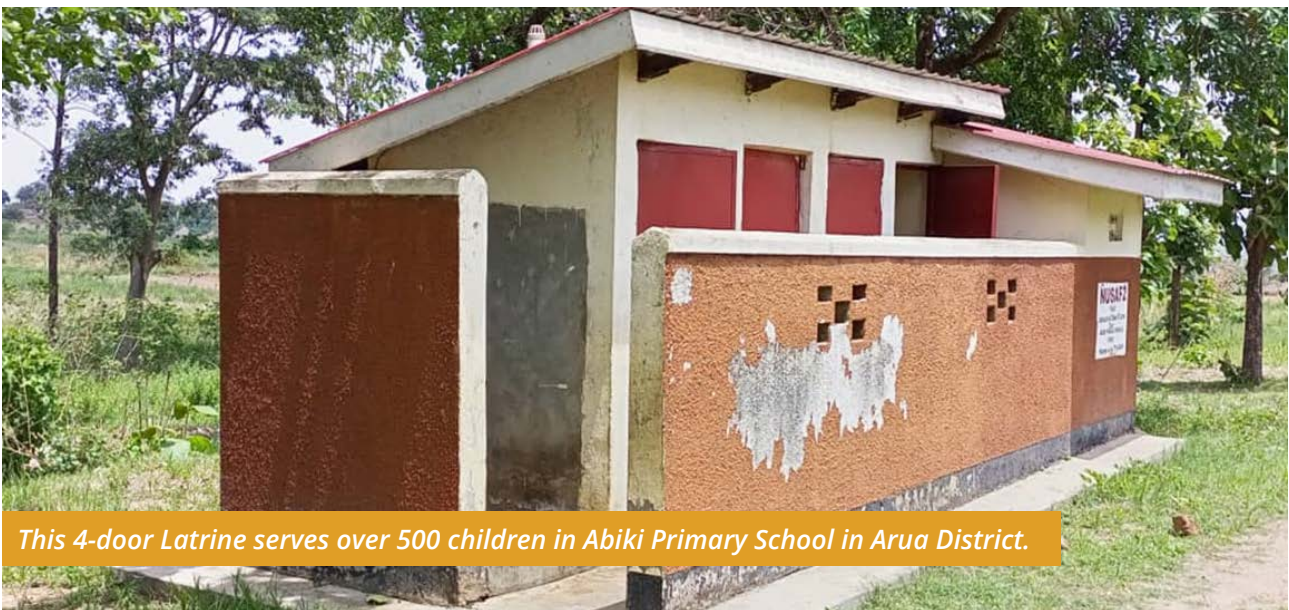
Overall, Arua district scored 2.3 in Public Resource Management.

Figure 20: Public Resource Management in Arua – Quantitative Scores



The above-listed scores stem from quantitative questionnaires and an assessors’ peer review in Arua district. Triangulated with the qualitative assessment, the following conclusions are drawn:

- Public officials demonstrated sufficiently that rules and procedures for PRM are in place in Arua. Even though citizens are widely unaware of the content of these rules and procedures, they, too, **believe that rules and procedures for public resource management are in place (3.0)**. Widespread unawareness suggests that officials need to inform citizens on such proceedings.
- Respondents identified significant gaps in managing public resources **with integrity, transparency, and accountability (1.8)**. For example, under OWC, seedlings were distributed at the wrong time. Examples were cited where officials use public resources for themselves or their relatives. Public officials agreed that there are gaps in executing PRM due to a lack of internal resources.
- Those who were informed on PRM proceedings stated that there is a lack of information and hence transparency regarding the use of public funds. Those who attempt to monitor actions and expenditures are intimidated. As a result of these shortcomings, **PRM has not led to good financial governance (2.1)**.



The following highlights the selected responses of respondents on issues relating to public resource management in Arua district.

**Figure 21: Respondents' Testimonies on Public Resource Management in Arua**

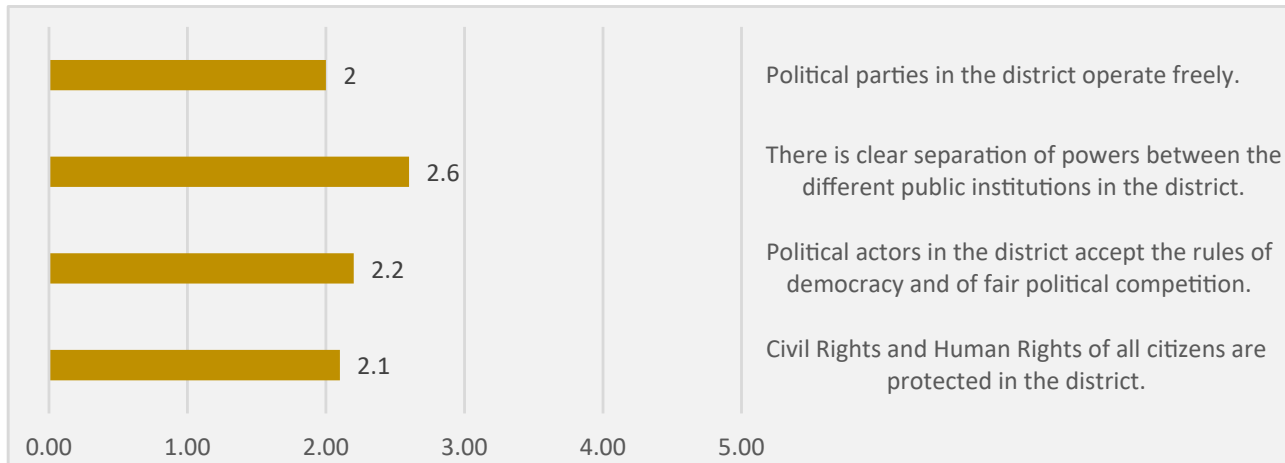


*At Abiki Primary School in Ajia Sub-county, Arua district, children in lower classes study under this tree.*

# Democracy

## Overall, Arua district scored 2.2 in Democracy

Figure 22: Democracy in Arua – Quantitative scores



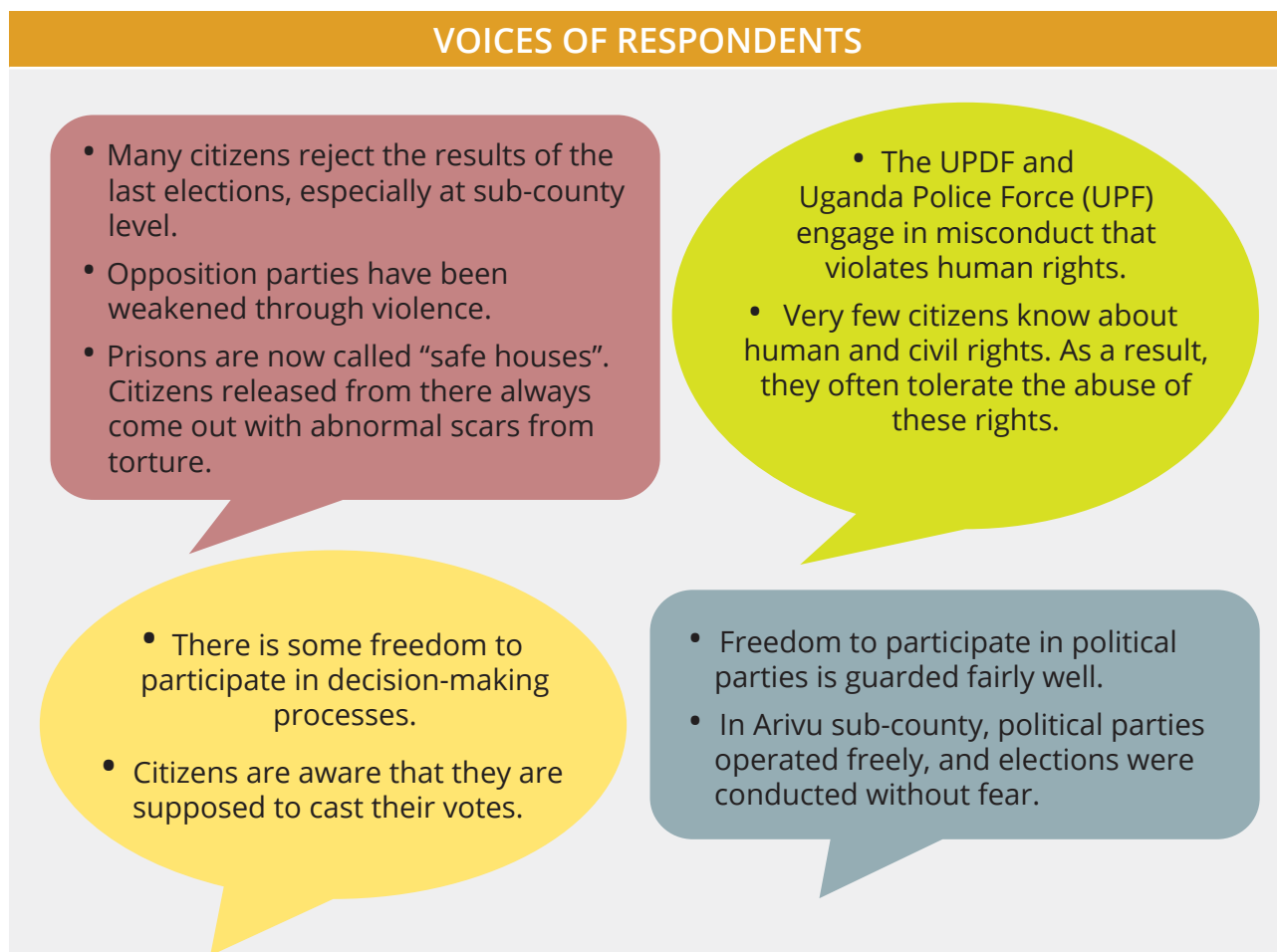
The above-listed scores stem from quantitative questionnaires and an assessors' peer review in Arua district. Triangulated with the qualitative assessment, the following conclusions are drawn:

- Many citizens believe that “power belongs to the people” even though they notice certain areas where the government and its institutions strip citizens of their rights or where they feel powerless, particularly when their cases are not followed up.
- It was stated that **political parties only sometimes operate freely** in the district (2.0). Opposition party members are not obstructed in their daily lives but there are restrictions on party operations so that opposition parties are hardly visible. Respondents from Ajia and Vurra noted that only the ruling party operates freely.
- Additionally, **political actors in the district do not sufficiently obey the rules of democracy and fair political competition (2.2)**. The respondents noted that tribalism, nepotism and corruption influence elections and their outcomes. Citizens complain that leaders use elections to make promises, which usually remain unfulfilled afterwards. Some stated that NGOs fill gaps that the local governments do not attend to, while others noted that NGOs, as well, make promises they cannot keep.
- **Respondents are unsure whether the separation of power between public institutions is safeguarded in Arua district (2.6)**. District officials uphold that there is a strong separation of powers, but citizens complained that borders are not drawn clearly.
- Overall, there is criticism that **civil and human rights are not adequately protected** in the district (2.1). Citizens and officials alike strongly complained that the police and the army are perpetrators of human and civil rights violations. In Ajia, the respondents accused the police of abusing citizen rights during the pandemic and of mishandling cases of corruption. Moreover, the respondents voiced concerns over torture that occurs in the so-called safe houses. Many citizens are unaware of their rights and hence fail to take appropriate action against this. At the same time, cases were also reported to the LCI but hearings in court had been adjourned.



The following highlights the selected responses of respondents on issues relating to democracy in Arua district.

**Figure 23: Respondents' Testimonies on Democracy in Arua**

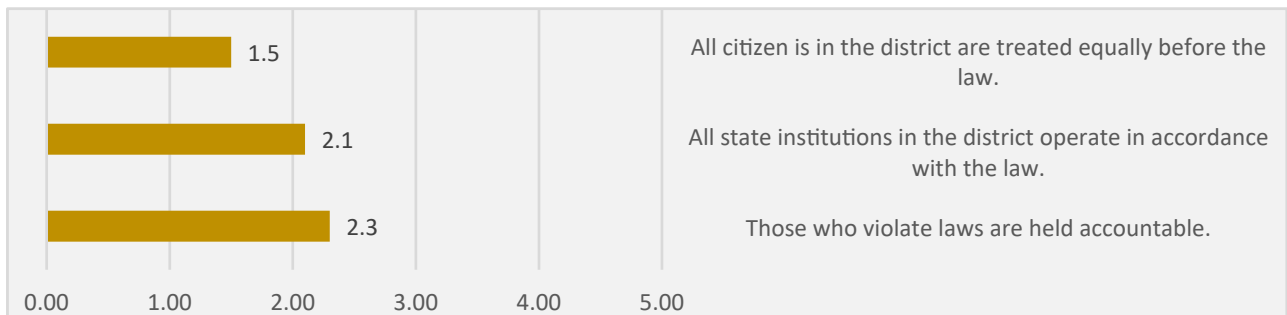


*Eight new beds delivered at Vurra Health Centre III, serving 12,000 people.*

# Rule of Law

Overall, Arua district scored 2.0 in the Rule of Law.

Figure 24: Rule of Law in Arua – Quantitative Scores

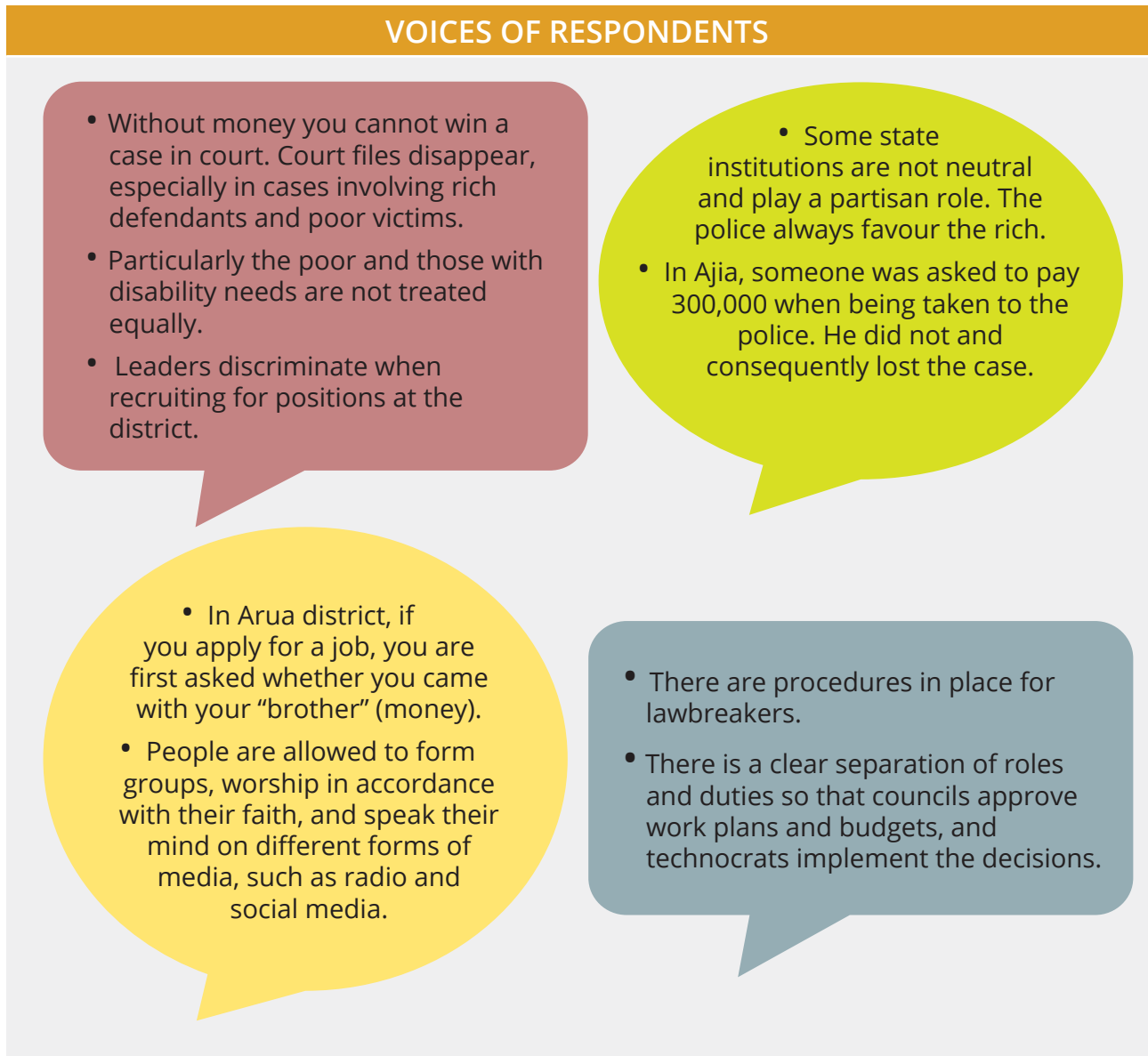


The above-listed scores stem from quantitative questionnaires and an assessors' peer review in Arua district. Triangulated with the qualitative assessment, the following conclusions are drawn:

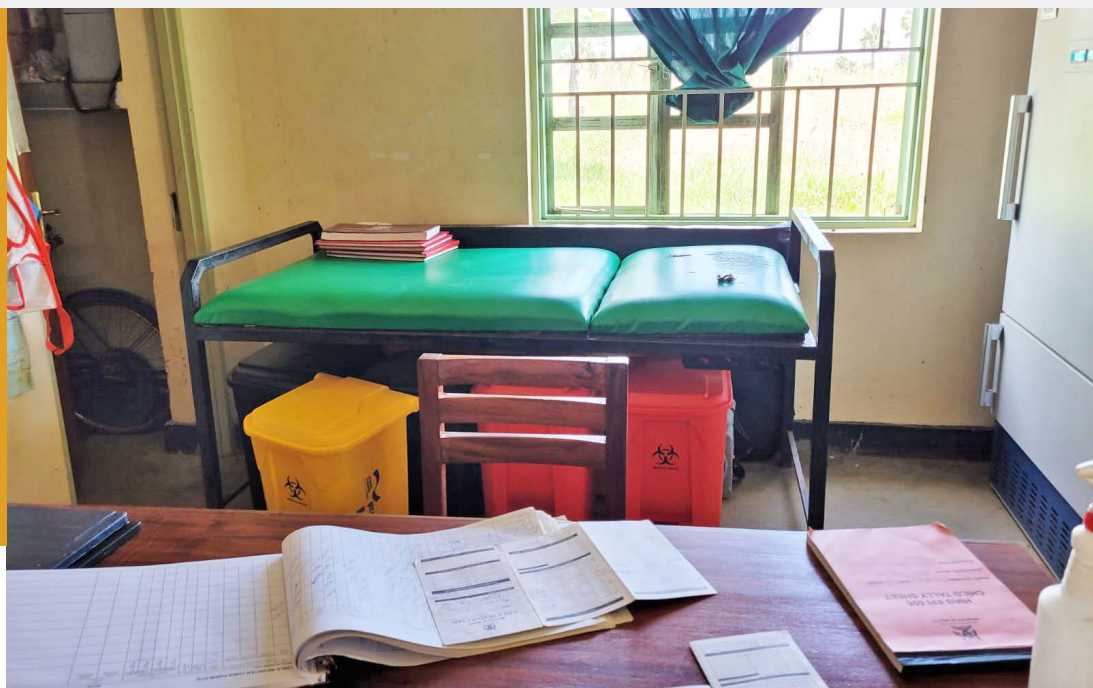
- The district has **significant shortcomings in ensuring that all citizens are treated equally before the law (1.5)**. The respondents stated that the rich and the poor receive strongly differing treatment in legal matters. Additionally, many state institutions are not neutral and favour some. Citizens find it difficult to combat this because they are unaware of their rights.
- Further, **state institutions do not always operate in accordance with the law (2.1)**. The respondents mentioned rights abuses on behalf of UPDF and the police. Moreover, officials do not apply formal rules when recruiting to fill positions at the district in Arua. The respondents stated that applicants need to bribe their way into these positions.
- It was noted that **lawbreakers are not reliably held accountable (2.3)** in Arua district because court cases are not heard in a timely manner. This leaves the victims traumatised and lacking justice.

The following highlights the selected responses of respondents on issues relating to the rule of law in Arua district.

**Figure 25: Respondents' Testimonies on Rule of Law in Arua**



*Lazebo Health Centre II in Logiri Sub county has only one labor ward & bed. It serves a population of over 12,000 people.*



# Citizen Participation

Overall, Arua district scored 2.6 in Citizen Participation.

Figure 26: Citizen Participation in Arua – Quantitative Scores

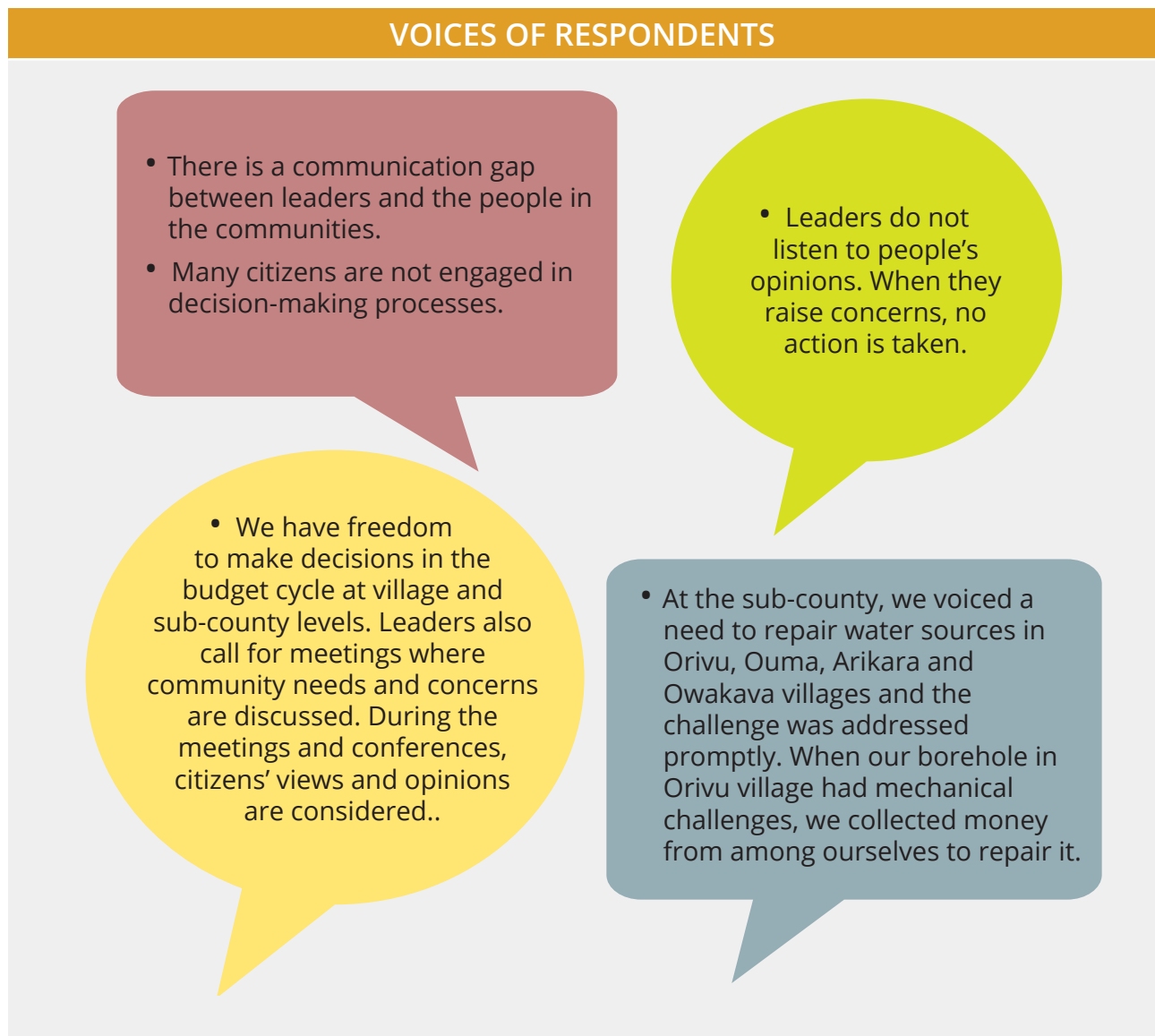


The above-listed scores stem from quantitative questionnaires and an assessors’ peer review in Arua district. Triangulated with the qualitative assessment, the following conclusions are drawn:

- The respondents noted that communities actively participate in the governance process from LCI to LC III and attend meetings on the budget cycle, take part in discussions and undertake monitoring exercises, for instance on water sources. Communities also directly work towards the improvement of their areas, e.g., by supporting community access roads and constructing boreholes.
- Overall, citizens **participate freely and actively in political and governance processes in Arua (2.6)** but there are gaps in the number of citizens that participate. Various reasons were identified. Some citizens are frustrated. Others are too scared to voice their opinions. Additionally, some respondents were found to be unaware of their roles as community members and they stated that their only obligation was to participate in elections. **This suggests a lack of knowledge about the importance of citizen participation and active citizenship.**
- Citizens in Arua only sometimes **influence decisions in the district’s governance processes (2.5)**. In Arivu sub-county, many respondents feel that there is a communication gap between leaders and citizens: Citizens’ issues are pushed aside, and leaders do not respond to them. However, there were also positive examples, such as the successful lobbying for funds in the water sector.
- Citizens, however, tend to **engage in accountability processes**, mainly through demanding accountability from their leaders but not through monitoring development projects (2.8).

