DEVELOPMENT INITIATIVE FOR NORTHERN UGANDA
(DINU)

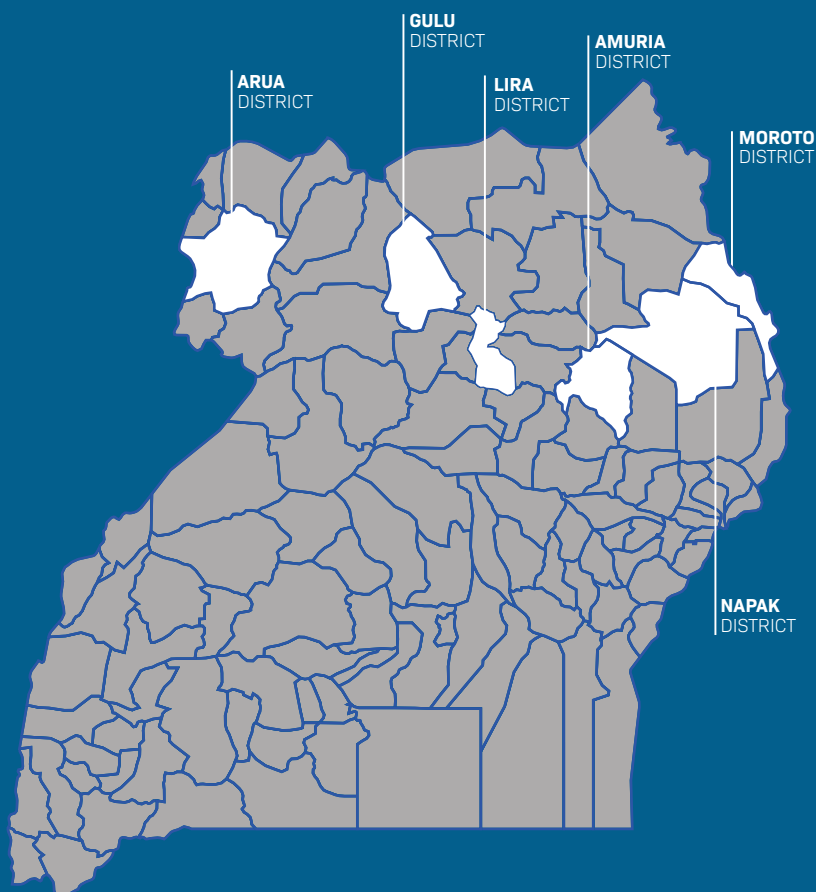THE REPUBLIC OF UGANDA
OFFICE OF THE PRIME MINISTER

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

GULU
DISTRICT

ARUA
DISTRICT

LIRA
DISTRICT

AMURIA
DISTRICT

MOROTO
DISTRICT

NAPAK
DISTRICT

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

KONRAD ADENAUER STIFTUNG

SPACE
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AND ACCOUNTABILITY THROUGH
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Acknowledgement

Foreword

t is exceptionally refreshing to read the findings of this assessment of the state of accountability and responsive service delivery in Northern Uganda. KAS is strongly committed to supporting capacity-building of civil society and local governments in Northern Uganda. Our project titled "Strengthening Performance and Accountability through Community Engagement" (SPACE) is an example of our commitment and enables citizens as well as duty bearers to engage in constructive dialogue and capacity-building to address pertinent challenges of accountability and service delivery in the districts of Arua, Gulu, Lira, Amuria, Napak, and Moroto.

This report was conducted under the SPACE project and intends to shed light on the successes, challenges and gaps of accountability and responsive service delivery in the project districts. With the assessment spearheaded by local stakeholders and supported by our project partners from the North, we believe this report holds credible value for all citizens of Northern Uganda. It contains a methodologically guided assessment implemented by those who are at the very heart of our project.

As the report shows, a significant number of citizens in Northern Uganda are not convinced that power belongs to the people. There has been strong effort to empower and encourage citizens to take on a participatory role in governance-related matters in their districts. Nevertheless, citizens' appreciation of participation in the political sphere remains low, thus calling for a change of mindset and intensified action.

The findings of this assessment present an opportunity to address challenges in an open dialogue between citizens and duty bearers, with the hope that appropriate measures can be directed to address the identified issues. I am hopeful that you will gather a deeper understanding of the challenges in Amuria, Arua, Gulu, Lira, Moroto, and Napak related to accountability and service delivery.

The reader may expect insightful observations for an honest interrogation of the state of democracy and good governance in Northern Uganda. This report is a reality check and a call to action to address gaps in accountability and service delivery.