The following highlights the selected responses of respondents on issues relating to citizen participation in Arua district.

Figure 27: Respondents' Testimonies on Citizen Participation in Arua

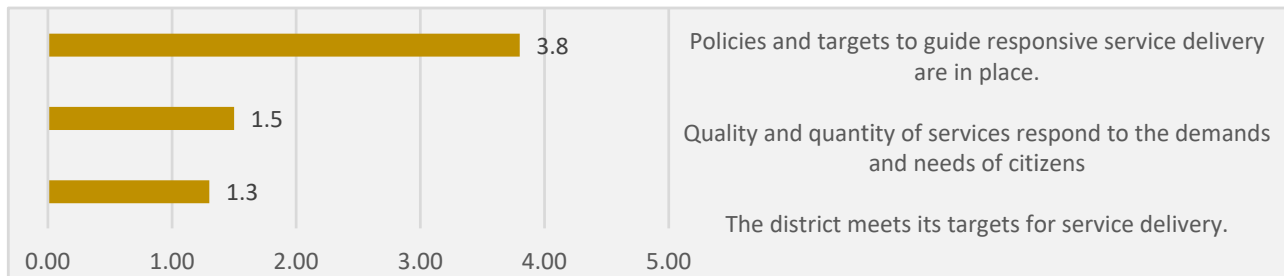


Rasul Onzima moderating a Focus Group Discussion in Arua district.

# Responsive Service Delivery

Overall, Arua district scored 2.0 in Responsive Service Delivery.

Figure 28: Responsive Service Delivery in Arua – Quantitative scores



The above-listed scores stem from quantitative questionnaires and an assessors' peer review in Arua district. Triangulated with the qualitative assessment, the following conclusions are drawn:

- **Arua has policies and targets in place to guide responsive service delivery (3.8).** The district uses the SMART scheme to design targets and demonstrates technical expertise in the planning and target-setting processes. In Ajia, the communities seconded proper district planning and said that they were consulted on the construction of service infrastructure (a school and a health centre), but in Arivu, the community members complained that they were left out and that they receive poor services. They claim that roads are not worked on and fewer than the required seeds are distributed.
- Only limited financial sources are available in Arua, which reduces the district's ability to provide far-reaching services. This gap was widened by reported budget cuts. As a result, the district **did not meet most of its targets in service delivery (1.3).**
- **There are massive complaints about the quality and quantity of services, which do not meet the citizens' needs (1.5).** There are immense shortcomings in health services that have been addressed but were not sufficiently acted on. Drugs are unavailable to health centres and village health teams; hence citizens are sent to buy drugs that are supposed to be available at no cost. The respondents voiced concerns over poor services given to

mothers at health centres and complained that in one particular case, no action was taken against irresponsible health workers at a Health Centre III in Ajia. The assertion by respondents in several focus group discussions in Arua that "nurses and midwives make women in labour suffer" should be examined more closely. So-called "mama kits" have run out and are desperately needed. The respondents are frustrated that leaders take long to respond to urgent demands, as was the case with a water crisis that affected particularly Vurra sub-county and Orivu village. The respondents believe that services under government programmes are distributed unfairly. They specifically pointed out cases in Vurra sub-county, where some persons each received two cows and two hoes (under OWC), while others were given none at all. Most citizens did not receive the beans that were distributed. LCs were accused of selling items that the government is supposed to provide for free. There is a perception that only selected groups benefit from the government programmes. There were also positive examples like the construction of roads, boreholes and schools and the government's distribution of mosquito nets. An MP has provided an ambulance. The respondents see this as a selfless gift from their MP and are not aware that the government is supposed to provide these services.

The following highlights the selected responses of respondents on issues relating to responsive service delivery in Arua district.

**Figure 29: Respondents' Testimonies on Responsive Service Delivery in Arua**



# Gender Inclusion

Overall, Arua district scored 2.9 in Gender Inclusion.

Figure 29: Gender Inclusion in Arua – Quantitative Scores



The above-listed scores stem from quantitative questionnaires and an assessors' peer review in Arua district. Triangulated with the qualitative assessment, the following conclusions are drawn:

- In Arua, government policies have had **a positive impact on the voice and influence of all citizens**, particularly of women, to be represented in the district (3.0). The respondents believe that women's empowerment has become noticeable in society and the respondents are all aware of affirmative action programmes that strengthen women's voices at the community level. In rural areas, in particular, women remain limited to their traditional roles and gender stereotypes continue to stifle their voices.
- The respondents believe that **the gender equality perspective is integrated into all programmes in Arua (3.2)**. Some rate this as justified and point, for instance, to a pandemic-related increase in teenage pregnancies. Others feel that support for women has gone too far and men have been left out. Despite positive trends in women's empowerment, discrimination against women persists. The respondents noted that men are favoured in political leadership positions and that women find it almost impossible to attain high positions in the police or other security forces in Arua district.
- **Services in Arua are partly accessible to all citizens (2.6)**. While various services are available to special interest groups like youths, women, the elderly and PWDs, there are cases of exclusion – though the extent is unclear. Examples were shared: Not all the elderly are benefitting from SAGE and many youths did not succeed under Emyooga due to high interest rates. The respondents believe that Vurra residents were discriminated against when applying to Arua School of Comprehensive Nursing. The respondents stated they met the eligibility criteria and yet were not admitted.



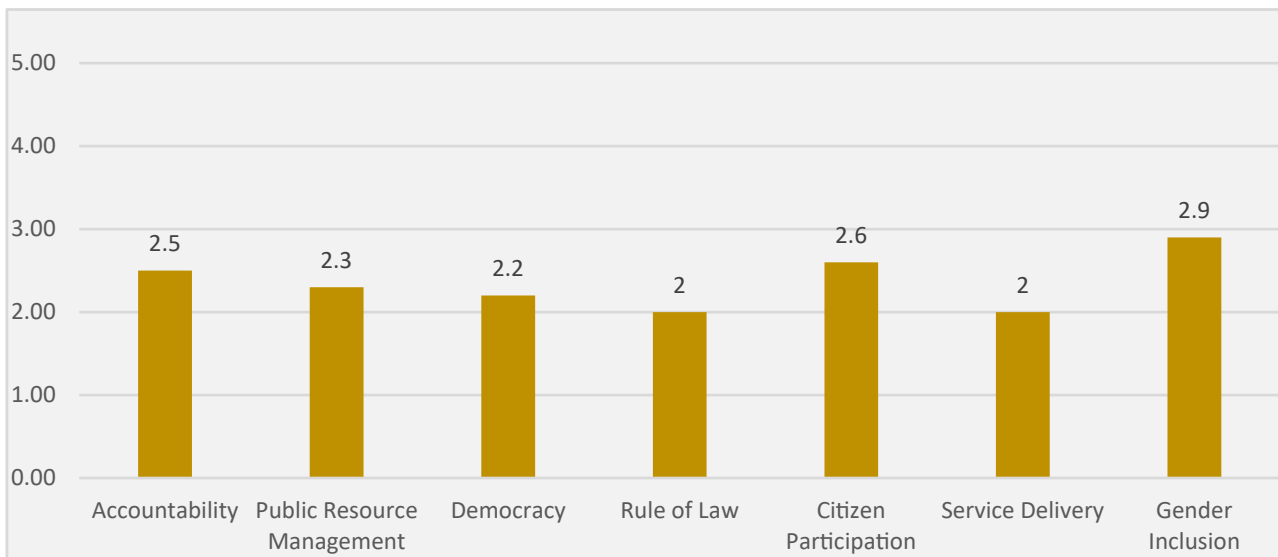
The following highlights the selected responses of respondents on issues relating to gender inclusion in Arua district.

Figure 30: Respondents' Testimonies on Gender Inclusion in Arua



# Summary Of Arua District

Figure 31: Overall Performance of Arua District in the 2022 DPRM



The DPRM results for Arua are worrying in many areas. Particularly, low scores in **Responsive Service Delivery (2.0)**, **Rule of Law (2.0)**, **Democracy (2.2)** and **Public Resource Management (2.3)** require urgent actions of leaders in Arua.

Two observations stand out and continue a trend that was already observed in 2021: 1) Scores were extremely low in the indicators measuring corruption; transparent, accountable and honest PRM; equal treatment before the law; and quality and quantity of service delivery. 2) Notably, Arua scores highly in planning dimensions such as target-setting for service delivery, having rules and procedures for PRM and integrating a gender perspective

into programmes. These two observations beg the question whether there is a massive top-down implementation gap of procedures – from the local governments to the citizenry.

In comparison to the 2021 DPRM, **Gender Inclusion (2.9)** has remained Arua’s best scored area. Scores on Democracy and Rule of Law significantly dropped. Considering that the “election effect” (where we saw increased misconduct and irregularities) has worn off, this development is reason for concern. On a positive note, **Citizen Engagement (2.6)** was rated strongly in this second DPRM.

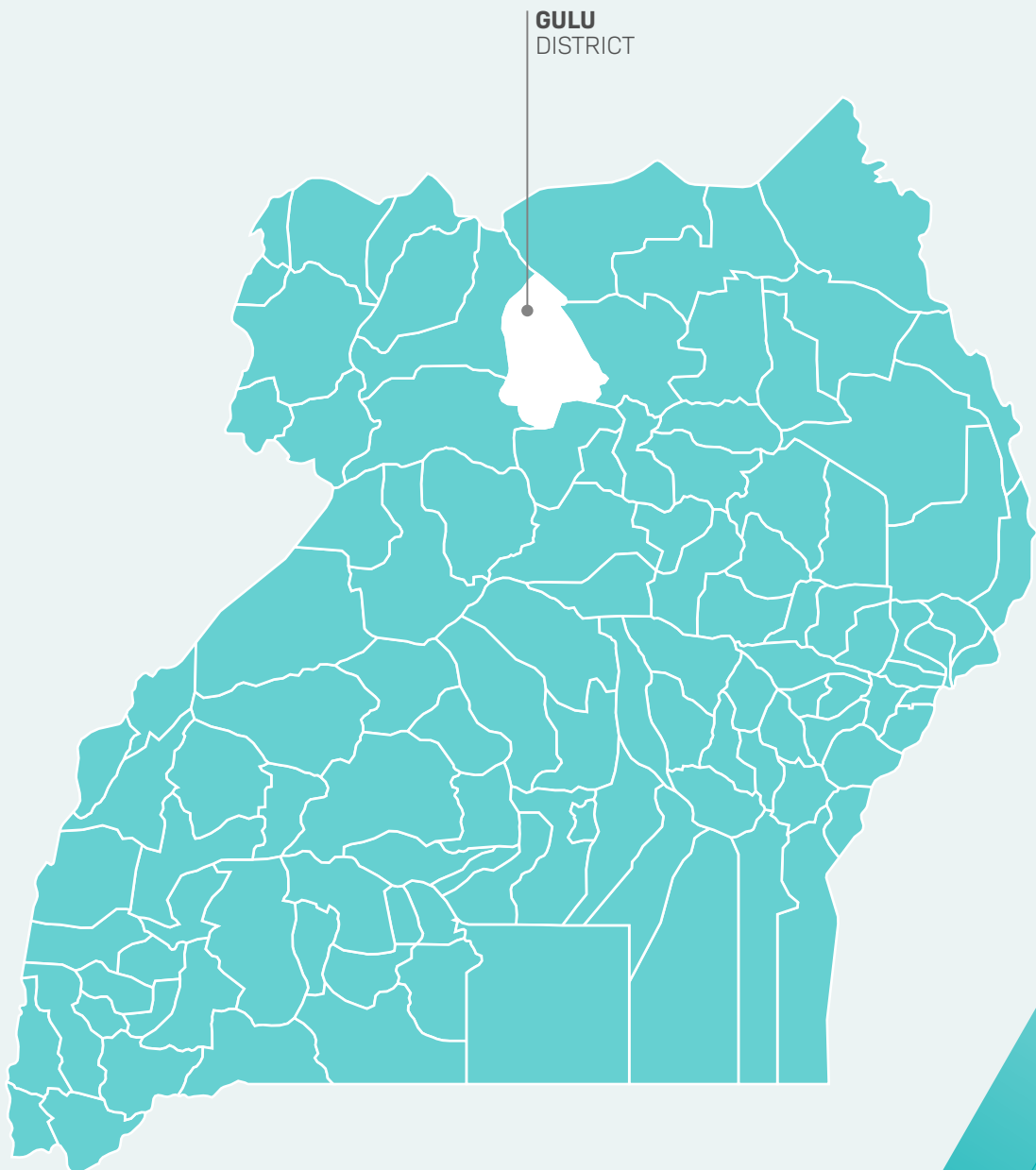
# Gulu District

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335,000 residents  
11 Sub counties in the district &  
2 divisions in the city  
Located in Acholi sub region

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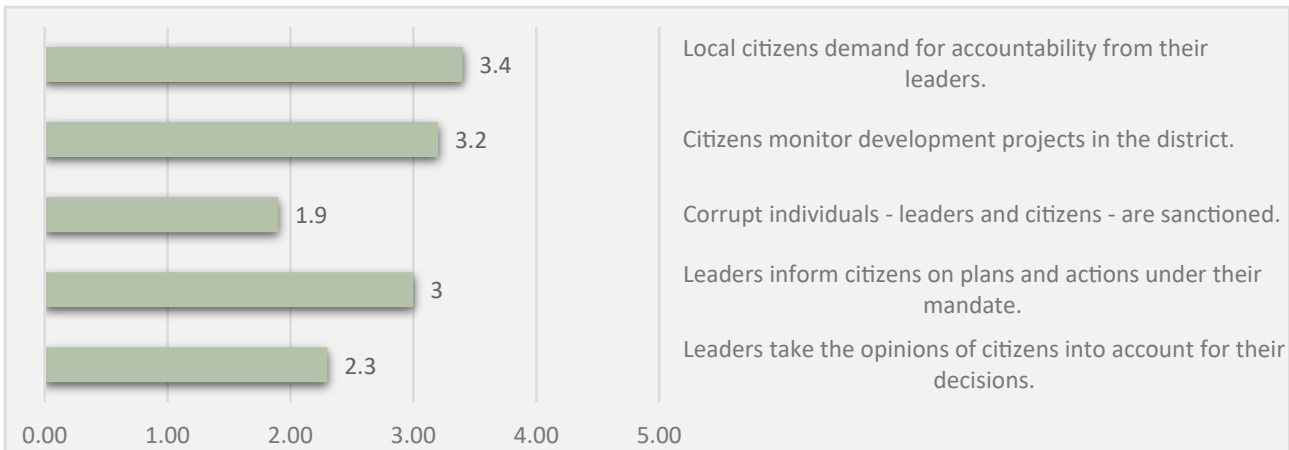
Evaluated by  
147 respondents  
6 focus group discussions  
23 key informant interviews  
5 days of monitoring



# Accountability

Overall, Gulu district scored 2.6 in Accountability.

Figure 32: Accountability in Gulu – Quantitative Scores



The above-listed scores stem from quantitative questionnaires and an assessors’ peer review in Gulu district. Triangulated with the qualitative assessment, the following conclusions are drawn:

- Respondents exemplarily demonstrated that citizens in Gulu have a good understanding of the meaning of accountability. Citizens often **demand accountability from their leaders (3.4)** but voiced concerns that sometimes they cannot hold leaders accountable because they are afraid of them. Citizens in Gulu thoroughly **monitor development projects in the district (3.2)** – but only to a limited extent.
- The perceived level of corruption in Gulu is high **and anti-corruption mechanisms are ineffective in curbing corruption among leaders or citizens (1.9)**. The respondents are of the view that the majority of leaders, technical personnel and public institutions are corrupt. They stated that their distrust of local governments (LC 1 to LC 5) is so high that they would rather receive services and funds directly from the central government. Citizens have meanwhile accepted corruption as “normal behaviour”. Officials have confirmed this mindset. Nevertheless, public officials push back by asserting that citizens over-generalise and believe that all leaders are corrupt. Judging by the views the respondents shared, there is likely to be a knowledge gap on reporting corruption so that citizens are unable to take appropriate action.
- **Leaders involve citizens and share information on their official work (3.0)**. Information is usually shared on radio, in newspapers or in official meetings. The respondents stated that the information is shared in a timely manner and is true. There was a complaint that some officials deny citizens access to documents but there are only isolated such cases.
- The respondents think that **leaders sometimes take the views and opinions of the citizens into account for decision-making at the local government level (2.3)**. There are differing views on the responsiveness of leaders. Positive examples were mentioned. In Bungatire, LCI representatives forward issues to the next higher authorities and give feedback once action is taken. There is a suggestion box at the sub-county. Leaders sometimes respond to issues raised on radio, particularly on Mega FM. On the negative side, some respondents complain that leaders ignore their wishes and withhold feedback after they have raised issues in meetings. In Bungatira, materials for building a school were stolen by the company four years ago. However, the district has not taken appropriate action against the company.

The following highlights the selected responses of respondents on issues relating to accountability in Gulu district.

Figure 33: Respondents' Testimonies on Accountability in Gulu District



# Public Resource Management

**Overall, Gulu district scored 2.0 in Public Resource Management (PRM).**

Figure 34: Public Resource Management in Gulu – Quantitative Scores



The above-listed scores stem from quantitative questionnaires and an assessors’ peer review in Gulu district. Triangulated with the qualitative assessment, the following conclusions are drawn:

- The respondents demonstrated a good understanding of public resources. Only **half of all respondents in Gulu district believe that rules and effective procedures for public resource management are in place (3.1)**. Officials sufficiently demonstrated that the procedures are in place in accordance with the legal framework. This points to widespread unawareness of how PRM is set up in the district.
- Generally, the respondents showed that PRM procedures are not always implemented. This concerns especially recruitment at local government level. It was also mentioned that resources are distributed unfairly and with tendencies of corruption. On a positive note, adverts are published for public procurement.
- There are widespread complaints about the way in which **public resources** are managed. The respondents commonly share the view that **integrity, transparency, and accountability are lacking (1.4)**. Public resources are sometimes put to private use by public officials. The respondents particularly point at the lack of transparency.
- It is noteworthy that both officials and citizens are involved in the improper use of public resources. It was pointed out that citizens mishandle, misuse and steal resources that are available for public consumption. The most affected are resources at schools and health centres.
- The respondents are generally of the view that there are **significant gaps in achieving good financial governance (1.7)**.

The following highlights the selected responses of respondents on issues relating to public resource management in Gulu district.

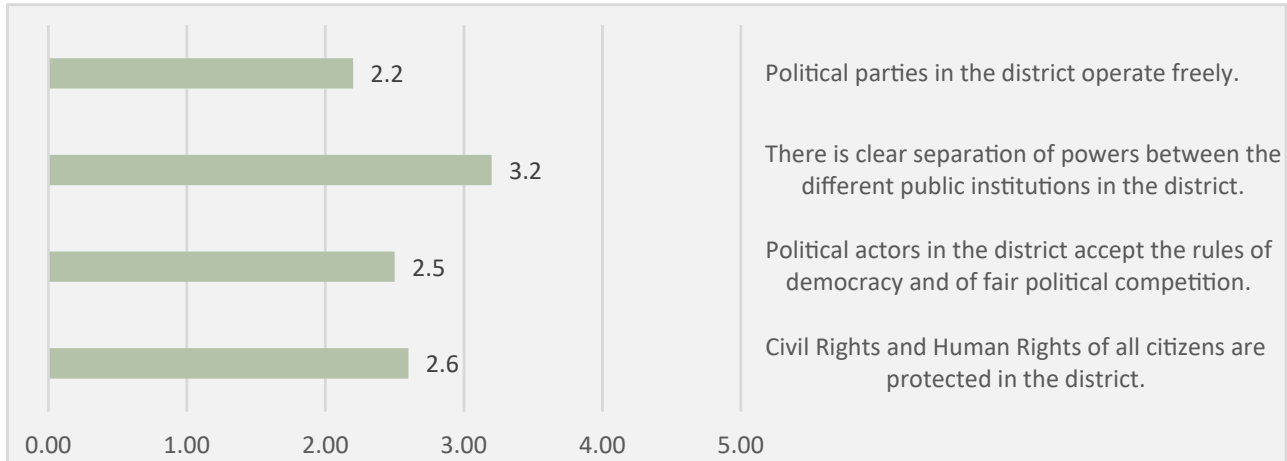
Figure 35: Respondents' Testimonies on Public Resource Management in Gulu



# Democracy

## Overall, Gulu district scored 2.6 in Democracy

Figure 36: Democracy in Gulu – Quantitative Scores



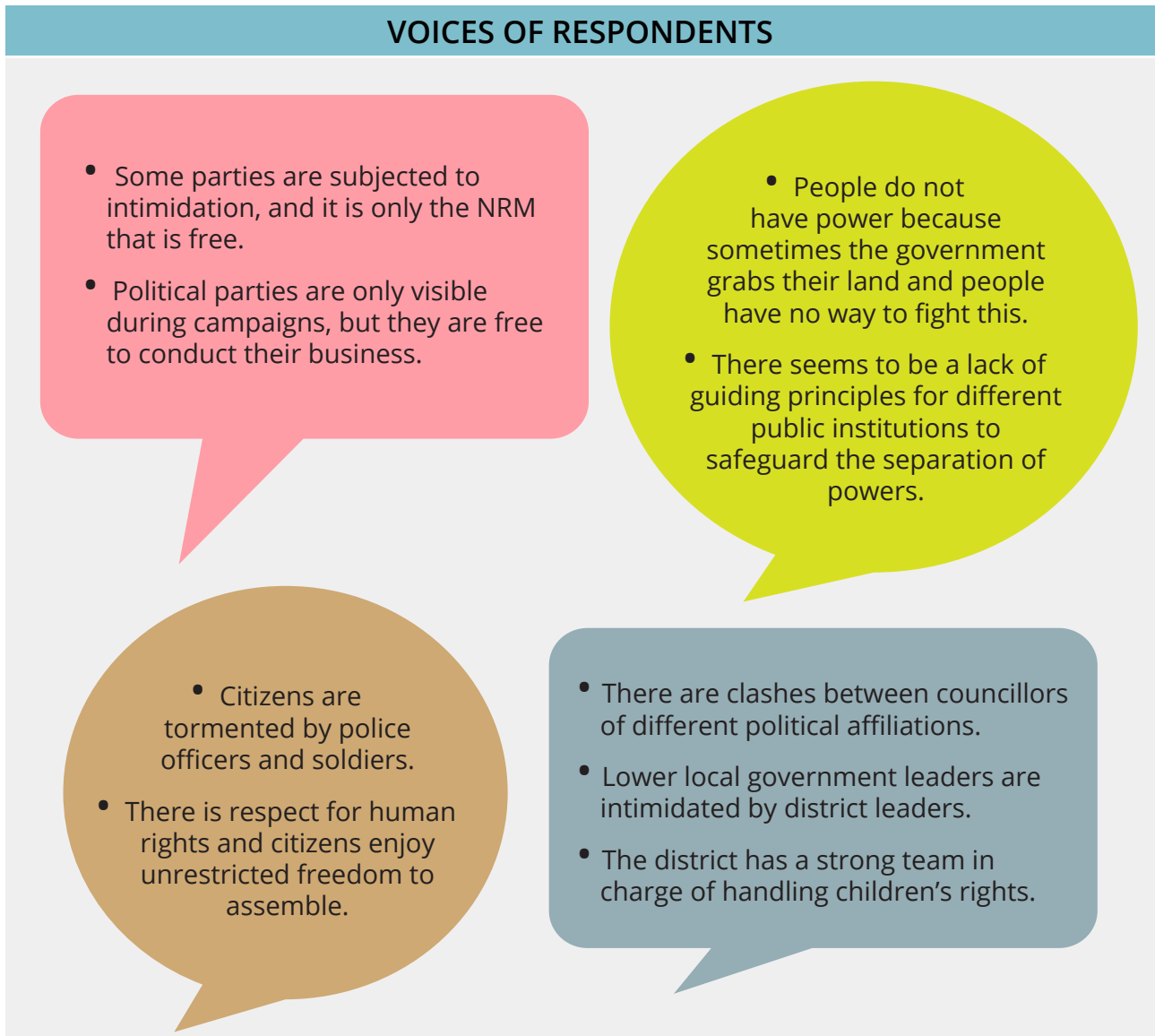
The above-listed scores stem from quantitative questionnaires and an assessors’ peer review in Gulu district. Triangulated with the qualitative assessment, the following conclusions are drawn:

- Many respondents agree that “power belongs to the people” as embedded in the Constitution but they have an incomplete understanding of the meaning of this phrase.
- In Gulu, multipartyism is well-embedded as several parties exist and operate. Only half of all respondents in Gulu believe that **political parties in the district operate freely (2.2)**. Opposition party members have encountered violence, arrest, and torture. Those who believe that parties operate freely state that parties are not visible beyond elections anyway.
- The respondents are of the view that **separation of powers** between the different public institutions is in place but pointed out some shortcomings **(3.2)**.
- There is concern about the **lack of acceptance of the rules of democracy and fair political competition (2.5)**. A healthy and fair culture of competition does not exist, with political candidates insulting each other and not acting as role models. In the local governments, councillors of different political affiliations are present but they sometimes clash. It is extremely worrying that many respondents view tokenism as normal behaviour by parties to convince citizens to vote for them.
- The respondents were able to name freedoms and rights (e.g., free speech, education, fair trial, health care, access to water) and painted a positive picture of the general state of human and civil rights. Generally, **civil, and human rights** are protected in the district but incidents of violation of these rights were recorded **(2.6)**. Apart from problematic actions on the part of state actors, citizens, too, need to understand that they are accountable for granting and upholding the rights of their fellow community members.
- The respondents discussed land rights with strong emphasis as these are a sensitive issue among Gulu residents: Residents who felt that their land rights are protected stated that this was proof that “power belongs to the people”. Women in Laroo division accused the government of not respecting land ownership and viewed this as a serious threat to their civil rights.



The following highlights the selected responses of respondents on issues relating to democracy in Gulu district.

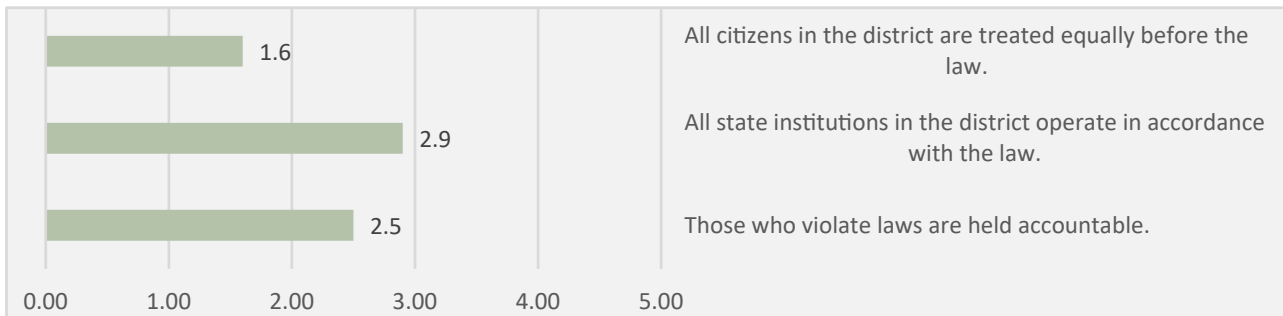
Figure 37: Respondents' Testimonies on Democracy in Gulu



# Rule of Law

Overall, Gulu district scored 2.3 in Rule of Law.

Figure 38: Rule of Law in Gulu – Quantitative Scores



The above-listed scores stem from quantitative questionnaires and an assessors' peer review in Gulu district. Triangulated with the qualitative assessment, the following conclusions are drawn:

- State institutions in Gulu tend to **carry out their operations in accordance with the law (2.9)** but the respondents believe that citizens suffer from a massive **lack of equal treatment before the law (1.6)**. Citizens with money are treated more favourably than those who are poor. Public officials are treated more favourably before the law than regular citizens. Because of this biased treatment, citizens mistrust the decisions and rulings made by local councils. They also feel too scared to voice their concerns openly.
- It is problematic that these challenges were raised by several respondents, yet officials rejected them. One key informant called for a change in attitude and mindset of state actors to put the rule of law back on track.
- The respondents are not sure whether **those who violate laws end up being held accountable (2.5)**. There were cases where violators of the law were released without charge, usually because they paid bribes to officials in the justice system. In two manslaughter cases, the perpetrators were released as a result of bribery. In general, the justice system is criticised for operating slowly so that some cases are not closed after years, particularly those related to land issues.

The following highlights the selected responses of respondents on issues relating to rule of law in Gulu district.

Figure 39: Respondents' Testimonies on Rule of Law in Gulu



*A bridge in Owoo sub county in Gulu district constructed after citizens demanded for it.*

# Citizen Participation

Overall, Gulu district scored 2.4 in Citizen Participation.

Figure 40: Citizen Participation in Gulu – Quantitative Scores

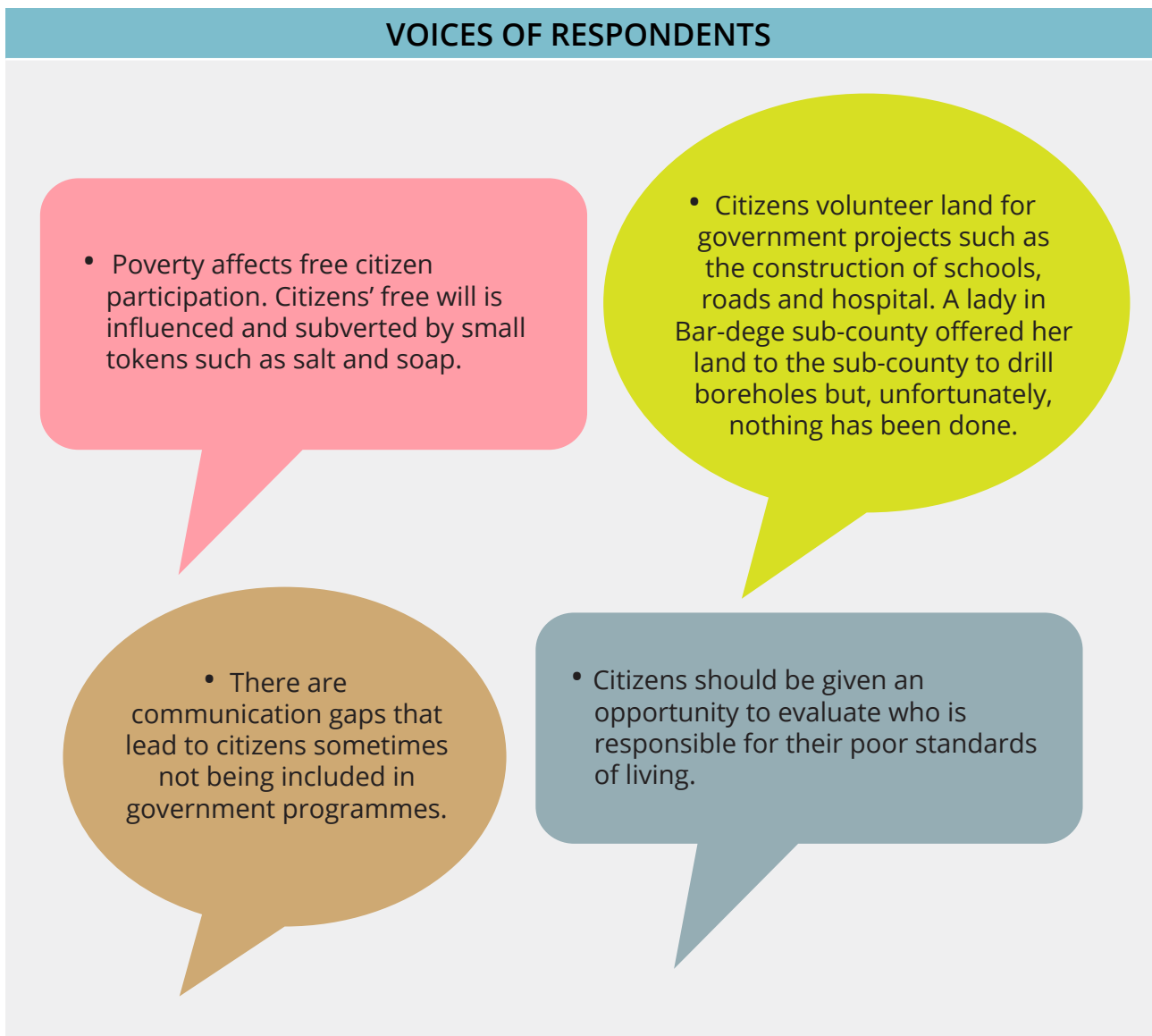


The above-listed scores stem from quantitative questionnaires and an assessors’ peer review in Gulu district. Triangulated with the qualitative assessment, the following conclusions are drawn:

- There are different **levels of awareness of the meaning and importance of citizen participation**. For example, the respondents in Laroo division shared impressive views on their roles as community members that suggest a comprehensive understanding of “active citizenship”. In Bardege and Uriama divisions, the respondents showed insufficient understanding of their roles. As a result of these different levels of awareness, citizen participation differs from sub-county to sub-county. Nevertheless, there are various channels for participation in the governance process and citizens diligently attend barazas, public debates and council meetings at different levels. Some sub-counties reported that only a few citizens attend when mobilised to attend.
- A reason for low attendance is citizens’ frustration with the governance processes. Many respondents also stated that citizens **lack the ability to influence decisions in Gulu’s governance processes (1.7)**. Officials stated that citizens’ views do not receive sufficient attention. They also cited communication gaps. Overall, citizens believe that their votes will not be able to affect change because communities are only involved in political decisions during campaign time. After elections, the parties and leaders ignore community needs.
- The respondents admit that there are challenges that stem from citizens’ attitudes and behaviour. Tokenism is widespread so that some community members only want to contribute to meetings if they receive allowances.
- Several respondents stated that there are restrictions on citizen engagement, while others stated that there is total freedom. Overall, about half of all **respondents believe that there are restrictions on free and active participation (2.3)**. For example, citizens complained that they are neither looped into decisions, nor invited to budget meetings. As a result, the citizens have lost faith in the LC structure and withdrawn their engagement.
- There are also positive examples of citizen participation: After the citizens had complained, LCI chairpersons in Bungatira ensured that vaccinations for COVID-19 were brought close to the communities. In Gulu, citizens are **engaged in accountability processes in the district (3.3)**

The following highlights the selected responses of respondents on issues relating to citizen participation in Gulu district.

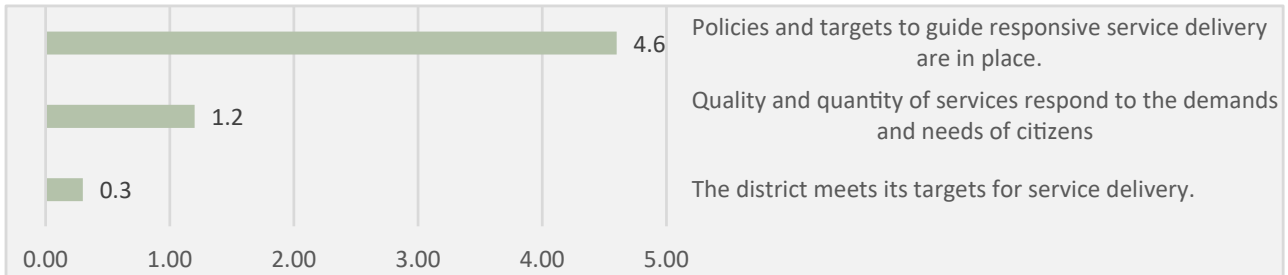
Figure 41: Respondents' Testimonies on Citizen Participation in Gulu



# Responsive Service Delivery

Overall, Gulu district scored 1.8 in Responsive Service Delivery

Figure 42: Responsive Service Delivery in Gulu – Quantitative Scores



The above-listed scores stem from quantitative questionnaires and an assessors' peer review in Gulu district. Triangulated with the qualitative assessment, the following conclusions are drawn:

- Gulu district has been applauded for having **policies and targets in place that guide responsive service delivery (4.6)**. Cross-cutting issues like gender, climate change, HIV, Covid-19, or human rights are considered in the planning process. Meetings with communities to plan the financial year and a bottom-up process guide planning. Communities in Laroo felt that they were frequently consulted on service delivery, for instance, when construction of roads and installation of power was discussed.
- The respondents have strongly criticised the **lack of quality and quantity of services delivered** by the district **(1.2)**. Across all areas in Gulu, the respondents complain that service delivery is insufficient and does **not meet the needs of the citizenry. Complaints ranged** from lack of resources at health centres and the poor condition of repaired roads to inaccessibility of clean water. As a result of these outputs, the assessors concluded that the **district fails to meet its targets for service delivery (0.3)**.



*A functional borehole in Awach Subcounty – Gulu district.*

The following highlights the selected responses of respondents on issues relating to responsive service delivery in Gulu district.

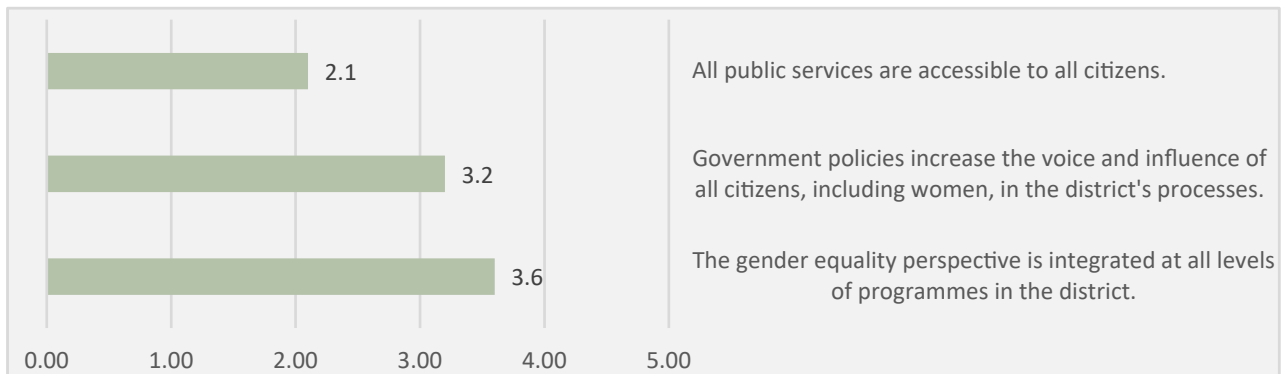
Figure 43: Respondents' Testimonies on Responsive Service Delivery in Gulu



# Gender Inclusion

Overall, Gulu district scored 3.0 in gender inclusion.

Figure 44: Gender Inclusion in Gulu – Quantitative Scores



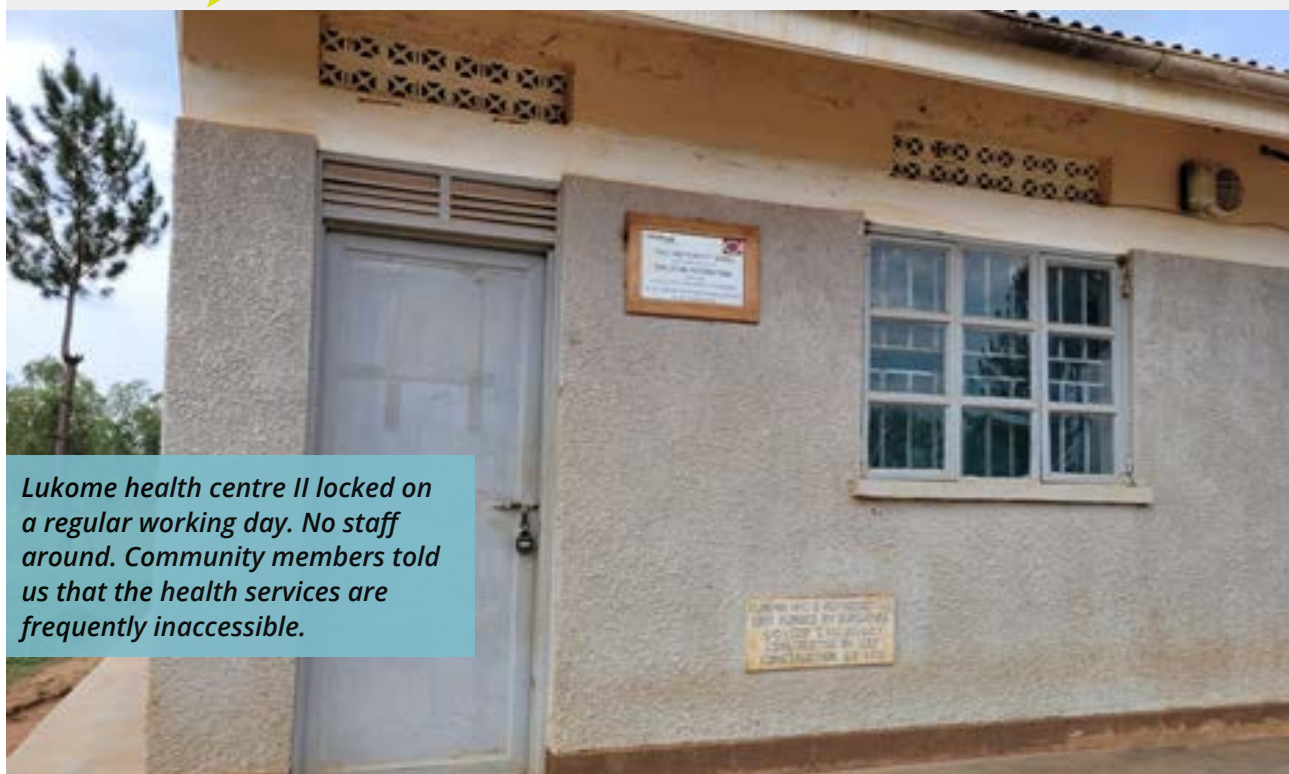
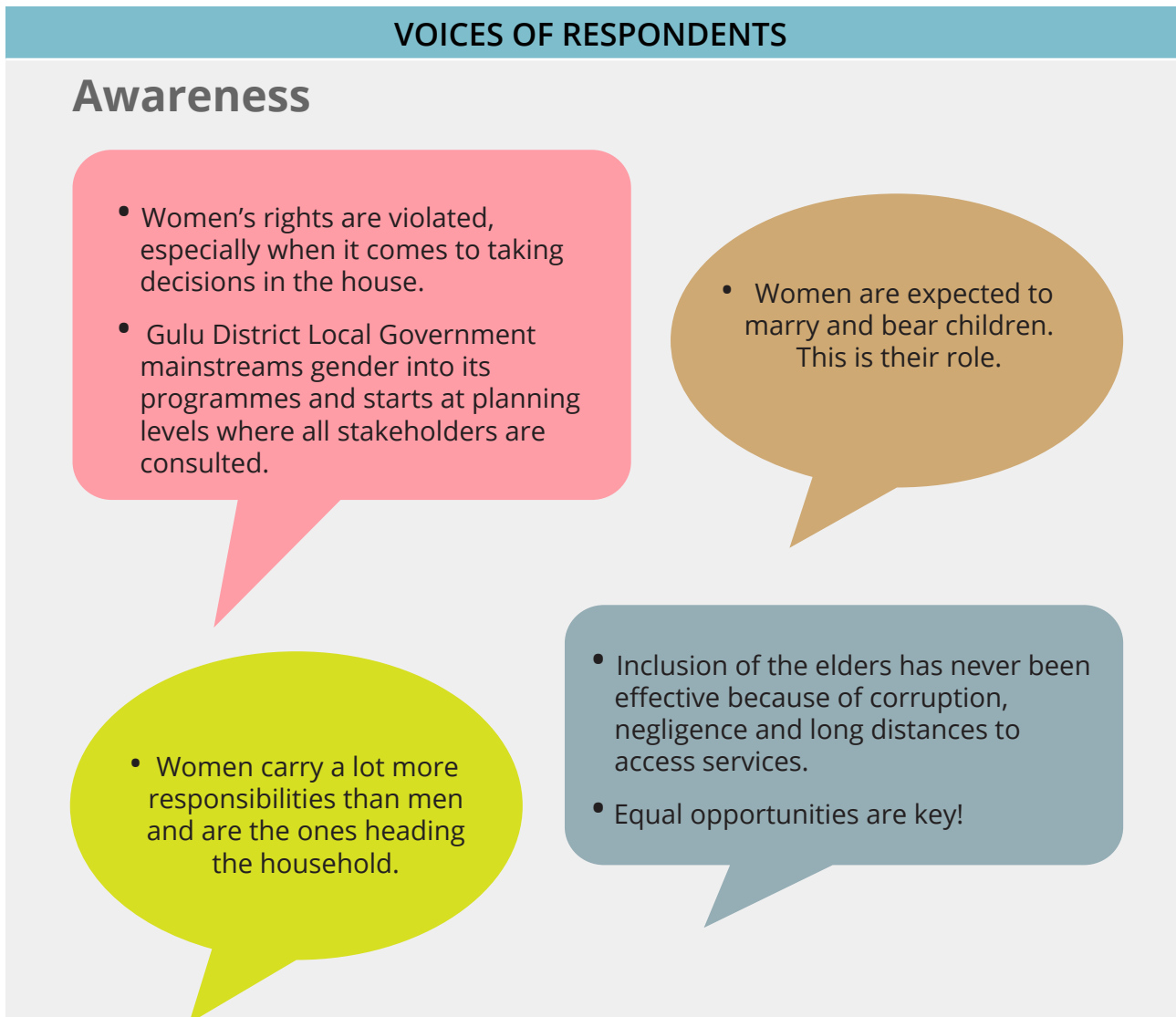
The above-listed scores stem from quantitative questionnaires and an assessors' peer review in Gulu district. Triangulated with the qualitative assessment, the following conclusions are drawn:

- There have been steps to enhance gender inclusion in Gulu, which have opened up opportunities for women's participation. Women are now able to attend meetings and take part in decision-making. **Government policies have, to a large extent, succeeded in increasing the voice and influence of all citizens in Gulu district (3.2).** Accordingly, **the gender equality perspective is well-integrated into all levels of programming at the district (3.6).**
- There were concerns that women's empowerment has led to increased domestic violence because men reject the notion of emancipation. While some complain that "women are no longer honest to their husbands", others state that "men refuse to accept our empowerment". These starkly differing views show that there is a cultural clash between women's aspirations and men's approaches.
- Women commented on their challenges in greater detail only in the presence of other women and not in mixed focus group discussions: Despite empowerment in many areas, female respondents in Laroo complained that they still felt suppressed by men and by cultural norms and values. In Laroo, women felt that the LCI does not uphold their rights. Women in all sub-counties noted that they feel strong cultural pressure from men to perform traditional duties. They are hence responsible for most household chores and suffer from this imbalance.
- **Public services are still not available to all citizens without discrimination (2.1).** The elderly have been marginalised for a long time and excluded from government programmes as a result of negligence and corruption. Services are located at a distance, which renders the elderly unable to claim them. There is a complaint that insufficient data is available on the numbers and location of PWDs so that services cannot be designed appropriately for them.