Anna Reismann

Project Director

Executive
Summary

This study titled "District Peer Review Mechanism" (DPRM) assesses the status of good governance and responsive service delivery in six districts of Northern Uganda, namely, Gulu, Moroto, Napak, Lira, Amuria, and Arua. Conclusions pertaining to good governance and responsive service delivery were drawn through the assessment of eight indicators. These captured the status of accountability, public resource management, democracy, rule of law, human rights, citizen participation, responsive service delivery, and gender inclusion.

Findings

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

● Accountability

Many local citizens have a fair understanding of the term "accountability" and refer to it as "district officials explaining how they have used public resources, especially money". Local citizens only indirectly participate in monitoring the expenditure of public funds on development projects through their elected representatives or councilors. However, local citizens observe that some elected leaders adamantly refuse to account for their actions and/or inactions. Even though local citizens do not tolerate corruption, they remain unaware of the anti-corruption mechanisms and reporting procedures. If corrupt officials are apprehended, they are prosecuted in the courts of law. However, some respondents observed that some district leaders who get apprehended bribe their way out of the court system. Generally, corruption is endemic and difficult to fight as several citizens and district leaders alike are entangled in it.

● Public Resources Management

There is general unawareness of the procedures of public resource management. Consequently, citizens cannot evaluate the effectiveness of the mechanisms in place. Without citizen oversight, there is neither integrity, transparency nor accountability in the management of public financial resources. This opens avenues for widespread abuse of public resources by some district leaders, mainly through corruption.

● Democracy

Citizens generally reject the notion that "power belongs to the people" as they attest to being treated poorly by some state operatives. While some citizens attest to participating in the political process, especially during elections, others are discouraged from doing so due to the malfeasance caused by some political party activists. These observations suggest that the country's democratisation process is deficient.

Nevertheless, several respondents believe that political pluralism is embedded in the districts, even though they identify issues in the political party landscape. Some political parties mainly serve the interests of their founders and some opposition parties are curtailed from effectively participating in the political process by some overzealous NRM supporters.

● Rule-of-Law

Some respondents stated that many citizens are treated equally before the law, suggesting a decent implementation of rule of law. However, cases of mistreatment of some citizens by some state actors and institutions were reported. Citizens are aware that district leaders are mandated to be the custodians of law, while at the same time some wantonly break it. This causes frustration among citizens, some of whom end up joining the lawbreakers. Persons who break the law generally face consequences but corruption to circumvent the legal system is reported in certain cases.

Citizens are free to voice thoughts, to assemble and to discuss individual actions of duty bearers. However, there is a general lack of knowledge on the legal boundaries for the actions of district leaders, which leads to inability to hold leaders to account.

● Human Rights

Respondents report that some state actors fail to enforce the relevant legal provisions, thus creating a void in protecting human rights and freedoms of citizens. Sometimes, civil society groups step up to fill this gap, thus having to leave their watchdog role and becoming agents of the law. It was also observed that some citizens are unaware of their rights and freedoms and of the laws protecting them.

● Citizen Participation

Some citizens are neither directly nor indirectly included in the governance processes in the districts. Hence, they find it difficult to influence decisions in the governance processes, which are guided mainly by the district leadership (both councilors and technical personnel). It was reported that the said processes and subsequent decision were oftentimes not taken in the interest of the citizens. Political leaders are mostly under pressure to account for their actions during the electoral period when citizens decide over the possibility of the re-election of a leader.

● Responsive Service Delivery

Respondents noted that, although policies and regulations have been put in place, there is a lack of services and targets for service delivery to satisfy citizens' demands, which are generally not new. They also observed that some district officials fail to focus on their role of delivering services to local citizens. The accusation that some district officials care more about themselves, rather than the citizens, is a serious indictment on their professional conduct. The haphazardness with which the districts deliver services to their citizens attests to failures on behalf of the district leaderships to systematise their operations.

● Gender Inclusion

It was noted that generally, gender-equal access to public services is in place and gender stereotypes do not define societal roles in the districts. Still, there are situations where some citizens fail to access public services. It is worth noting that the current legal framework extensively addresses equal opportunities for women and men to hold local and national offices. As a result, respondents underscored the fact that gender equality is implemented at all levels of the districts and that gender discrimination in the quest to access a public service is reduced. However, women are still the minority in top leadership positions of the districts, e.g. as Chairpersons of LC V councils.

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Background
of the Study

The DPRM within the SPACE Project

The Konrad-Adenauer-Stiftung (KAS) is implementing a project entitled "Strengthening Performance and Accountability through Community Engagement" (SPACE). The project is co-funded by the European Union through the Office of the Prime Minister and runs in the six project action districts of Gulu (Acholi sub-region), Moroto and Napak (Moroto sub-region), Lira (Lango sub-region), Amuria (Teso sub-region), and Arua (West Nile sub-region).