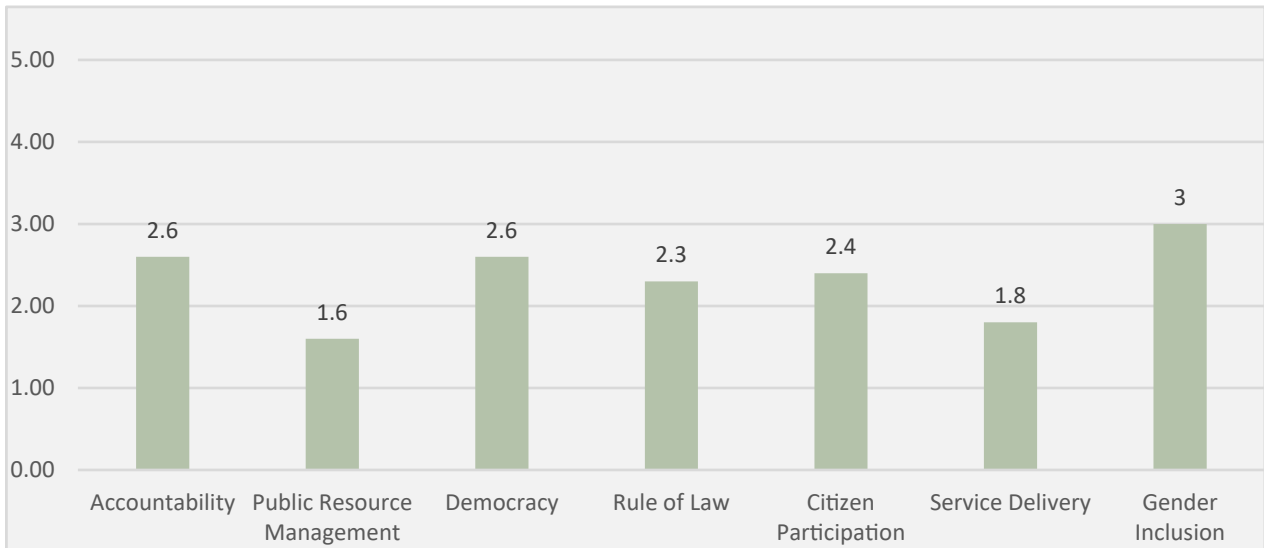
The following highlights the selected responses of respondents on issues relating to gender inclusion in Gulu district.

Figure 45: Respondents' Testimonies on Gender Inclusion in Gulu



# Summary of Gulu District

Figure 46: Overall Performance of Gulu District in the 2022 DPRM



The overall DPRM results for Gulu are similar to the results in 2021. Again, **gender inclusion (3.0)** is the best performing area in Gulu. **Democracy (2.6)** and **rule of law (2.3)** continue to be ranked as mediocre. **Citizen participation (2.4)** and **accountability (2.6)** have both picked up significantly. **Public resource management (1.6)** and – closely tied to it – **responsive service delivery (1.8)** continue to be ranked extremely low.

Gulu performed exceptionally well in the indicators target-setting and planning (4.6) and including a gender perspective in all programmes and projects (3.6). The report thus assumes that there is a strong technical team in charge of project planning and target-setting.

There are massive gaps in transparent, honest and accountable PRM (1.4) as well as in meeting targets and delivering services to citizens (0.3 and 1.2 respectively).

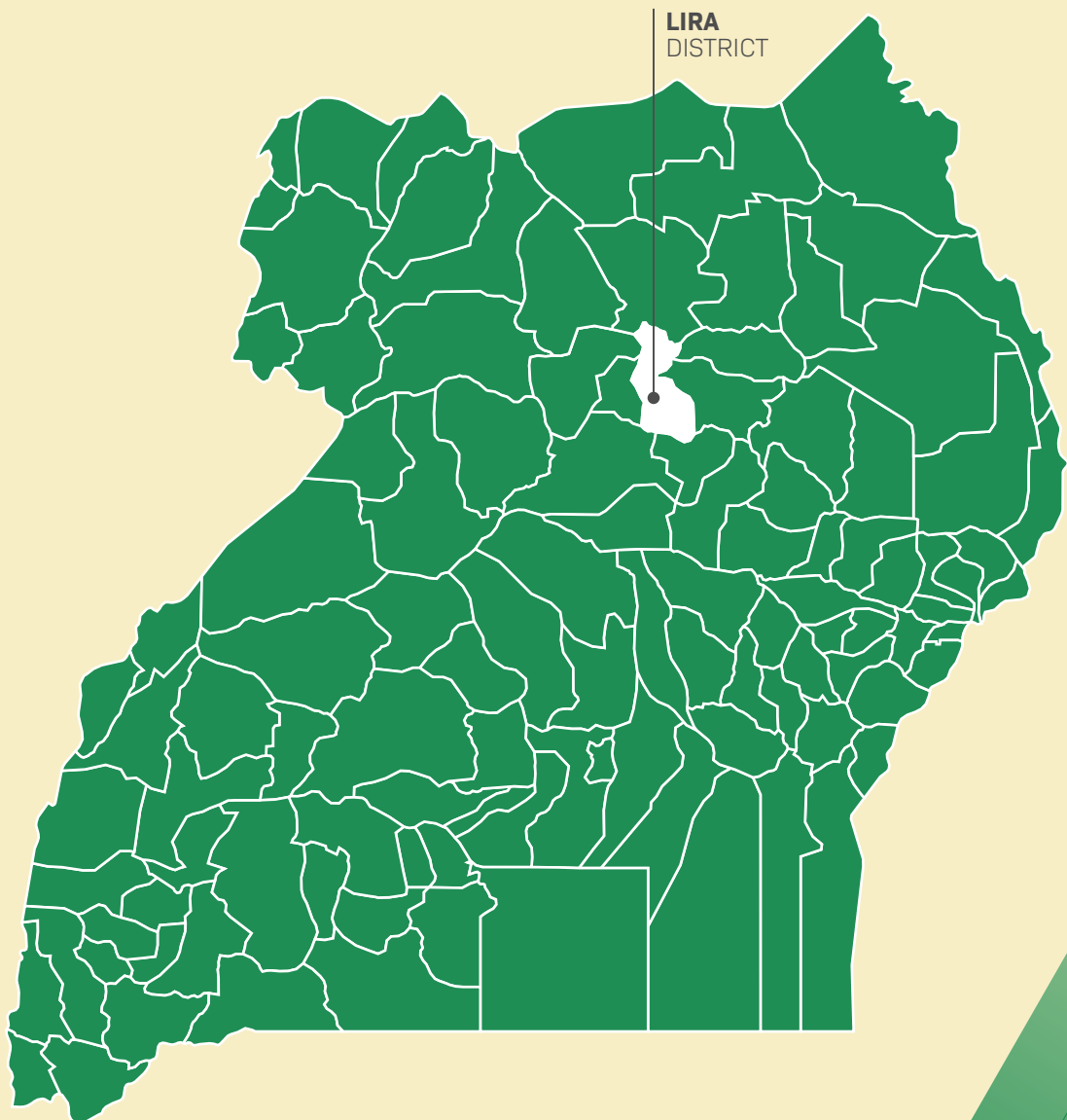
# Lira District

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490,000 residents  
09 Sub counties in the district &  
2 divisions in the city  
Located in Lango sub-region  
6 focus group discussions  
16 key informant interviews

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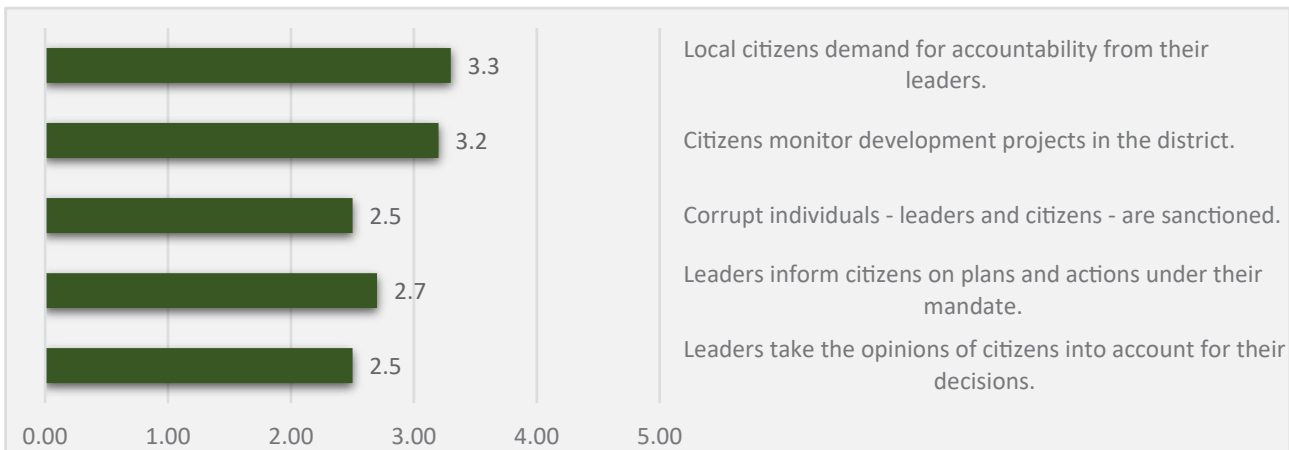
Evaluated by  
86 respondents  
focus group discussions  
key informant interviews  
days of district monitoring



# Accountability

Overall, Lira district scored 2.8 in Accountability.

Figure 47: Accountability in Lira – Quantitative Scores

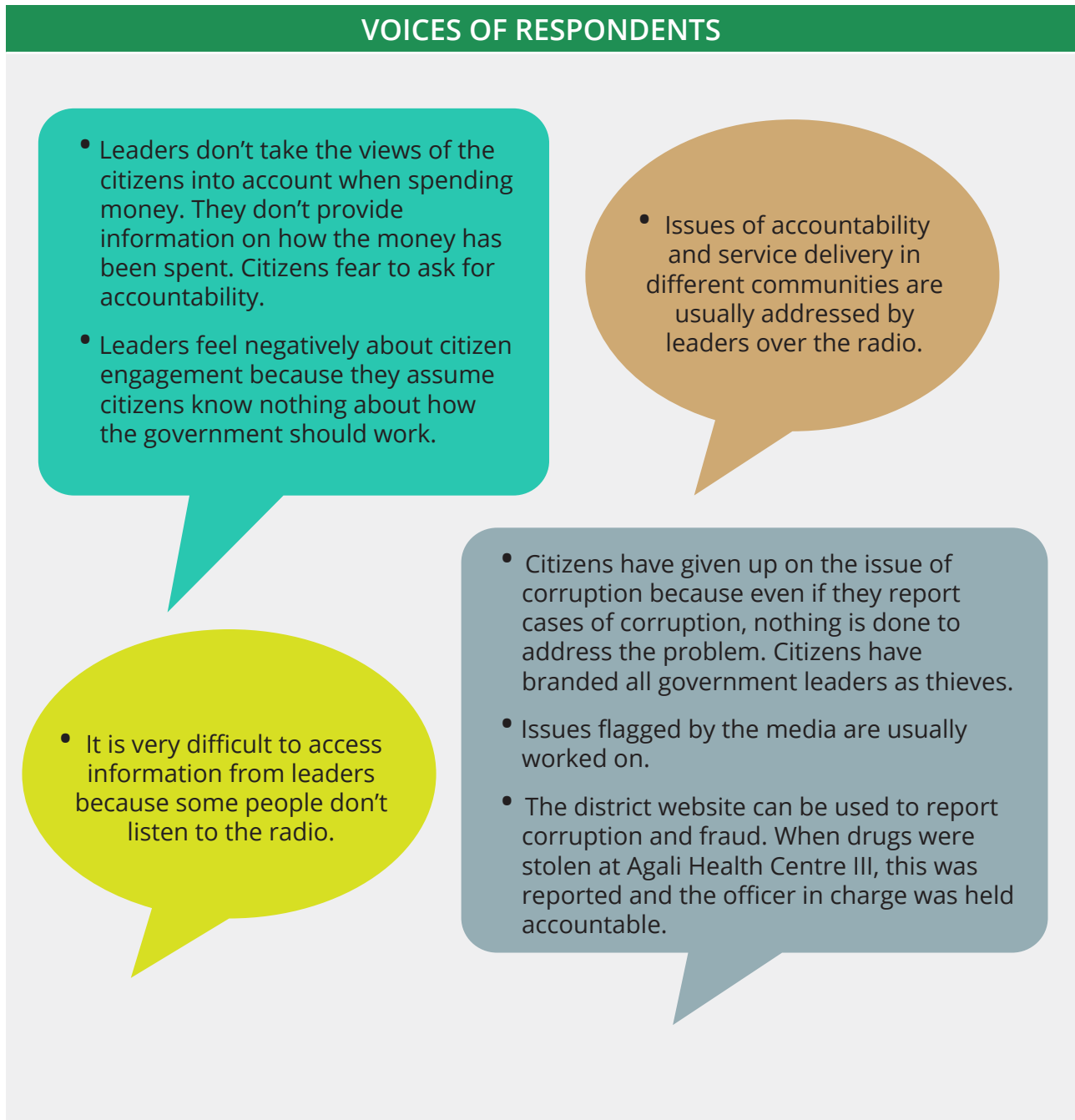


The above-listed scores stem from quantitative questionnaires and an assessors’ peer review in Lira district. Triangulated with the qualitative assessment, the following conclusions are drawn:

- Citizens have only a fair understanding of accountability and believe it concerns only financial accountability, not the actions of leaders. **In Lira district, local citizens nevertheless demand fairly well for accountability from their leaders (3.3)** through community meetings, barazas, church gatherings, and radio talk shows. It was reported that sometimes citizens are not invited to engage or that they believe elected leaders will represent them ably. Citizens additionally monitor development projects actively to hold leaders accountable. An official stated that many leaders do not want to be accountable to citizens, hence the demand for accountability fails.
- Accordingly, **there are gaps** in sanctioning corrupt leaders and citizens. Leaders hold that corruption mechanisms are effective but only around 50% of respondents agree that **anti-corruption mechanisms work effectively (2.5)** and report that corruption is widespread. Respondents stated that leaders “become wealthy, drive nice cars and build big houses”. There were complaints that leaders enriched themselves with OWC inputs. Citizens have a negative attitude to corruption and know the processes involved in reporting it to the police, but they rarely report corrupt corruption since anti-corruption mechanisms are mostly believed to be ineffective. Additionally, many stated that they fear repercussions because the corrupt are well connected and powerful. There were nevertheless cases where officials who embezzled funds were arrested.
- Across all focus group discussions, there were complaints that leaders **insufficiently inform citizens on plans and actions (2.7)**. Citizens are frustrated that they lack information on government programmes. They are aware that information is sometimes aired through radio but complained that information is infrequent and radio access not a given. A leader stated that citizens do not have access to information because they do not demand it.
- In Lira, leaders **only sometimes take the opinions of citizens into account before making decisions**, exposing a gap that needs to be **addressed (2.5)**. Respondents in Agali and Wiodyek said that their opinions are ignored by leaders. Leaders even reject citizens’ views, assuming they are illiterate about governance. In Agweng and Amach, leaders engage citizens and hold meetings to discuss governance questions.

The following highlights the selected responses of respondents on issues relating to accountability in Lira district.

Figure 48: Respondents' Testimonies on Accountability in Lira District



# Public Resource Management

Overall, Lira district scored 2.6 in Public Resource Management.

Figure 49: Public Resource Management in Lira – Quantitative Scores

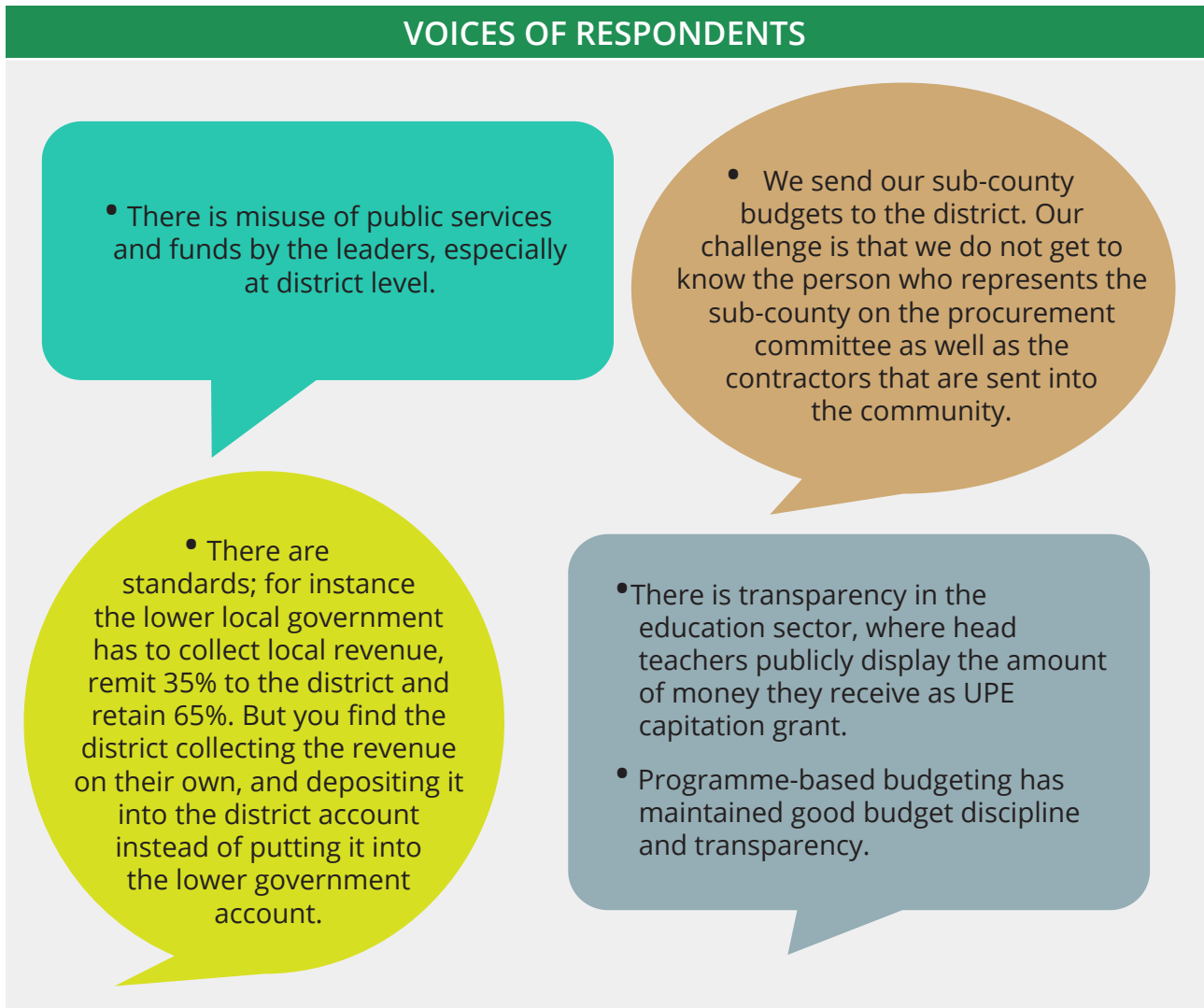


The above-listed scores stem from quantitative questionnaires and an assessors' peer review in Lira district. Triangulated with the qualitative assessment, the following conclusions are drawn:

- In Lira, the respondents believe that **rules and effective procedures for public resource management are in place (3.4)**. The respondents have a basic understanding of what public resources are. Not all are aware of the existing PRM procedures. Those who are aware are divided on whether procedures are followed. Lower local governments complained that they were consulted in PRM planning, but that their inputs were later ignored in the budgeting processes.
- However, **public resources are not generally managed with integrity, transparency and accountability (2.7)**. There are shortcomings in this area: Public officials are accused of using public resources for their own benefit and the benefit of their relatives, putting government vehicles to private use and being non-responsive when citizens ask about resources. Generally, transparency is lacking. The respondents stated they cannot obtain information on PRM from leaders. On a positive note, there were also examples where PRM rules led to the enforcement of accountability: For example, in Agali, contractors doing shoddy work were forced to repay the funds they had received.
- As a result of this, procedures or PRM **have not led to sufficient good financial governance (2.3)** in most cases. An exception is the education sector that was positively mentioned in connection with accountably and transparently displaying information on PRM and managing resources effectively. The respondents believe that public resources are sometimes also managed well at community level, e.g. by elected committees for borehole maintenance, as is the case in Amach.

The following highlights the selected responses of respondents on issues relating to public resource management in Lira district.

Figure 50: Respondents' Testimonies on Public Resource Management in Lira

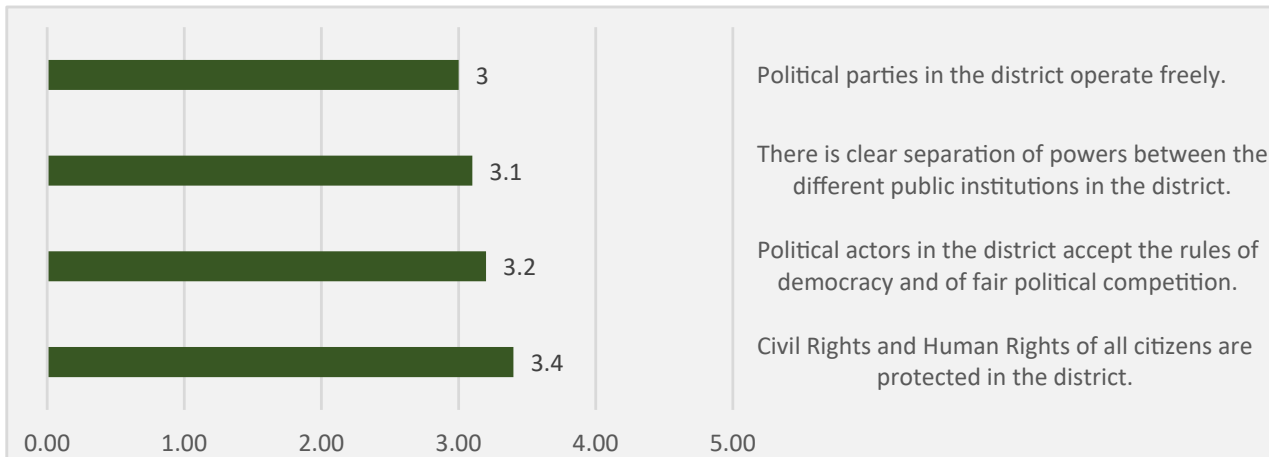


*Ateri borehole in Amach Town Council, Lira District has been out of use for the past 3 months. 40 households lack access to clean and safe water as a result.*

# Democracy

Overall, Lira district scored 3,2 in Democracy

Figure 51: Democracy in Lira – Quantitative Scores



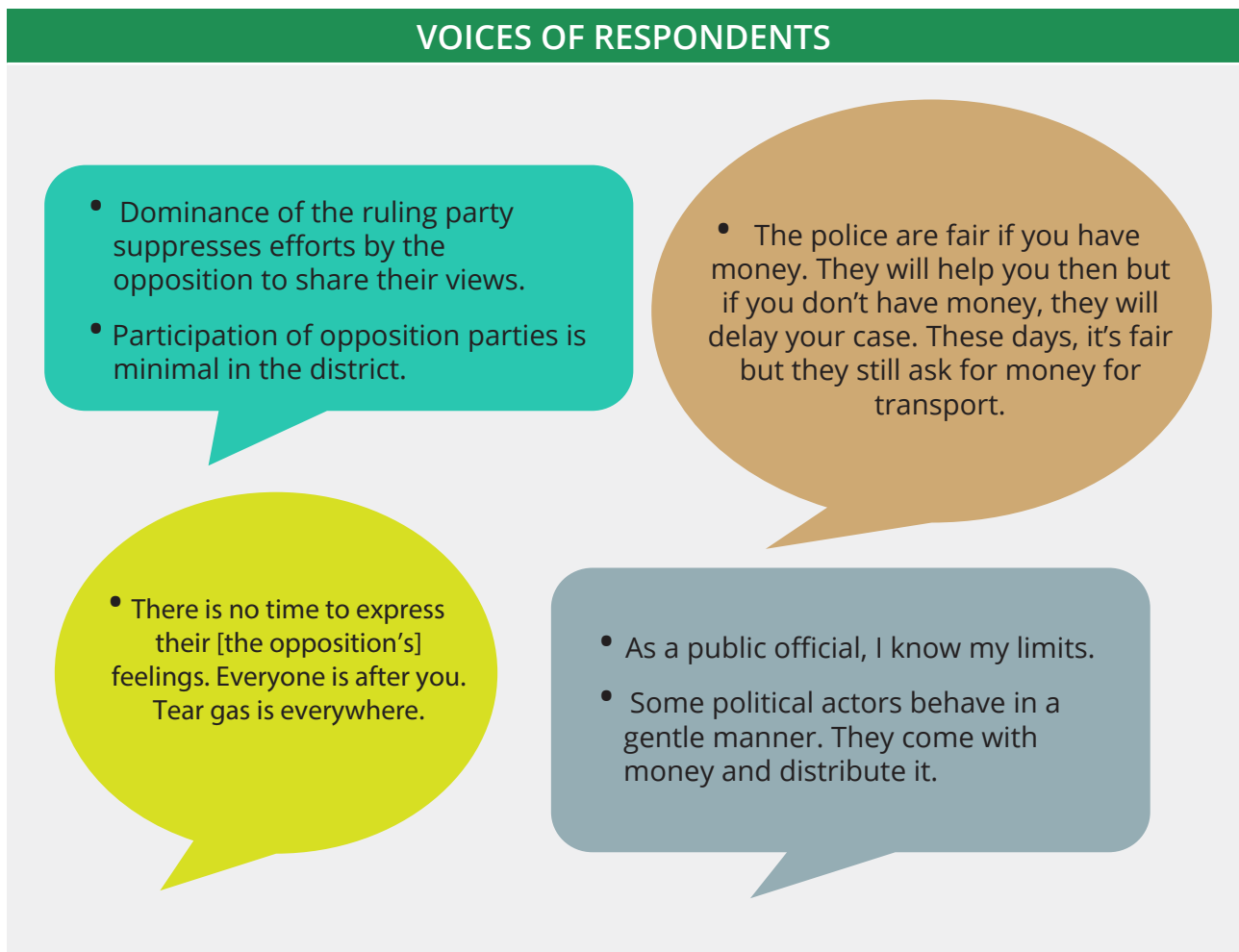
The above-listed scores stem from quantitative questionnaires and an assessors' peer review in Lira district. Triangulated with the qualitative assessment, the following conclusions are drawn:

- The respondents in Lira are of the view that **political parties tend to operate freely (3.0)**. Leaders cite the example that different parties are represented in the councils. But some disagree that parties operate freely: They noted that the opposition faces restrictions and is threatened by the police and the UPDF.
- The respondents stated that there is a **fairly well functioning separation of powers between different public institutions in the district (3.1)**.
- In Lira, political actors in the district largely **accept the rules of democracy and fair political competition (3.2)**. It was mentioned that there are active conversations with politicians on democratic principles in elections. Nevertheless, undue influence on elections, e.g. through distributing money, has been termed as "normal".
- On a positive note, **Lira scored strongly on the protection of civil and human rights of its citizens (3.4)** even though many citizens have an incomplete understanding of such rights. There were accusations of human rights violations through beating and torture on the part of security personnel. Complaints in this regard were far fewer than in other districts. A security officer stated that the district has handled "human rights perfectly well". An all-male focus group discussion discussed children's rights in detail and noted that these had been strengthened so that adherence to children's rights now presents a "problem to disciplining children at school". However, there were complaints about being treated poorly by clan leaders.



The following highlights the selected responses of respondents on issues relating to democracy in Lira district.

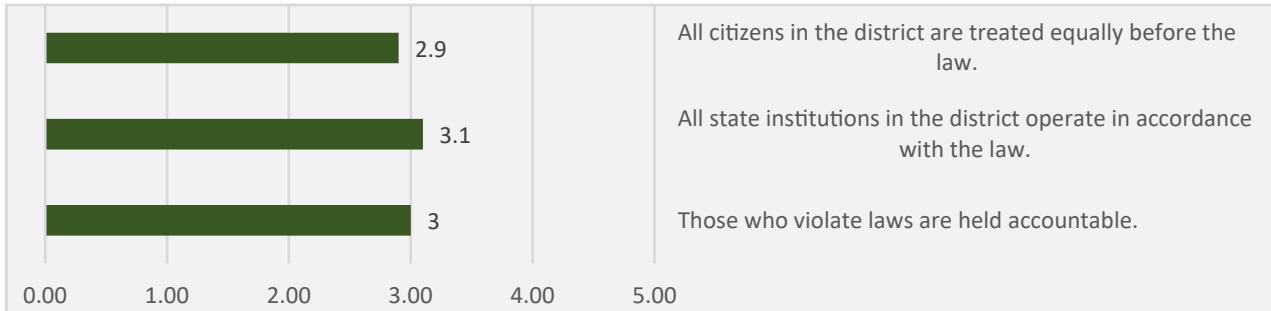
Figure 52: Respondents' Testimonies on Democracy in Lira



# Rule of Law

Overall, Lira district scored 3.0 in Rule of Law.

Figure 53: Rule of Law in Lira – Quantitative Scores



The above-listed scores stem from quantitative questionnaires and an assessors' peer review in Lira district. Triangulated with the qualitative assessment, the following conclusions are drawn:

- The respondents in Lira agree that **citizens are usually treated equally before the law – though with some notable exceptions (2.9)**. Also, state institutions in Lira are believed to **operate in accordance with the law (3.1)**. Both of these quantitative scores stand in stark contrast to the qualitative interviews that revealed strong monetisation of politics, public affairs and the court system. The respondents claimed that courts or public officials only treat citizens fairly before the law when the latter are able to pay for their services. If not, citizens' issues are ignored. Judges were also accused of handling those cases fairly only where the defendant can afford a lawyer. Many respondents saw this monetisation of services and legal processes as normal, which may explain the highly affirmative quantitative scores.
- Citizens also need to understand that they must behave in accordance with the law. There were reports that many applicants attempted to bribe their way into public positions.
- **Law-breakers are usually apprehended** in Lira, though a fifth of all respondents **disagreed that this was the case (3.0)**. The respondents complained that the police operate inefficiently because they demand "transport money" to carry out their work. Further, some few politicians were accused of breaking the law and of violating property rights, and yet they went unpunished. It could be that there are rather pliable procedures for handling violations of the law. A health centre reported that workers who break the law in connection with the distribution of health services receive three verbal warnings before receiving a letter from the District Health Officer.

The following highlights the selected responses of respondents on issues relating to rule of law in Lira district.

Figure 54: Respondents' Testimonies on Rule of Law in Lira



# Citizen Participation

Overall, Lira district scored 2.9 in Citizen Participation.

Figure 55: Citizen Participation in Lira – Quantitative Scores



The above-listed scores stem from quantitative questionnaires and an assessors' peer review in Lira district. Triangulated with the qualitative assessment, the following conclusions are drawn:

- The respondents gave mixed answers on whether citizens **freely and actively participate** in political and governance processes in the district (**2.9**). Actual participation varies from person to person. Citizens seem most engaged at the lowest levels of governance, i.e. the village and parish levels. Overall, some respondents think their communities participate much in governance processes, while others state that participation is limited.
- There are different levels of awareness of citizen participation. In Agali, many citizens are unaware of the meaning of active citizenship and think that citizens' duties are limited to voting. However, the respondents in Aromo presented themselves as an engaged and well-informed group that take their obligation of active citizenship seriously. Public officials contend that there could be gaps in the provision of information and services that negatively affect citizen participation. Not all leaders intend to address these gaps, as some stated that citizen engagement is catered for through speaking to elected representatives.
- It should be noted that the majority of respondents felt that **citizens do not influence decisions** in the governance processes in Lira (**2.7**). Leaders were accused of not taking citizens' opinions into account before making decisions and of putting their own interests first.
- This is despite the fact that citizens **are engaged in accountability processes** in Lira district (**3.2**) through attending meetings and monitoring government actions and inactions.

The following highlights the selected responses of respondents on issues relating to citizen participation in Lira district.

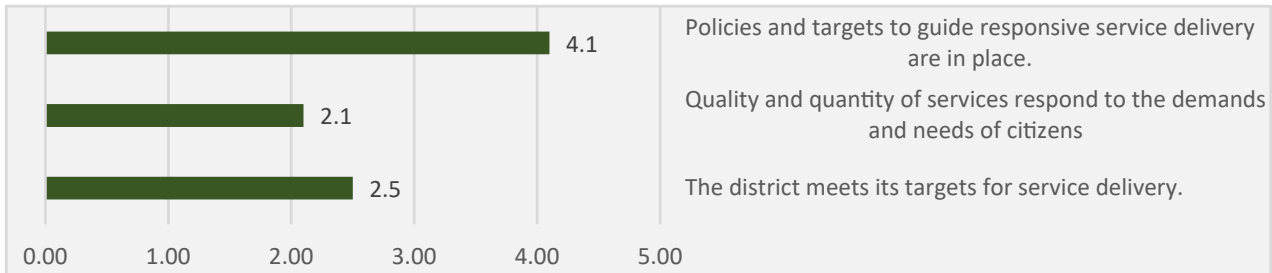
Figure 56: Respondents' Testimonies on Citizen Participation in Lira



# Responsive Service Delivery

Overall, Lira district scored 2.7 in Responsive Service Delivery

Figure 57: Responsive Service Delivery in Lira – Quantitative Scores



The above-listed scores stem from quantitative questionnaires and an assessors' peer review in Lira district. Triangulated with the qualitative assessment, the following conclusions are drawn:

- There was evidence to show that Lira has **policies and targets in place that guide responsive service delivery (4.1)**. The respondents, however, said that they were not consulted much in the planning of services. If consultations occur, citizens feel that the actions taken do not mirror the information they shared.
- There is **strong dissatisfaction with the quality and quantity of services** delivered in Lira **(2.1)**. The respondents pointed out major shortcomings: They complained about Lira-Kamdini Road, stating that they fail to understand why the road is being destroyed. In Amach, there is a shortage of drugs at the health centre. Citizens call on the local government to provide support and services to the agricultural sector. Public officials agree that service delivery is “very poor” and blame it on constrained resources and lack of revenue, particularly due to reduced business during the COVID-19 pandemic.
- Conversations with officials revealed that **Lira only partially meets its targets for service delivery (2.5)**.

The following highlights the selected responses of respondents on issues relating to responsive service delivery in Lira district.

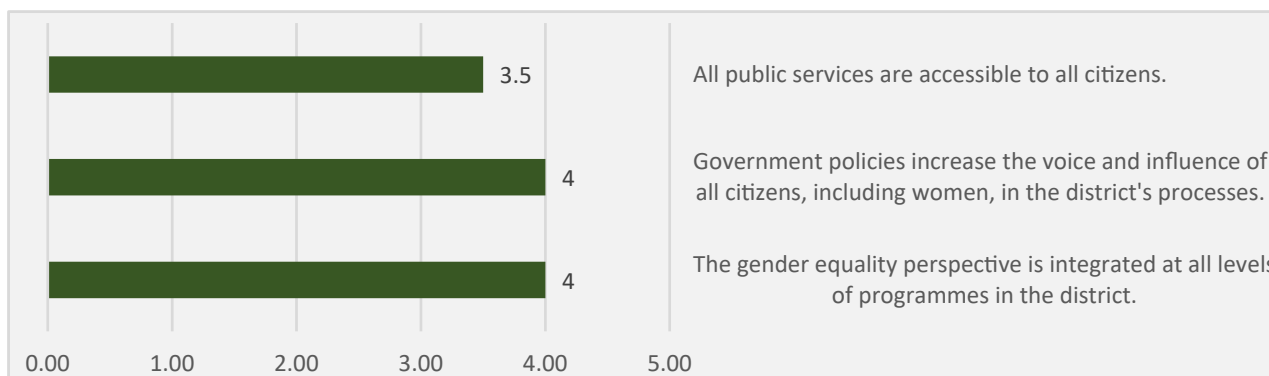
**Figure 58: Respondents' Testimonies on Responsive Service Delivery in Lira**



# Gender Inclusion

Overall, Lira district scored 3.8 in gender inclusion.

Figure 59: Gender Inclusion in Lira – Quantitative Scores



The above-listed scores stem from quantitative questionnaires and an assessors' peer review in Lira district. Triangulated with the qualitative assessment, the following conclusions are drawn:

- It should be noted that **citizens believe that public services are accessible to all citizens** in the sense that there is no or little discrimination **(3.5)**. There were, however, some complaints that services are not distributed fairly because leaders favour their sub-counties of origin and divert services from where they were allocated. There is general agreement that PWDs are excluded from programming, not invited to meetings and cannot access services.
- It is noteworthy that government policies have **successfully increased the voice and influence of all citizens**, including women, in the district **(4.0)**. Women are visible and hold leadership positions like DEO and the DCDO, District Health Information Officer and the District Drug Inspector. Many respondents said that local government action has furthered women's inclusion. However, there were accusations by women that government programmes are inclusive only in theory.
- Gender stereotypes persist in Lira, particularly in communities and homesteads. In all female discussions, women complained that men continue to dominate public discourse and women's views remain suppressed. In all male discussions, men complained that women receive more favourable treatment – they have more rights than men and are treated less strictly when they commit illegal actions. They also said that the alleged favourable treatment of women has led to increased cases of household violence.
- Nevertheless, the **gender equality perspective is exceptionally well integrated** at all levels of programmes in Lira **(4.0)**.



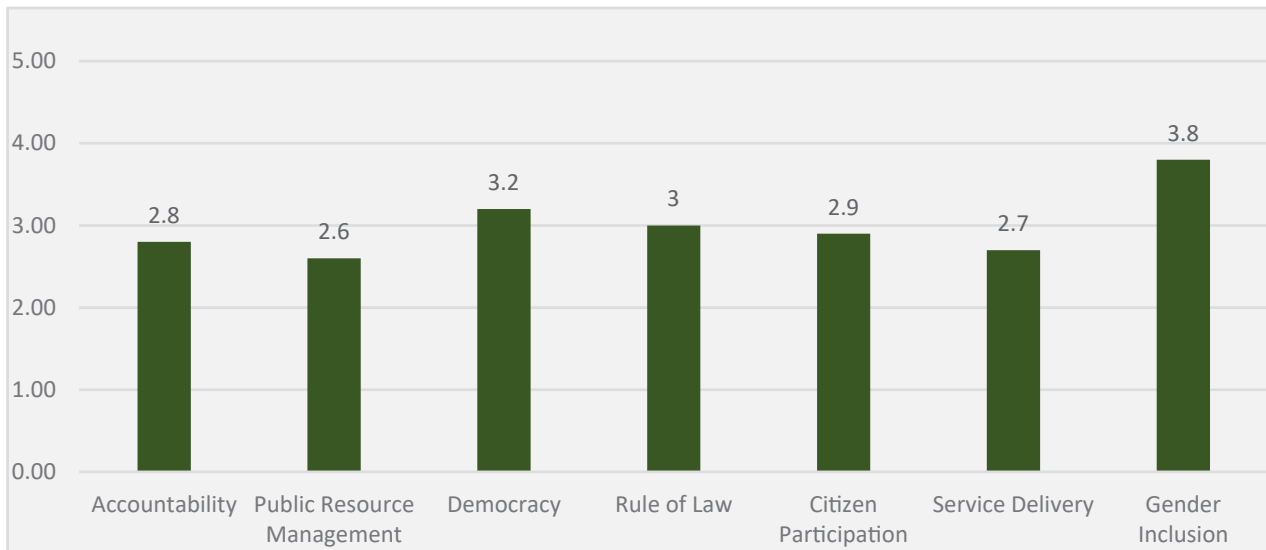
The following highlights the selected responses of respondents on issues relating to gender inclusion in Lira district.

Figure 60: Respondents' Testimonies on Gender Inclusion in Lira



# Summary of Lira District

Figure 61: Overall Performance of Lira District in the 2022 DPRM



Lira’s overall performance was rated fair in most areas and good in democracy (3.2) and gender inclusion (3.8). Performance in accountability (2.8) improved compared to 2021 and Lira has picked up slightly on PRM (2.6), which was poorly ranked in 2021. Lira’s performance in citizen engagement (2.9) and responsive service delivery (2.7) was rated significantly better than in 2021 and now presents mediocre scores.

Already in last year’s DPRM, there were cases where the quantitative scores did not match the picture presented by the qualitative interviews. This points to knowledge gaps among citizens and to citizen resignation to poor handling of governance and service delivery at the local level. Like in 2021, knowledge gaps are particularly evident in human rights and rule of law (3.0).

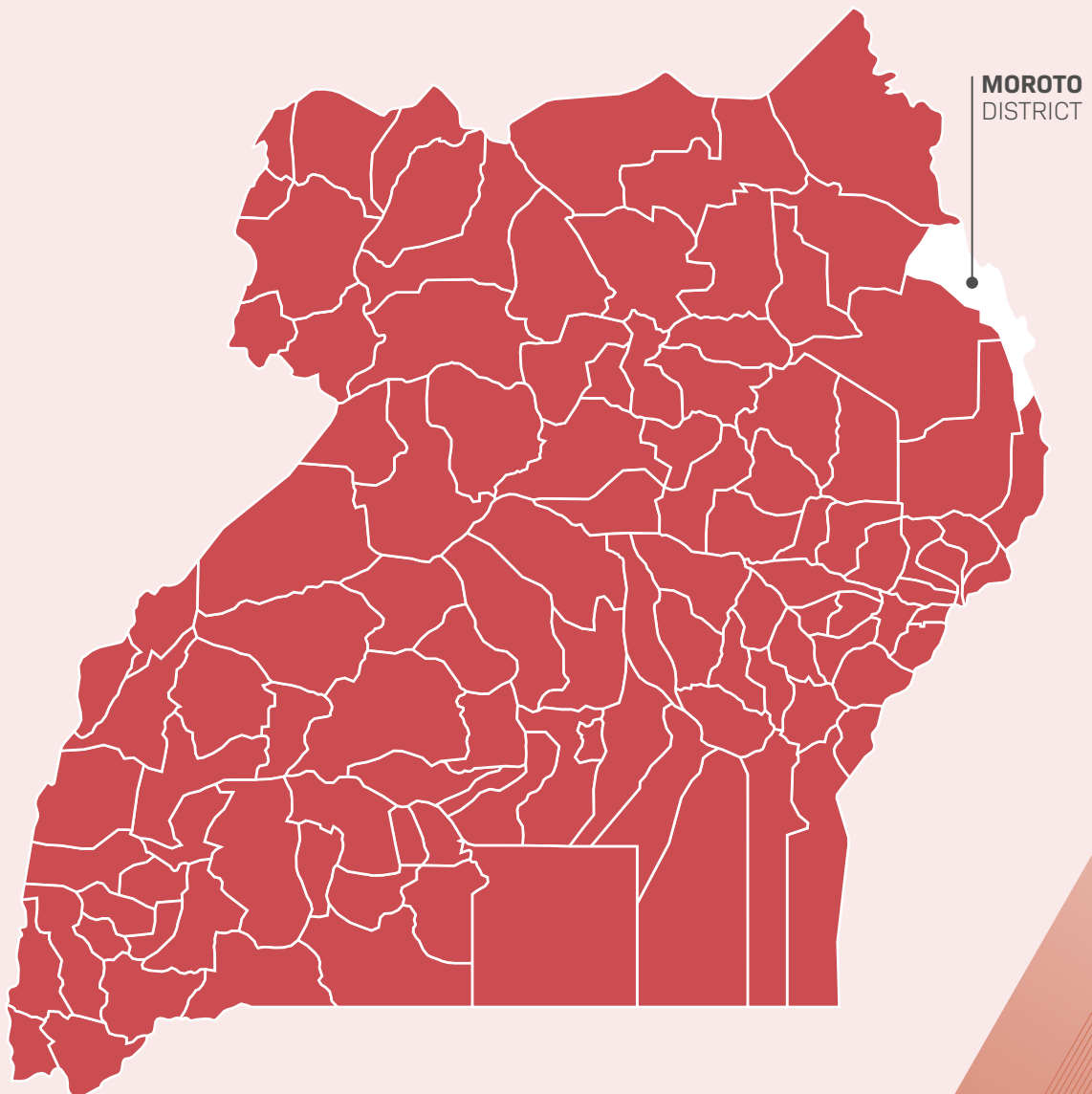
# Moroto District

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120,000 residents  
09 sub counties  
Located in Karamoja sub region

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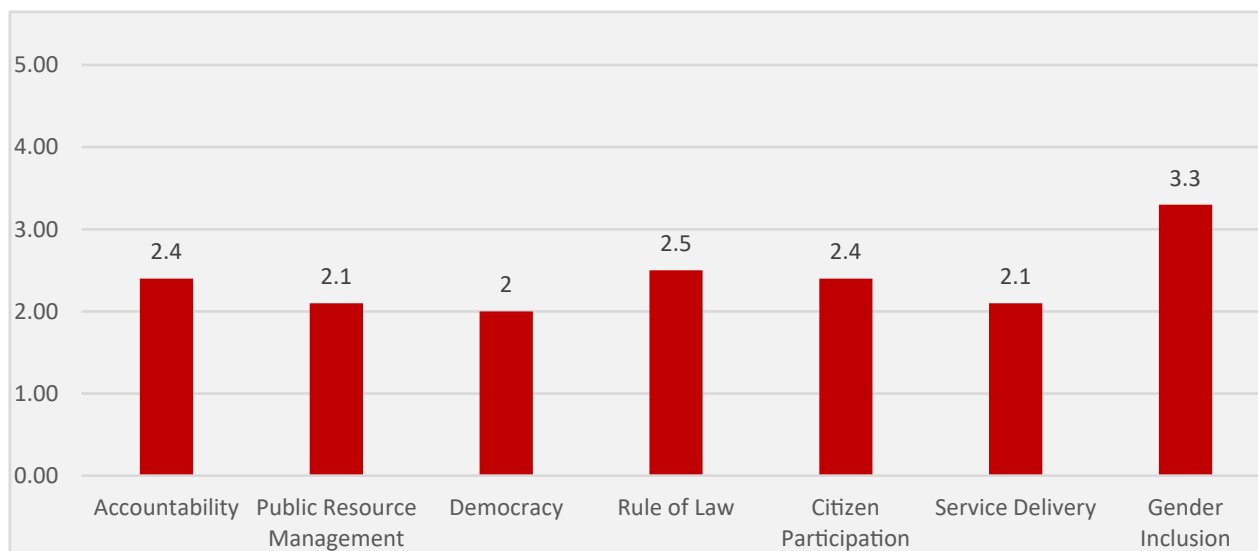
Evaluated by  
114 respondents  
7 focus group discussions  
20 key informant interviews  
4 days of district monitoring



# Accountability

Overall, Moroto district scored 2.4 in Accountability.