The project aims to improve the status of accountability, service delivery and gender responsiveness at the local government level in the six action districts. In order to achieve this goal, the project undertook a "District Peer Review Mechanism" (DPRM), which evaluates district performance in several categories:

- Good governance (assessed in the categories of accountability, public resource management, democracy, rule of law, human rights, and citizen participation)

- Responsive service delivery

- Gender inclusion.

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, both 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 and responsive service delivery in the six selected project action districts. It is anticipated that the assessment will also act as a basis for guiding further actions on strengthening the performance and accountability of LLGs.

What is a District Peer Review Mechanism?

The DPRM is a study conducted through collecting information through selected assessors who interview respondents.

The general objective of this assignment was to determine the status of good governance - especially accountability and gender inclusivity – and responsive service delivery in the six selected project action districts of Gulu, Moroto, Napak, Lira, Amuria, and Arua.

The DPRM draws inspiration from the African Peer Review Mechanism (APRM) – a successful African governance initiative. The APRM is a self-monitoring mechanism, encouraging conformity in regard to political, economic, and corporate governance values and objectives in socio-economic development with the New Partnership for Africa's Development (NEPAD).

The DPRM adapted the APRM methodology to assess the state of good governance and gender-responsive service delivery in the six action districts.

The peer review mechanism is largely a self-assessment mechanism and a mutually agreed upon instrument focusing on mutually agreed upon objectives to comply with best practices with regard to each area of governance (i.e., accountability, public resource management, democracy, rule of law, human rights, citizen participation, responsive service delivery and gender inclusion), conducted by trained personnel. Hence, the DPRM was conducted by a team of trained peers and assessors identified by KAS and selected from different categories within the project districts who assessed the state of good governance and service delivery.

Methodology

With a team of four assessors per district, over 500 respondents were questioned in each of the action districts. Respondents participated in key informant interviews, focus group discussions or filled questionnaires. Respondents were selected randomly from 6 or more sub-counties per district and were selected to fit within the parameters of the categories of respondents as the project had set out before the DPRM certain target groups (see Table).

Target Group	Groups of Respondents
Public Service	Teachers, Police, Medical Workers
Local Government Technical Personnel	Chief Administrative Officer, District Health Officer, District Engineer, District Agricultural Officer, District Water Officer, Regional District Commissioner
Civil Society	Opinion leaders, cultural leaders, media actors, CSO representatives
Citizenry	Citizens with affirmative action to include PWDs and women; business persons
Political representatives	Party representatives from NRM, UPC, FDC, DP, JEEMA, NUP; District Councilors, women representatives, youth representatives

The results of the assessment were transferred into a scorecard (which was used to combine interviewee ratings on several different scales into one number). Both qualitative and quantitative[1] dimensions or concepts of good governance and responsive service delivery were scored on a nominal scale of 1-5 (1 being the worst score, 5 being the best score).

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1 The quantitative data was be generated and analyzed based on the following scales: >10 = 5 score, 7-9= 4 score, 4-6 = 3 score, 1-3 = 2 score, and 0 = 1 score. The 1-5 score was interpreted in the same way as the qualitative interpretation for Strongly Agree, Agree, Averagely Agree, Disagree and Strongly Disagree. To generate qualitative information, the assessors gave scores to responses from interviewees. Hence, the Means of Verification (MoV) and sources of information/data were based on de jure status, de facto situation, and perception of the interviewees.

Definition
of Terms

Eight categories of observation were selected for this assessment. These were Accountability, Public Resource Management (PRM), Democracy, Rule of Law, Human Rights, Citizen Participation, Responsive Service Delivery, and Gender Inclusion.

These terms that were at the core of the fieldwork are defined in the next section.

Accountability

The bulk of the literature on accountability ties it to the responsiveness of the state to citizens' voice in order to avoid "voice without influence" that can disillusion especially the marginalised and excluded citizens from influencing policies and institutions.[1] Thus, accountability by state officials involves *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 opinions).[2] In the view of Behn (2001, p. 8), these accountability dimensions yield:[3]

- *Financial accountability* – which is concerned with financial accounting;

- *Accountability for fairness* – which focuses on adherence to ethical standards; and

- *Performance accountability* – which looks at the accomplishment of agreed upon public needs, hence, they can be gauged by *legal accountability* which requires an assessment of public policy (plans and budgets) using relevance, efficiency, effectiveness, sustainability, and impact tests*.*

In other words, accountability means elected leaders (or politicians) and public officials (or appointed technical officers) have to answer to the ordinary citizens regarding their actions and/or inactions; and decisions and/or indecisions. The main thrust of accountability is to ensure that leaders act transparently and accountably and discuss their actions and/or inactions; and decisions and/or indecisions with the citizens.