Figure 62: Accountability in Moroto – Quantitative Scores

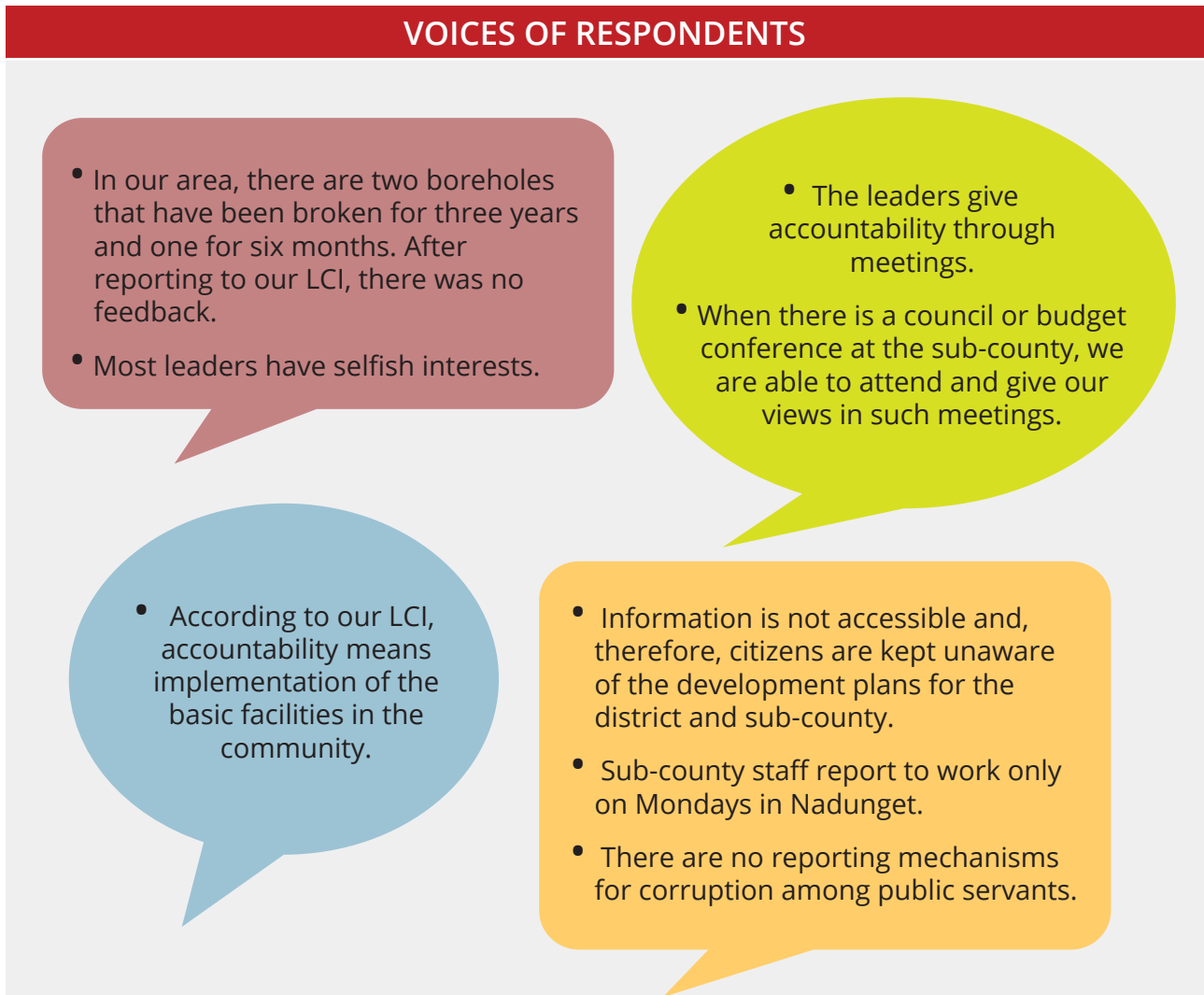


The above-listed scores stem from quantitative questionnaires and an assessors’ peer review in Moroto district. Triangulated with the qualitative assessment, the following conclusions are drawn:

- In Moroto, citizens have a fair understanding of accountability and define it as “keeping record and sharing it with the community on what you have done “. Nevertheless, almost 50% of respondents believe that citizens **do not demand accountability** from their leaders (2.5) and that they **fail to monitor development projects (2.0)**. In cases where citizens engage, they conduct monitoring through on-spot visits, attend meetings at village level and barazas organised by development partners or cast their votes.
- Those who attend meetings are rather passive as a result of cultural beliefs about public behaviour. As a result of intimidation and arrests by state actors, citizens are discouraged from becoming more active.
- The respondents point to corruption at the district and sub-county levels. Citizens condemn corruption but believe that they have no power to interfere. The respondents have **mixed views on whether corrupt individuals are sanctioned** and believe that this is rarely the case (1.9). Leaders are aware that they are monitored closely. Some high-profile corruption cases were taken to court and a NUSAF representative is currently under investigation. The district recently introduced e-payments to curb corruption in public offices. No effective methods have been introduced to fight the reported high absenteeism rate of sub-county staff in Nadunget.
- Leaders from time to time **inform citizens on their plans and actions (2.8)**. Some respondents complained that they were not given information on programme implementation. Others stated that information is shared but not easily accessible or truthful. Overall, leaders use meetings, public notice boards, TV, public campaigns, SMS messages and radio to inform.
- The respondents believe that leaders **do not sufficiently take the opinions of citizens into account to make decisions (2.7)**. Citizens stated that only leaders at LCI level respect citizens’ views and forward them to the parish or sub-county. The respondents were, however, aware that there are differences: Some leaders gladly accept citizens’ input, while others are arrogant towards them. In Katikekile, citizens felt that the MP took their concerns into account when two roads and a school were built.

The following highlights the selected responses of respondents on issues relating to accountability in Moroto district.

Figure 63: Respondents' Testimonies on Accountability in Moroto District



# Public Resource Management

Overall, Moroto district scored 2.1 in Public Resource Management (PRM).

Figure 64: Public Resource Management in Moroto – Quantitative Scores

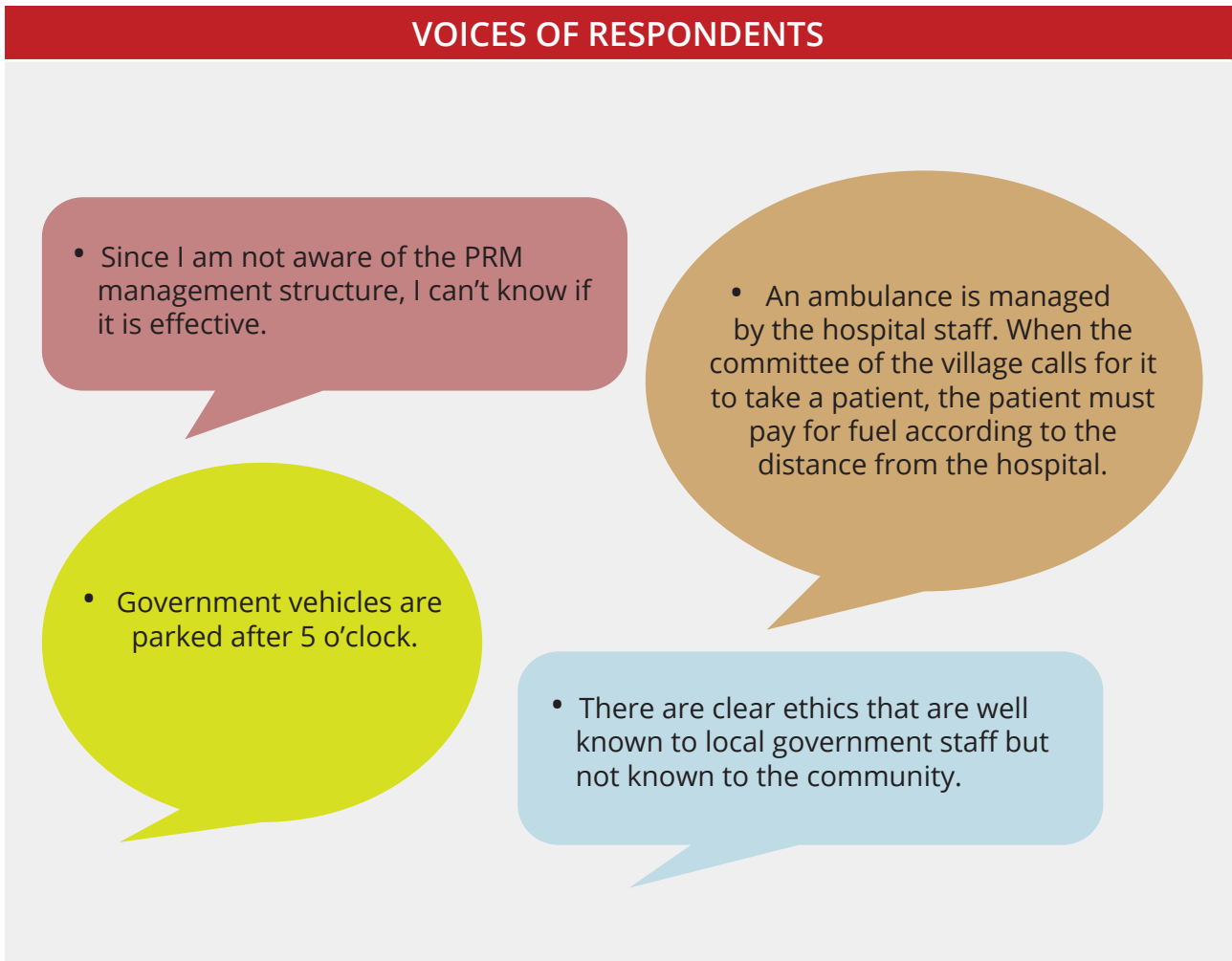


The above-listed scores stem from quantitative questionnaires and an assessors' peer review in Moroto district. Triangulated with the qualitative assessment, the following conclusions are drawn:

- There was evidence that **rules and effective procedures for public resource management** are in place in Moroto. However, more than half of all **respondents are unaware of this (2.8)**, suggesting that there are massive knowledge gaps about PRM. In Katikikile, the respondents stated that nobody is aware of the rules and procedures for PRM. In a focus group discussion in Nadunget, none of the participants were aware whether resources are handled with integrity, transparency and accountability, suggesting that citizens lack information and sensitisation in this matter. District officials confirmed this observation and noted that high illiteracy rates are a limiting factor in Moroto.
- The respondents **strongly disagree that public resources are managed with integrity, transparency and accountability (1.6)**. There are various complaints: The Nadunget respondents stated that financial information is purposely kept away from them. Leaders were accused of personally profiting from public resources. One respondent spoke up about the mining sector and said that resources here are poorly managed to the disadvantage of the local communities. There is uncontrolled mineral exploitation. On the contrary, district officials stated that there is relatively good adherence to PRM procedures
- Similarly, **procedures for public resource management have not led to good financial governance (1.7)**. Key informants stated that processes are bureaucratic so that resource allocation is usually marred by delays.

The following highlights the selected responses of respondents on issues relating to public resource management in Moroto district.

**Figure 65: Respondents' Testimonies on Public Resource Management in Moroto**

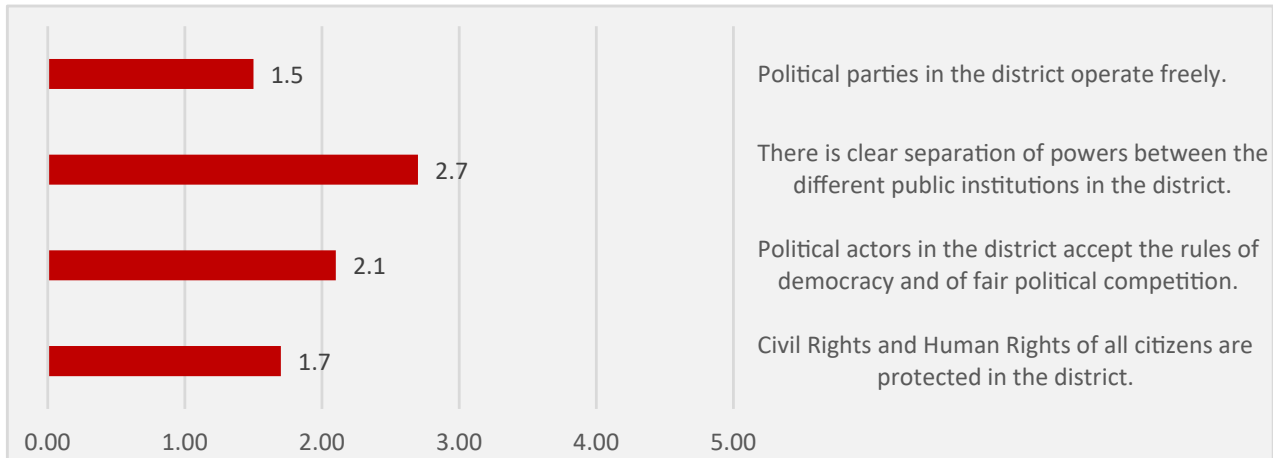


*Focus Group Discussion ongoing in Katikekile Sub county, Moroto District.*

# Democracy

Overall, Moroto district scored 2.0 in Democracy

Figure 66: Democracy in Moroto - Quantitative Scores



The above-listed scores stem from quantitative questionnaires and an assessors' peer review in Moroto district. Triangulated with the qualitative assessment, the following conclusions are drawn:

- Moroto citizens believe that **democracy exists in the district** because elections are held. They also feel empowered because they can cast their votes during elections. Citizens, however, stated that there is no freedom regarding who to vote for and that opposition party followers are physically abused, intimidated and arrested at the behest of the ruling party. Overall, citizens believe that political actors in Moroto district **flout the rules of democracy and fair political competition (2.1)**. Vocal citizens are systematically bribed not to speak up against such irregularities. The fact that citizens believe democracy exists while at the same time observing these restrictions makes it clear that the respondents have **an insufficient understanding of democracy** and merely connect it to the fact that elections are run.
- In Moroto, the respondents complain that **political parties do not operate freely** and face severe restrictions **(1.5)**. The respondents noted that there is only space for the ruling party to operate freely. All other parties are systematically obstructed. Officials stated the contrary and claimed that all parties operate freely and that opposition parties are only weak because they lack grassroots structures to effectively mobilise votes.
- In public institutions, **separation of powers is usually safeguarded but shortcomings were noted (2.7)**.
- The respondents feel that the **civil and human rights of citizens** in Moroto **are not protected well (1.7)**. While citizens know their rights, e.g. the right to education, life and freedom of speech, they note that there is a lack of protection. They reported violations such as child labour, land grabbing, restrictions on freedom of assembly and torture during security operations. Even officials second these observations: A high-ranking official stated that violations of human rights may have occurred during the disarmament exercises. The official also pointed out that female genital mutilation (FGM), child labour and early marriages are a persistent problem. Citizens added that some community members, too, do not uphold these laws and violate them.



The following highlights the selected responses of respondents on issues relating to democracy in Moroto district.

**Figure 67: Respondents' Testimonies on Democracy in Moroto**



# Rule of Law

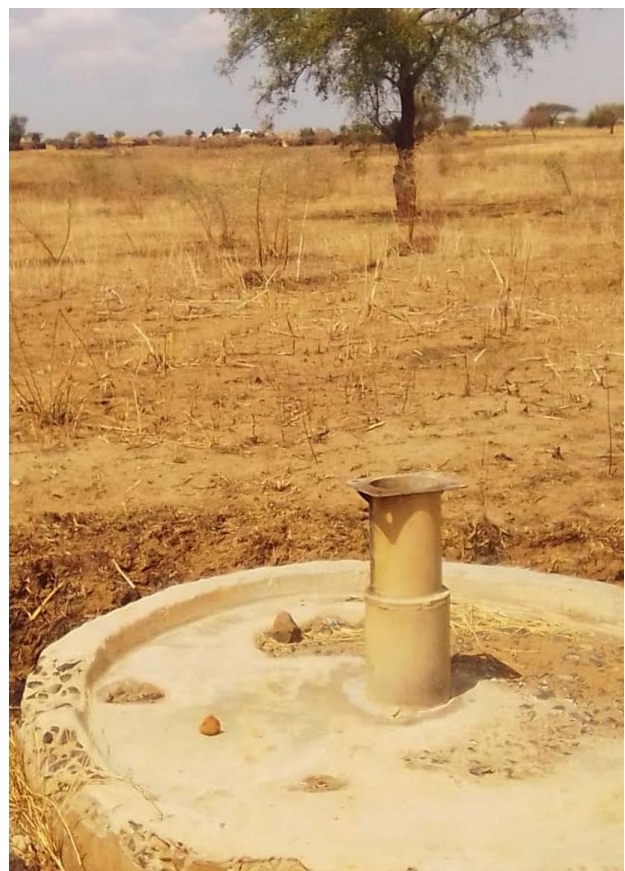
Overall, Moroto district scored 2.5 in Rule of Law.

Figure 68: Rule of Law in Moroto – Quantitative Scores



The above-listed scores stem from quantitative questionnaires and an assessors' peer review in Moroto district. Triangulated with the qualitative assessment, the following conclusions are drawn:

- The respondents voiced concerns that there is discrimination as **not all citizens are treated equally before the law (2.7)**. In Katikekile, the respondents noted that police and courts do not treat citizens fairly. There is a lot of bribery and there are cases where state institutions undoubtedly acted outside the law. The respondents in Nadunget were undecided as to whether there is equal treatment before the law.
- Those **who violate laws tend to be held accountable (3.0)**. A key informant said that cases of defilement are common and are handled by state institutions. Another informant stated that cases are transferred to court if the offenders are caught before they vanish. There are examples where the official justice system has failed to adhere to its processes. The respondents gave various examples of mob justice. Additionally, there is bribery so that cases are thrown out of court.
- Overall, the respondents believe that state institutions in Moroto district **do not operate in accordance with the law (1.8)**. Examples were given above, where security forces violate the human and civil rights of citizens in Moroto district.



*A vandalised borehole in Nadunget Sub county, Moroto District*

The following highlights the selected responses of respondents on issues relating to rule of law in Moroto district.

**Figure 69: Respondents' Testimonies on Rule of Law in Moroto**



# Citizen Participation

Overall, Moroto district scored 2.4 in Citizen Participation.

Figure 70: Citizen Participation in Moroto – Quantitative Scores

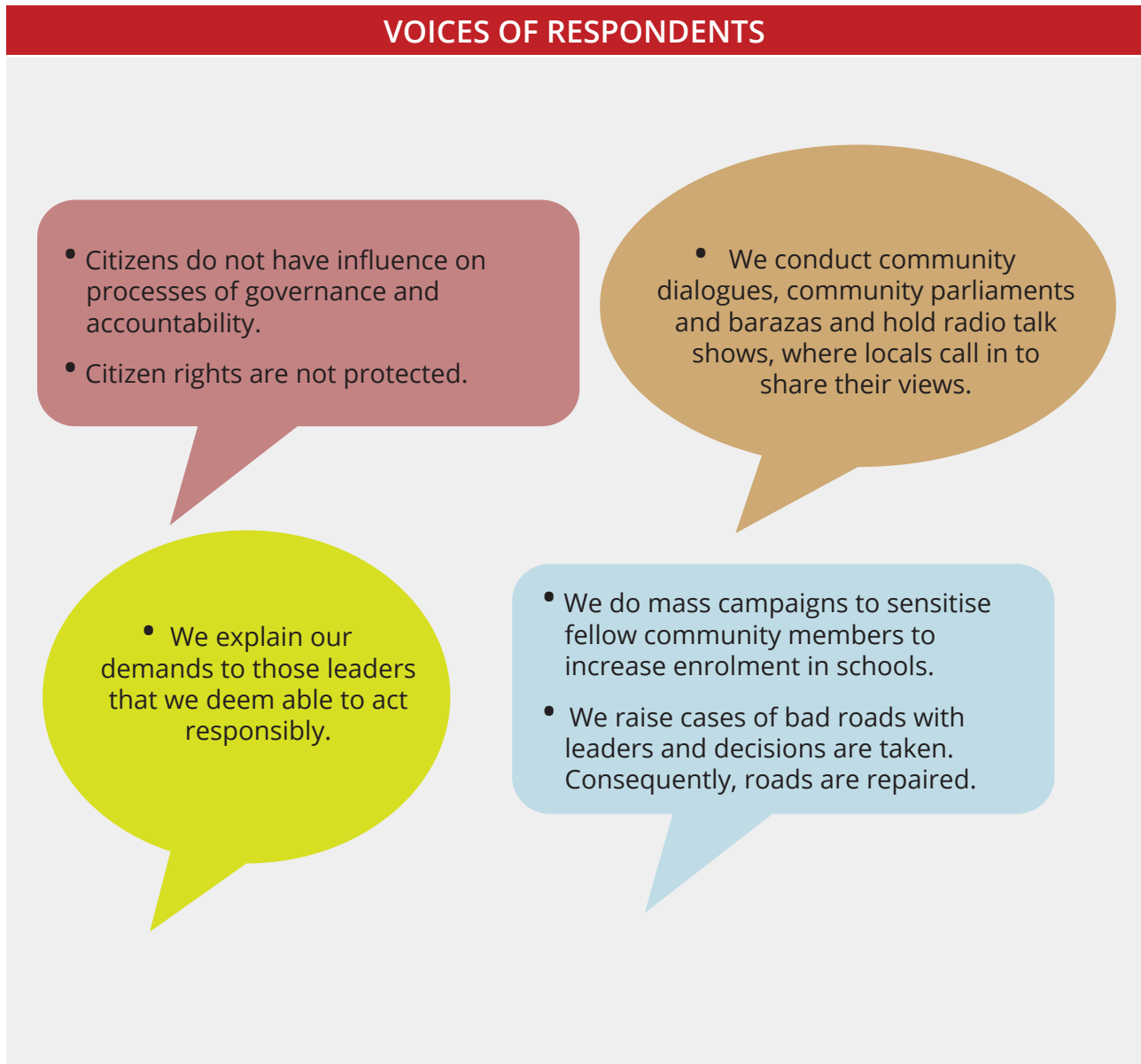


The above-listed scores stem from quantitative questionnaires and an assessors' peer review in Moroto district. Triangulated with the qualitative assessment, the following conclusions are drawn:

- Citizens in Moroto have a general understanding of the meaning and importance of citizen participation. They translate this into action and **participate to a fair extent in political and governance processes in the district (2.9)**. Citizens are limited in their free participation when they try to raise problematic issues – like corruption or neglect. Raising such topics may have repercussions for the whistleblower.
- Citizens vote in elections and explicitly stated that voting is an expression of citizen participation because “the electoral process produces leaders that can ably represent the community”. After voting, citizens involve their leaders in and check on accountability. They sometimes **monitor projects and demand accountability from their leaders (2.3)**. In spite of this engagement, high illiteracy levels limit the effectiveness of citizen participation.
- Some respondents claimed that they have no influence on issues of security and food security. It is, however, curious that the majority of respondents believe that citizens in Moroto **do not influence decisions in the governance process (1.9)**, while at the same time they cite so many positive examples of influencing decisions. Following citizen lobbying, a road in Moroto was worked on, drugs were re-supplied, health centres were staffed better, more children were sponsored in education and schools were renovated. As a result of citizens addressing school enrolment, in one school in Moroto, enrolment shot up from 180 to 325 pupils.

The following highlights the selected responses of respondents on issues relating to citizen participation in Moroto district.

**Figure 71: Respondents' Testimonies on Citizen Participation in Moroto**



# Responsive Service Delivery

Overall, Moroto district scored 2.1 in Responsive Service Delivery

Figure 72: Responsive Service Delivery in Moroto – Quantitative Scores

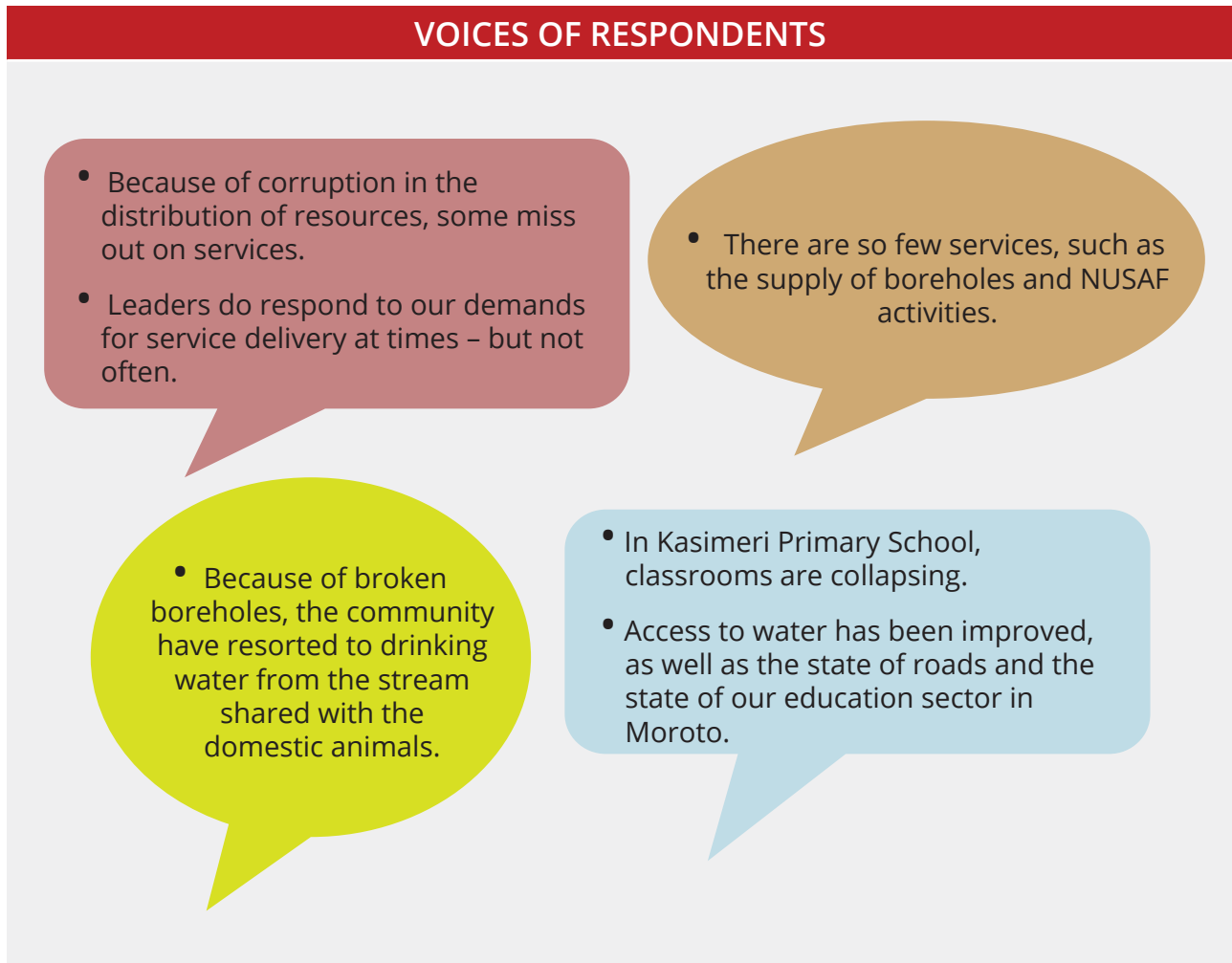


The above-listed scores stem from quantitative questionnaires and an assessors' peer review in Moroto district. Triangulated with the qualitative assessment, the following conclusions are drawn:

- There is evidence that Moroto **has policies and targets in place to guide responsive service delivery (3.8)**. Citizens responded positively to questions on target-setting and noted that they made leaders aware of community needs. The Nadunget respondents held concrete citizen consultations about service delivery. Leaders stated that service delivery planning is conducted through a bottom-up approach and driven by demand.
- It is, however, clear that the district **significantly underperforms in meeting its targets for service delivery (1.3)** and the respondents were **highly dissatisfied with the quality and quantity of services delivered to the citizens (1.8)**. Generally, many respondents did not receive services because the coverage was insufficient. Officials confirmed this observation and stated that "much work remains to be done". They also noted that food insecurity and hunger are major problems in the district that the available funds cannot even begin to address. Services were, however, also not distributed fairly and some felt that certain areas or groups had been treated with partiality. There are reports of corruption in the distribution of resources so that some citizens miss out on services.
- Positive examples for service delivery were named: Roads were worked on, schools were opened and social assistance programmes like OWC, UWEP, Emyooga and NUSAF were implemented and continue to be operational. In the health sector, there have been vaccination campaigns that reached the entire target population (100% for polio) or large segments of them (70% for COVID-19).

The following highlights the selected responses of respondents on issues relating to responsive service delivery in Moroto district.

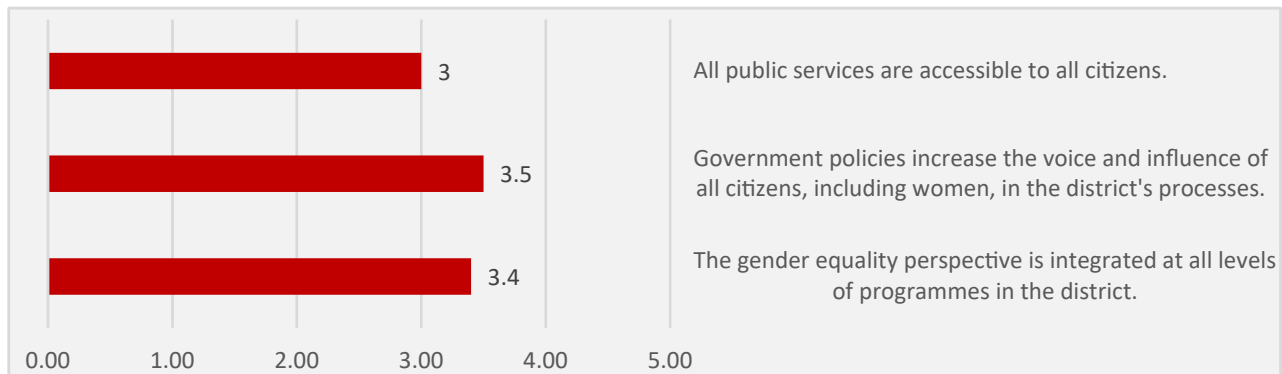
**Figure 73: Respondents' Testimonies on Responsive Service Delivery in Moroto**



# Gender Inclusion

Overall, Moroto district scored 3.3 in gender inclusion.

Figure 74: Gender Inclusion in Moroto – Quantitative Scores



The above-listed scores stem from quantitative questionnaires and an assessors' peer review in Moroto district. Triangulated with the qualitative assessment, the following conclusions are drawn:

- In Moroto, **services are generally accessible** to the majority of **citizens without discrimination (3.0)**. For example, respondents stated that services at health facilities are inclusive and serve both genders. The respondents believe that all programmes benefit both genders. There were complaints of some cases where the distribution of services was not equitable.
- Government policies have been **highly effective in strengthening the voice and increasing the influence of all citizens**, particularly of women, in Moroto **(3.5)**. Owing to affirmative action policies, women are increasingly elected into leadership positions. There is awareness of the paradigm of inclusion and citizens explain that inclusion necessarily requires a participatory approach to programming. The respondents noted that gender stereotypes, however, still exist and that men “think they are better than women”.
- This suggests that the outputs of affirmative action are tangible but not necessarily a reflection of a mindset change within the population.
- Community members are aware that policies mainstream gender inclusion because Moroto has integrated the **gender equality perspective exceptionally well at all levels of programming** in the district **(3.4)**. Hence, there is affirmative action for disadvantaged groups. For instance, when drugs are supplied by the government, communities take care to ensure that also PWDs, the youth and the elderly have access to these. Though various groups receive special attention (especially the youth, the elderly and PWDs) in service delivery, mothers complained that infants and small children are not sufficiently considered in inclusive programming.



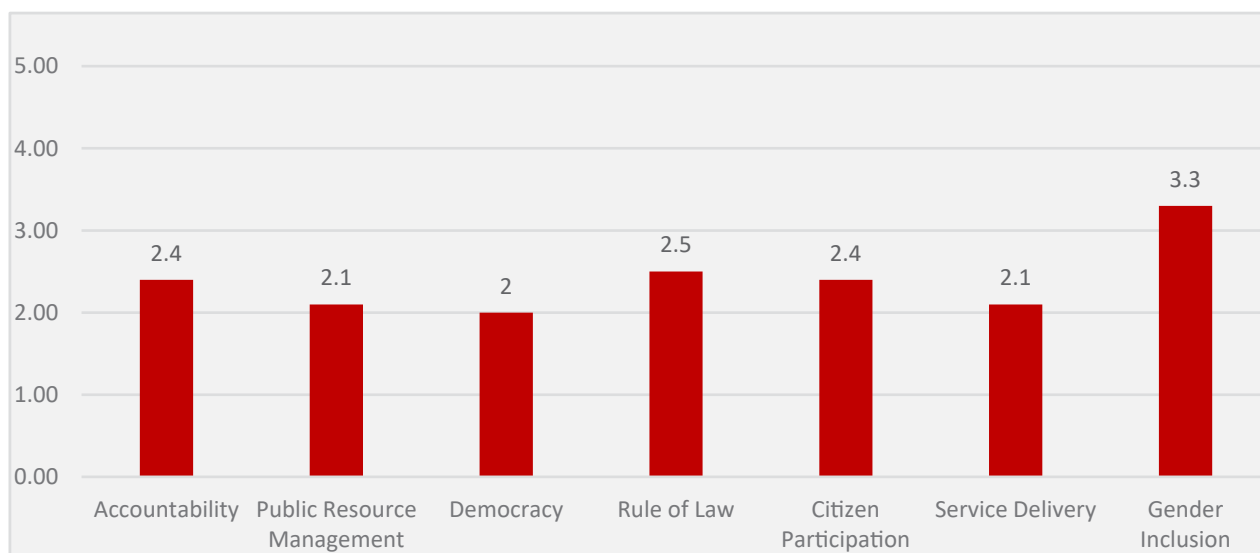
The following highlights the selected responses of respondents on issues relating to gender inclusion in Moroto district.

**Figure 75: Respondents' Testimonies on Gender Inclusion in Moroto**



# Summary of Moroto District

Figure 76: Overall Performance of Moroto District in the 2022 DPRM



The performance of Moroto is similar to the DPRM results of 2021. Again, **gender inclusion (3.3)** was the best-scored area and even picked up slightly. Mediocre scores for **accountability (2.4)**, **rule of law (2.5)** and citizen participation (2.4) indicate a steady performance of the district. Public resource management was scored low (**2.1**), just like in 2021, which shows that the district needs to tackle transparency, accountability and integrity in the management of public resources and also urgently needs to sensitise local communities on the procedures involved in PRM.

There are some worrying trends: **Democracy (2.0)** and **responsive service delivery (2.1)** performed comparatively worse than in the last DPRM. In 2021, **human rights** were scored highly in Moroto; while in 2022, the score was among the lowest recorded (**1.7**). Insecurity in Karamoja and governmental counteraction might be reasons that explain the steep drop in these scores but a closer examination in the form of a dialogue between citizens and duty-bearers is necessary.

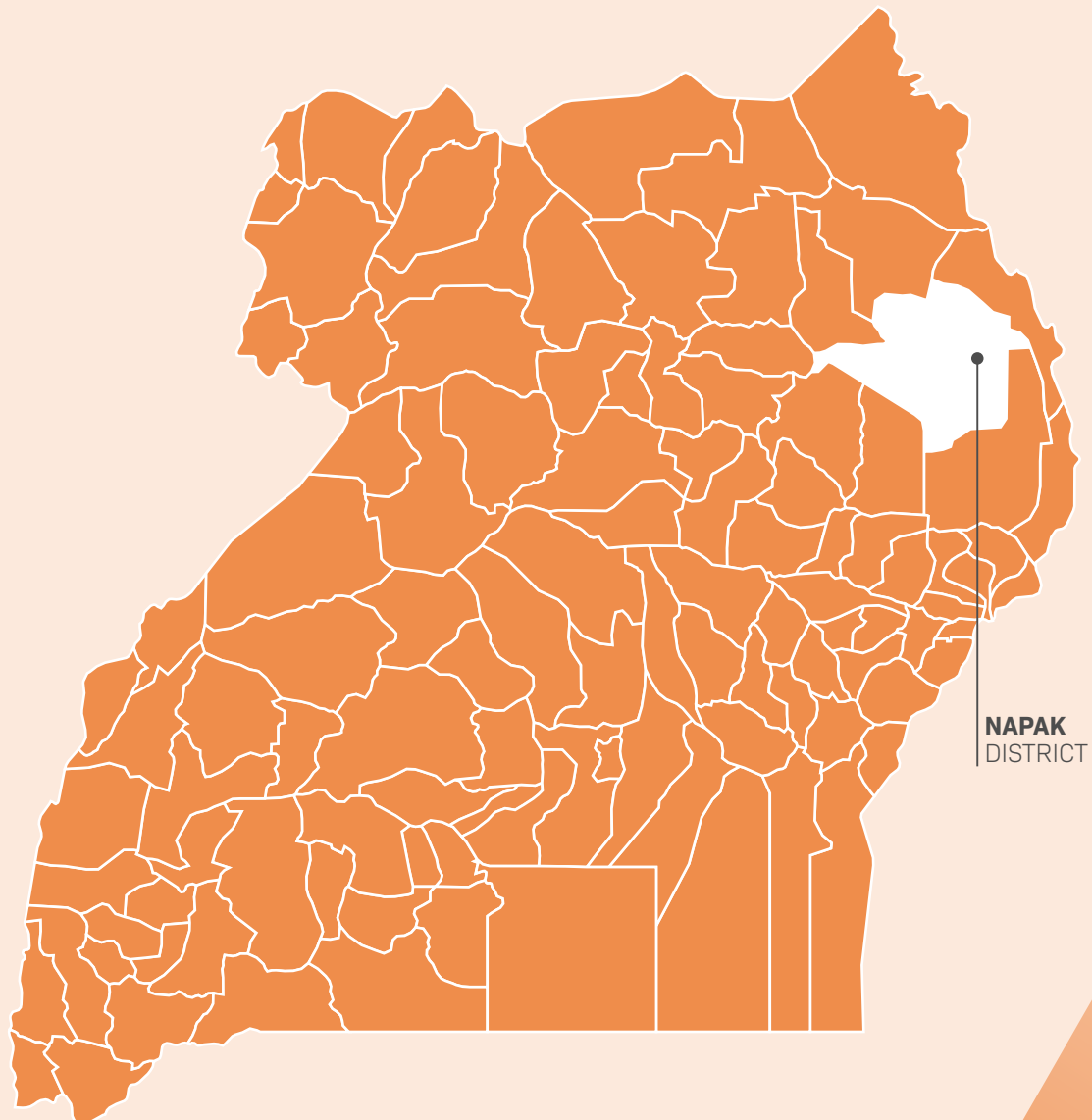
# Napak District

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160,000 residents  
14 sub counties  
Located in Karamoja sub region

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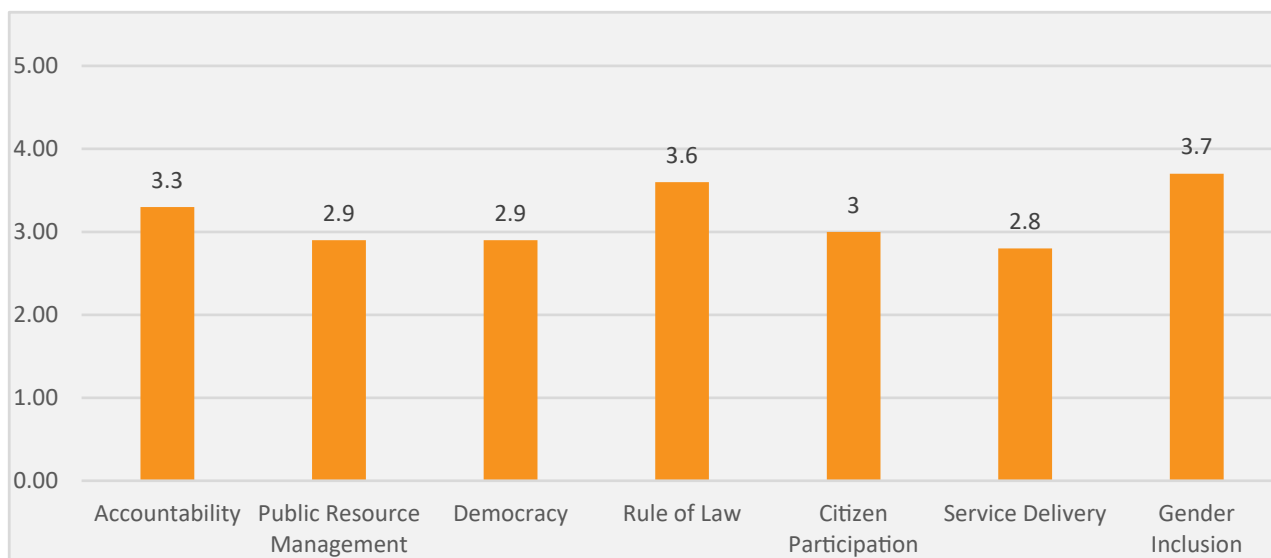
Evaluated by  
77 respondents  
6 focus group discussions  
15 key informant interviews  
4 days of district monitoring



# Accountability

Overall, Napak district scored 3.3 in Accountability.

Figure 77: Accountability in Napak – Quantitative scores



The above-listed scores stem from quantitative questionnaires and an assessors’ peer review in Napak district. Triangulated with the qualitative assessment, the following conclusions are drawn:

- The respondents in Napak defined accountability as “being answerable and transparent in what you do”. This well-rounded understanding has resulted in citizens **strongly demanding accountability from their leaders (3.6)**. They engage in meetings with the leaders, barazas and radio shows and also through **actively monitoring development projects (3.3)**.
- Corruption exists from lower local government up to the top leadership. Anti-corruption mechanisms and procedures are in place but not always strictly followed by authorities. In Iriiri, corruption cases were reportedly silenced. A different picture presents itself in Lorengecora, where leaders sensitise about corruption and procedures for reporting are in place. Consequently, legal action is taken against the corrupt, and convicted criminals have to pay back funds or their properties are confiscated. Overall, the respondents are of the view that **corrupt leads and citizens are sanctioned effectively**. Hence, anti-corruption mechanisms work **(3.6)**.
- **Leaders sometimes inform citizens about plans and actions** under their mandates but shortcomings persist **(3.2)**. Information is shared through LCI notifications, on radio and TV and in the press, in churches and through community focal persons. Because many citizens have only limited access to these channels, their ability to access information regularly is limited. The respondents complain that information is not always truthful.
- Citizens regularly voice opinions and concerns but feel that leaders only **sometimes take their opinions into account for decision-making in the district (3.0)**. Some respondents are of the view that leaders only come to consult them in order to receive allowances and bribes.

The following highlights the selected responses of respondents on issues relating to accountability in Napak district.

**Figure 78: Respondents' Testimonies on Accountability in Napak District**



# Public Resource Management

Overall, Napak district scored 2.9 in Public Resource Management (PRM).

Figure 79: Public Resource Management in Napak – Quantitative Scores

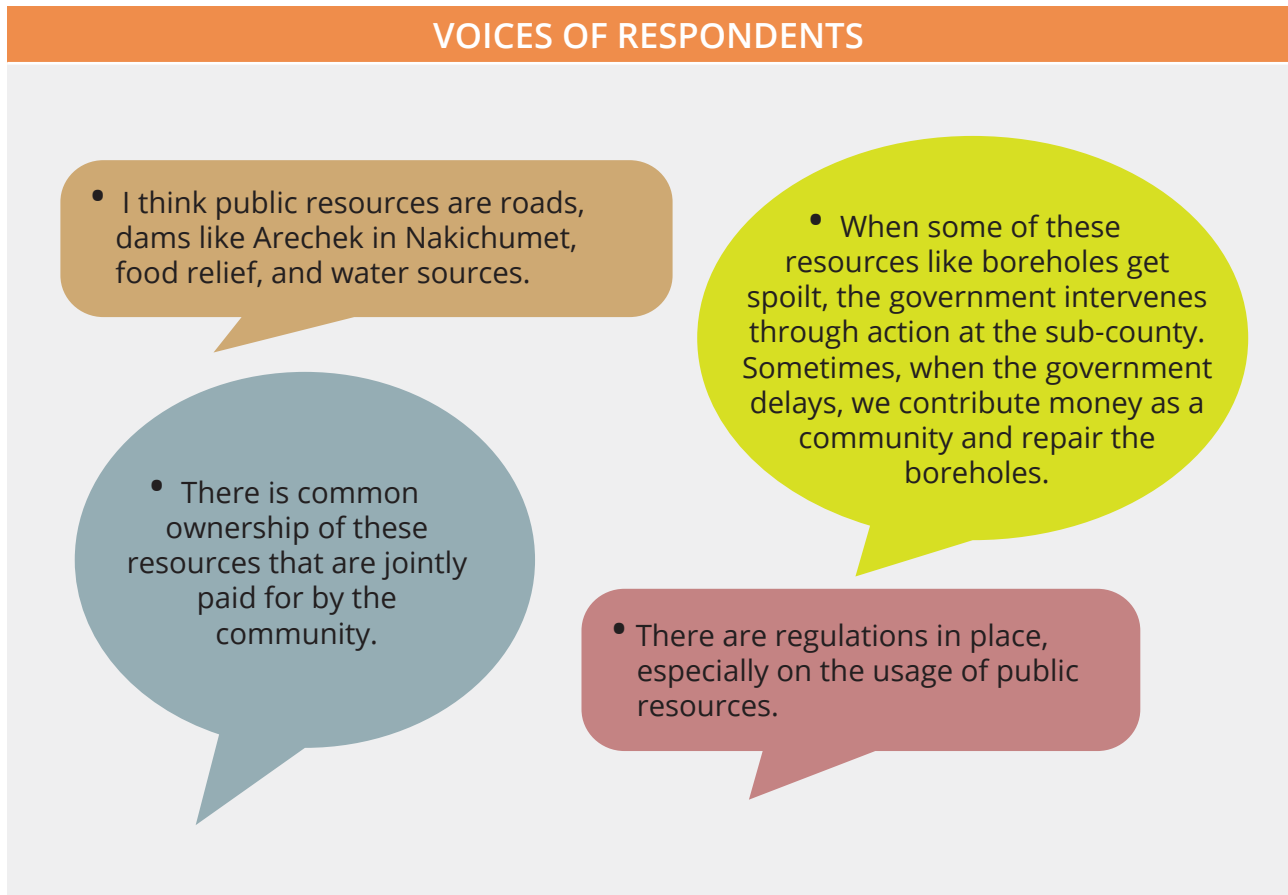


The above-listed scores stem from quantitative questionnaires and an assessors' peer review in Napak district. Triangulated with the qualitative assessment, the following conclusions are drawn:

- Officials and the majority of respondents in Napak stated **that rules and effective procedures for public resource management are in place (3.4)**.
- Communities have a fair understanding of what public resources are and believe that they **are not sufficiently managed with integrity, transparency or accountability (2.6)**. **Citizens monitor public resources and**, when issues with publicly accessible resources like boreholes emerge, citizens engage the sub-county to work on them. The respondents stated that in Lorengecora, public resources are handled with care. There are parish development committees in place to identify issues and push them to the sub-county.
- This situation has led to **insufficient financial governance (2.8)**. In cases where government action delays, communities themselves contribute to fix the issue. It is positive that the respondents indicated a sense of community ownership of public resources.

The following highlights the selected responses of respondents on issues relating to public resource management in Napak district.

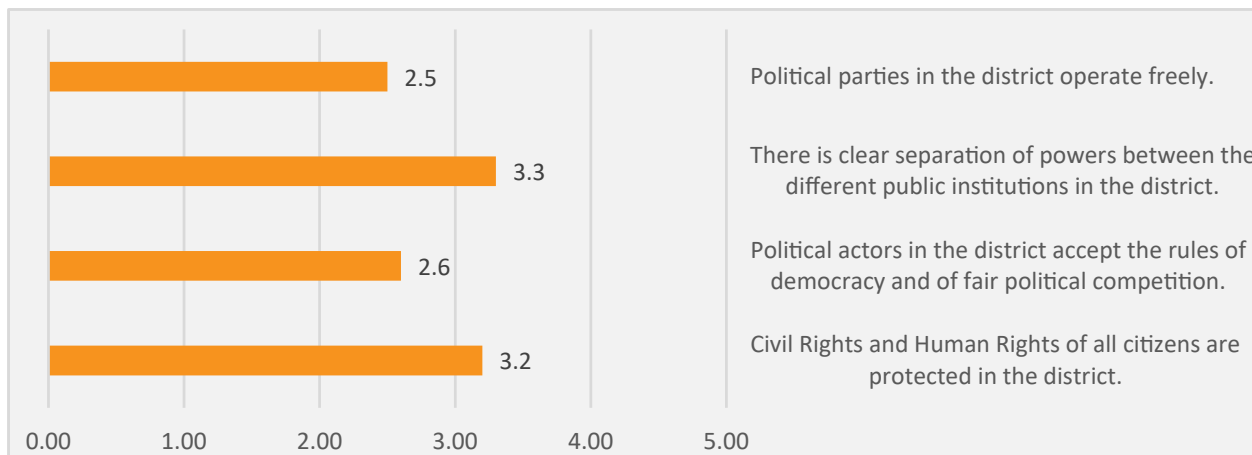
**Figure 80: Respondents' Testimonies on Public Resource Management in Napak**



# Democracy

Overall, Napak district scored 2.9 in Democracy

Figure 81: Democracy in Napak – Quantitative scores



The above-listed scores stem from quantitative questionnaires and an assessors' peer review in Napak district. Triangulated with the qualitative assessment, the following conclusions are drawn:

- While 50% of the respondents in Napak believe that political parties operate freely, a fifth of the respondents strongly disagree with this. This paints a **mediocre picture of freedom of political parties (2.5)**. Multipartyism cannot expand as the opposition faces barriers. According to the respondents, NUP was obstructed during the elections and an FDC representative was chased away. The police applied double standards during the pandemic, when opposition parties were not allowed to hold rallies because of the SOPs but the ruling party was able to hold them.
- The respondents think that **civil and human rights are fairly well protected in Napak (3.2)**. Citizens are generally aware of their rights and freedoms but note that not all rights are protected. An example was a case of land grabbing that stripped the concerned individuals of their livelihoods. Female respondents said that they can only exercise the "power of the people" through a male relative. On the other hand, in Lotome, the respondents noted that there is a fruitful working relationship between citizens and the state regarding the protection of rights.
- The Lotome respondents were thankful for police and UPDF protection provided by the government and stated that their main concern regarding the protection of rights are actions of the cattle raiders and warriors.
- There is a need to address political actors' **unwillingness to accept the rules of democracy and fair political competition**. Napak's score in this area is mediocre (**2.6**). Freedom of association is restricted and political actors do not comply with democratic principles, particularly in times of election. Corruption and undue influence were recorded during the last elections. The respondents stated that votes were bought and citizens were intimidated – even by civil society. The older segment of the population has a strong aversion to NUP and stated that they interfered with young people's intention to vote for NUP. This shows that there is a political cleavage.
- The respondents generally agree that there is **adequate separation of powers between different public institutions in Napak (3.3)**.



The following highlights the selected responses of respondents on issues relating to democracy in Napak district.

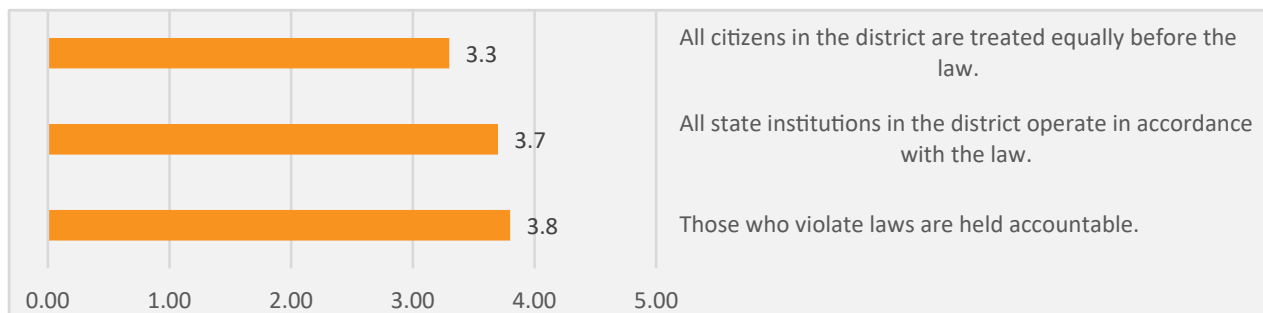
Figure 82: Respondents' testimonies on Democracy in Napak



# Rule of Law

Overall, Napak district scored 3.6 in Rule of Law.

Figure 83: Rule of Law in Napak – Quantitative Scores



The above-listed scores stem from quantitative questionnaires and an assessors' peer review in Napak district. Triangulated with the qualitative assessment, the following conclusions are drawn:

- The respondents in Napak note that although citizens are **mostly treated equally before the law**, there were some instances where this was not the case **(3.3)**. Even though the district scored well, the respondents complained that the poor are less likely to be served justice than the rich. The police were accused of being corrupt in handling and dropping cases.
- The overwhelming majority of the respondents believe that **Napak's state institutions operate lawfully (3.7)**. Yet again, this high score is relativised by citizens' complaints. The respondents stated that state institutions do not voluntarily investigate cases but ask for bribes to come to a crime scene and investigate a case.
- It should be noted that 90% of the respondents agreed that **Napak successfully apprehends law-breakers and that impunity is low (3.8)**. Yet some village leaders in Matany are accused of turning a blind eye to violations of the law and only respond in response to a fee (bribe) of 5,000 shillings.

The following highlights the selected responses of respondents on issues relating to rule of law in Napak district.

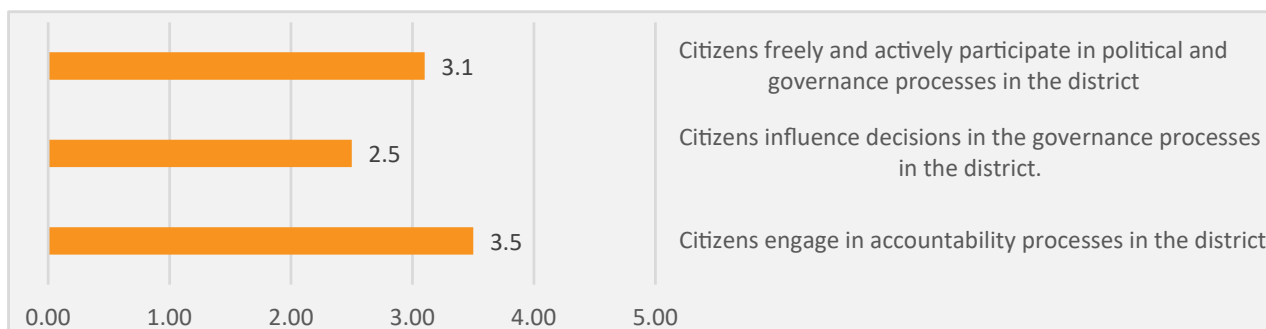
**Figure 84: Respondents' Testimonies on Rule of Law in Napak**



# Citizen Participation

Overall, Napak district scored 3.0 in Citizen Participation.

Figure 85: Citizen Participation in Napak - Quantitative scores



The above-listed scores stem from quantitative questionnaires and an assessors' peer review in Napak district. Triangulated with the qualitative assessment, the following conclusions are drawn:

- Citizens are well informed on their roles as community members and name, for example, advocacy, sensitisation and mobilisation as their obligations. They are also aware of the opportunities that electing leaders open up for the communities and many cast their vote after careful selection and review of party manifestos.
- Citizens **engage strongly in accountability processes (3.5)** in the district by demanding accountability from leaders and by monitoring development projects. They also **participate freely and actively in political processes (3.1)**, but some respondents stated that there were limitations to this (3.1). In Iriiri, women complained that they are not given opportunities to speak up in community meetings. Sometimes, citizens are not educated on issues or come unprepared, which hinders their participation. Citizens usually do not flag issues out of fear of being discriminated against later on.
- In spite of this active engagement, the respondents feel that **Napak's citizens only sometimes influence decisions in the district's governance process (2.5)**. Nonetheless, participation has caused positive results and has, most importantly, made leaders realise that citizens actively engage and want to be heard in the governance process. This has improved decision-making and made it more inclusive. Still, leaders do not always act responsively to issues that are raised.

The following highlights selected responses of respondents on issues relating to citizen participation in Napak district.

Figure 86: Respondents' testimonies on Citizen Participation in Napak

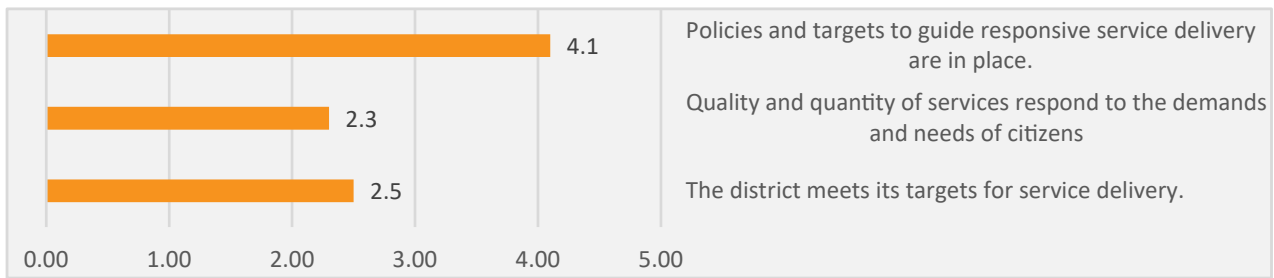


*A broken-down bridge in Lotome Subcounty, Napak District.*

# Responsive Service Delivery

Overall, Napak district scored 2.8 in Responsive Service Delivery

Figure 87: Responsive Service Delivery in Napak – Quantitative Scores

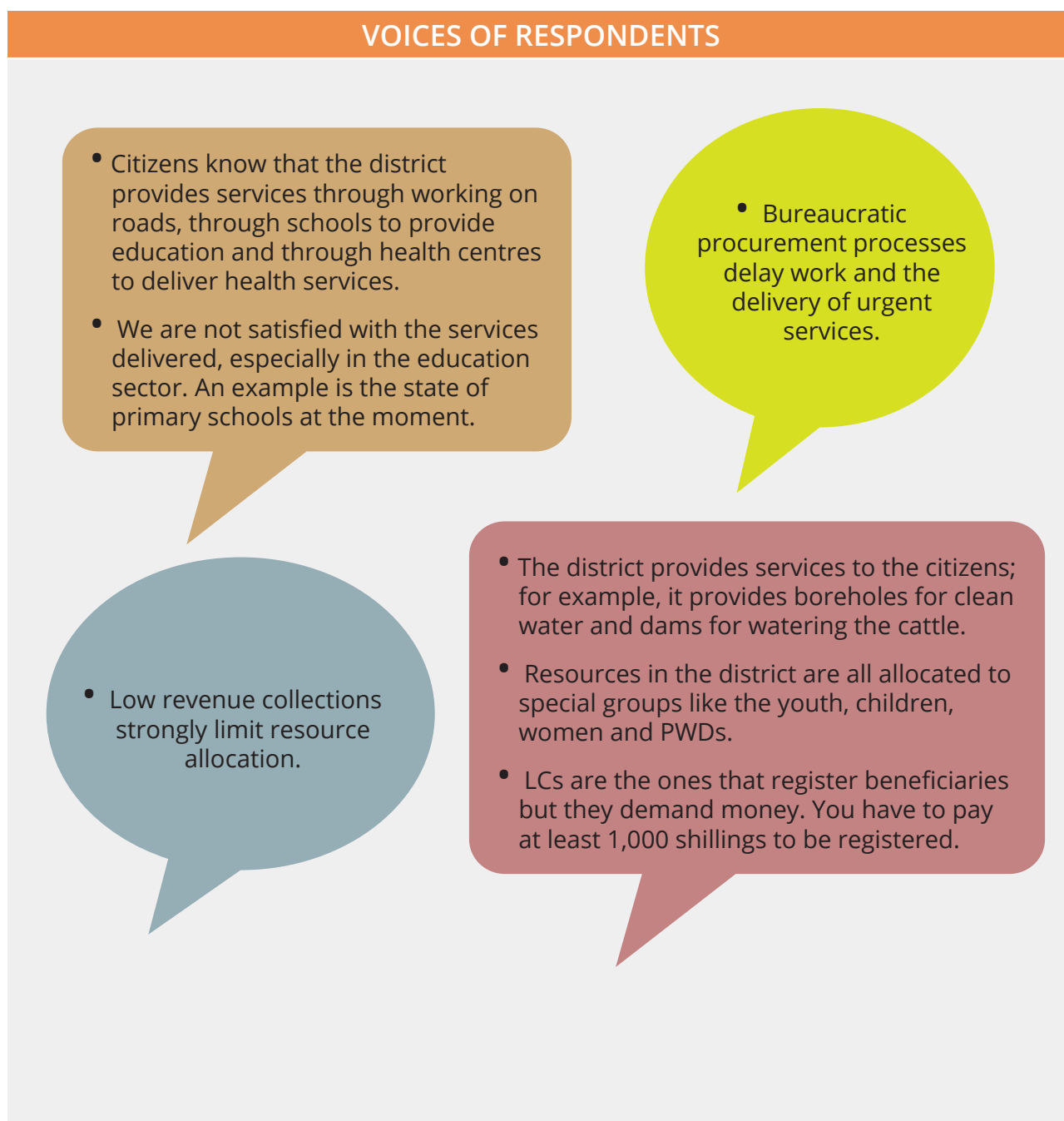


The above-listed scores stem from quantitative questionnaires and an assessors' peer review in Napak district. Triangulated with the qualitative assessment, the following conclusions are drawn:

- The survey showed that Napak has **policies and targets in place** to guide responsive service delivery **(4.1)**.
- These **do not translate into adequate provision of services** as the majority of respondents are dissatisfied with service delivery **(2.3)**. Particularly the quantity of services delivered was rated as poor. Citizens actively ask for services but at times their requests are denied due to lack of resources. This is particularly painful for citizens when the requests relate to basic amenities that rank high on the priority list of secure livelihoods. For instance, borehole repairs were requested and not answered.
- The district **does not fulfil most of its targets for service delivery (2.5)**. Officials stated that due to extremely high poverty levels, service delivery cannot keep up with the demand for services.

The following highlights the selected responses of respondents on issues relating to responsive service delivery in Napak district.

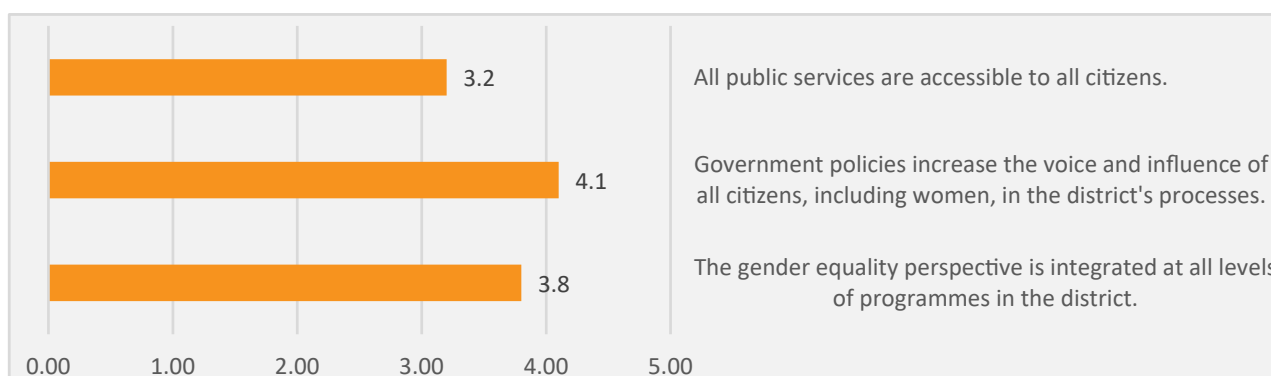
**Figure 88: Respondents' Testimonies on Responsive Service Delivery in Napak**



# Gender Inclusion

**Overall, Napak district scored 3.7 in Gender Inclusion.**

Figure 89: Gender Inclusion in Napak – Quantitative scores



The above-listed scores stem from quantitative questionnaires and an assessors' peer review in Napak district. Triangulated with the qualitative assessment, the following conclusions are drawn:

- The respondents noted that **public services are mostly accessible to all citizens**, though discrimination was noted in some cases (**3.2**). It was noted that there are insufficient services for PWDs. The respondents noted that citizens who were not born and raised in Napak face a lot of distrust and are continuously discriminated against. Overall, citizens and leaders were both criticised for being greedy in service delivery so that favouritism dominates in distribution.
- In Napak, the effect of government policies on **strengthening the voice and increasing the influence of women in the district's processes was exceptionally high (4.1)**. Women said that they were previously not able to attend community meetings and that they are happy this has changed. Women's empowerment has particularly been effective among people of higher socioeconomic status, particularly when they are literate. In such households, men sometimes contribute to household chores and women sometimes earn an income. Gender inclusion is largely absent for illiterate households. Empowered women are also elected as leaders but this is not undisputed in the communities. The respondents made an explicit point that gender equality does not relieve a woman from the obligation to respect her husband. Citizens in Lorengecora actively use community meetings to discuss such questions of gender roles.
- The district **scored positively for integrating the gender equality perspective at all levels of programmes in the district (3.8)**. Policies are in place to promote gender equality. For example, an official stated that women and PWDs take priority when bursaries are available. The respondents in Iriiri felt that women are unduly favoured in the provision of services.



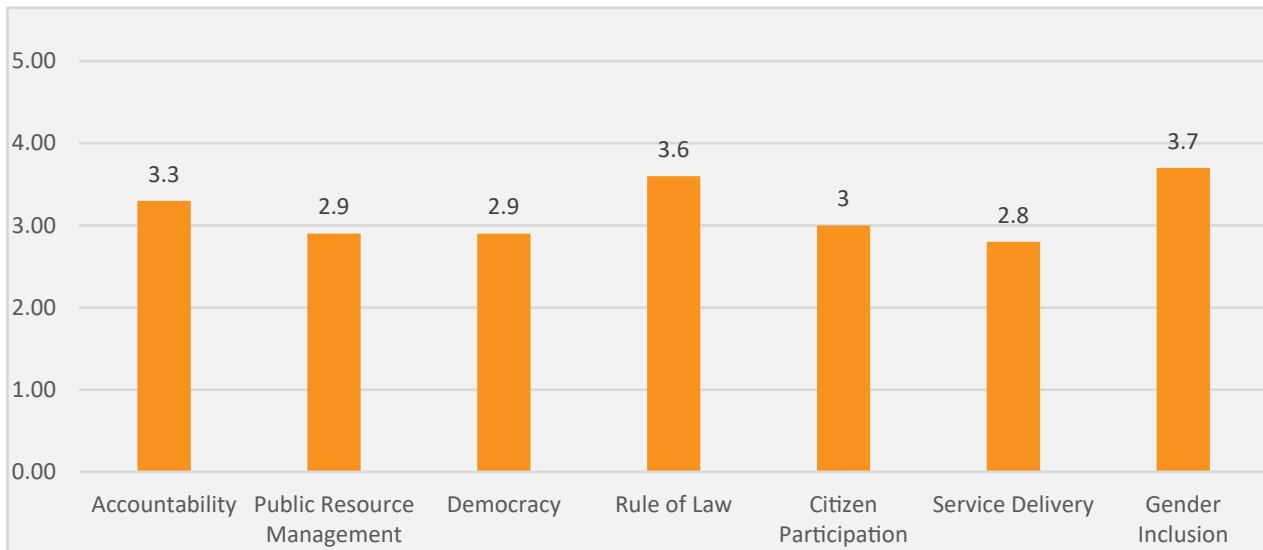
The following highlights selected responses of respondents on issues relating to gender inclusion in Napak district.

Figure 90: Respondents' Testimonies on Gender Inclusion in Napak



# Summary of Napak District

Figure 91: Overall Performance of Napak District in the 2022 DPRM



Napak has shown a strong effort towards **gender inclusion (3.7)** – the best rated area in 2022. The **rule of law (3.6)** continues to be strong in Napak. This score is particularly noteworthy and ranks far above the other five districts’ scores in the rule of law.

All other areas – **accountability (3.3)**, **PRM (2.9)**, **democracy (2.9)**, **citizen participation (3.0)** and **service delivery (2.8)** – have

significantly picked up compared to the last DPRM in 2021.

Though results between districts are not directly comparable, Napak received by far the best district score. This indicates that either the population in Napak is easily satisfied with good governance or that the leaders handle their business exceptionally well.

# Recommendations

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Overarching issues and challenges were voiced by the respondents under the DPRM. These pose constraints to the districts' developments and require targeted action to increase the prospects of good governance and responsive service delivery. This section offers workable recommendations on the seven examined indicators.

Based on the findings and conclusions, the following recommendations are put forward.

### Accountability

- Districts must assess loopholes in existing anti-corruption mechanisms, improve them accordingly.
- Districts must not shy away from prosecuting corrupt officials and citizens.
- Local Governments must allocate funds to sensitise citizens on corruption and anti-corruption mechanisms.
- Local Governments must review whether elected officials are accountable and responsive to their electorate and emphasise the matter.
- Districts must ensure the availability and accessibility of information necessary to monitor programs and projects.
- Community leaders must actively encourage citizens to part-take in accountability processes.

### Public Resources Management

- Districts must educate local citizens on procedures of public resource management and engage into constructive dialogue to address citizens' concerns.
- Districts must publicly avail information on public resource planning and management.
- Responsible officials must take appropriate action against technical and political leaders that abuse their office or mismanage funds.
- Districts must meticulously monitor and execute procurement processes.

### Democracy

- Districts must create an environment in which all political parties can operate without restrictions.
- Parties and civil society must educate political contestants on fair and democratic behaviour in elections and reprimand them for poor code of conduct.
- Courts of law must launch sought-for investigations into abuses of human and civil rights in the district and rule in accordance with the law.
- Security personnel must refrain from violating human and civil rights of the citizenry.

### Rule-of-Law

- Judges and security personnel must abide by their neutrality and should be reported to the district and the GoU when biased.
- Courts of law must refrain from letting corruption enter the legal system and must be scrutinised more closely.
- Any state official who abuses their official powers and ends up mistreating any citizen, should be brought to book.

### Citizen Participation

- Leaders must ensure that citizens regularly have the opportunity to engage with them through community meetings or individual consultations.
- Districts must adopt best practise to include citizens in agenda-setting, consultative meetings and decision-making and pass down this best practise to leaders at lower local governments.
- Districts must ensure that they go beyond perfunctory consultations in policies, programmes and projects so that local citizens can actually be involved in the governance process.
- Leaders should adopt an attitude of appreciation towards citizens' inputs rather than dismissing them as uninformed.
- Political leaders must refrain from intimidating citizens who raise concerns and instead encourage open and constructive dialogue.

### Responsive Service Delivery

- Districts must promote transparent and inclusive planning and budgeting for service delivery.
- Districts should enhance transparent communication with citizens on service delivery.
- District officials must execute strict oversight over the implementation of service delivery and eliminate all forms of discrimination.
- Officials must regularly monitor and evaluate service delivery in the district.
- District officials must adopt a service-focused mindset, be knowledgeable on the status of service delivery and its gaps and take concrete action to reduce gaps.
- The GoU should ensure that facilities are staffed and equipped adequately in proportion to their target population.
- District Health Officers must monitor drug availability in health centres and ensure swift provision of drugs that have run out.

### Gender Inclusion

- Districts and local leaders must continue to drive a mindset change by raising awareness at village and household level about the importance of gender inclusion.
- Local leaders should actively seek to expand practises of gender inclusion to the village and household level.
- Public officials and institutions at all levels must be living examples of gender inclusion and promote it in their daily operations.
- Central Government and Local Governments should devise means and ways of increasing the number of women occupying top leadership positions - elected as well as appointed - in the districts.
- Lower Local Government must take appropriate action to ensure that services also reach marginalised groups.



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