Public Resource Management

Public Resource Management (PRM) means acquiring, allocating and managing 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 and objectives. PRM ensures that internal and external resources are used efficiently and effectively on time and to budget to achieve targeted objectives.

Democracy

A popular definition of democracy which was described by Abraham Lincoln is: "rule of the people, by the people, and for the people". In Uganda (refer to 1995 Constitution) and other democracies, ultimate power rests with the people. Hence, every democratic country should observe the following basic democratic principles: citizen participation; equality; political tolerance; accountability; transparency; regular, free and fair elections; culture of accepting results of elections; separation of powers; human rights; multiparty system; rule of law; and an elected government being

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1 This critical statement from McGee et. al. 2004, is found in Lakwo Alfred (2009, p. 18).
2 Ibid., p. 19.
3 Ibid., p. 19.

responsible for all citizens and not just those who voted for the successful party. In other words, for democracy to thrive, the basic conditions are as follows: open and fair competition; citizen participation in decision-making; respect for personal freedoms; sharing of democratic values such as tolerance, fairness, mutual respect, honesty, responsibility, and accountability; and acceptance of the democratic rules by all players.

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 accountable to laws that are publicly promulgated, equally enforced and independently adjudicated, and which are consistent with international human rights principles. This implies that no one is above the law and it requires that all citizens observe the law and are held accountable if they break it. In the end, government should be managed based on Rule of Law and not rule by law. The principles of Rule of Law are the following: adherence to the principles of supremacy of law, equality before the law, accountability to the law, separation of powers between the three organs of government (i.e., legislature, executive and judiciary), participation in decision-making, legal certainty, avoidance of arbitrariness, and procedural and legal transparency. Common examples of Rule of Law are when a State's Constitution functions as the supreme law of the land, and when the statutes enacted and enforced by the government invariably conform to the Constitution. Thus, a Constitution provides that laws are supposed to be enforced equally and impartially.

Human Rights

The term "Human Rights" was first used after the Second World War (1939-1945). Tracing its history, Kirya (2007) notes that due to atrocities and horrors that characterised the war, the international community strongly felt that violations of human dignity should never happen again.[4] She adds that in 1948, the United Nations General Assembly adopted the Universal Declaration of Human Rights (UDHR), which is still recognised as one of the most important sources of international human rights standards.[5] In addition, she notes that the rights in the UDHR were later incorporated in the International Covenant on Civil and Political Rights (ICCPR) and the International Covenant on Economic, Social and Cultural Rights (ICESCR) of 1996. She concludes that the UDHR, ICCPR and ICESCR are collectively known as the International Bill of Rights.[6]

Human Rights are moral principles or norms that describe certain standards of human behaviour and are regularly protected by national and international laws. Human Rights are inalienable, fundamental rights to which a person is inherently entitled simply because he or she is a human being and which are inherent in all human beings, regardless of their age, ethnic origin, race, location, language, religion, ethnicity, or any other status. They are applicable everywhere and every time in the sense of being universal, and they are egalitarian in the sense of being the same for everyone. Human Rights are regarded as requiring empathy and the Rule of Law and imposing an obligation on persons to respect the Human Rights of others. Generally, Human Rights should not be taken away except as a result of "due process" based on specific circumstances.

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4   See Kirya (2007), p. 1.
5   Ibid., p. 1.
6   Ibid., p. 1.

Human rights have been defined as entitlements that accrue to human beings simply by virtue of being human. They are said to be universal, that is to say, they belong to all people at all times, everywhere regardless of one's race, ethnicity, religious belief, political affiliation, social standing, or sex. Human rights are ... indivisible and interdependent, meaning that all rights are important and should be respected and no right or category of rights should be considered as more important than the other. They are inalienable, which means that no one can take them away. (Kirya, 2007, p. 1)

Therefore, democratic countries must strive to protect the rights and freedoms of their citizens from abuse. In Uganda, these rights are protected in Chapter 4 of the 1995 Constitution (as amended in 2005) which is devoted to the "protection and promotion of fundamental and other human rights and freedoms".[1]

Citizen Participation

Citizen participation means citizens are part of the decision-making processes. It develops and strengthens democracy by enabling citizens to influence and make changes, directly or indirectly. Citizen engagement means increased people's participation in, and control over, collective decision-making, through "*co-governance*" where citizens participate in public choices *with* the state.[2] It is important that citizens participate beyond elections, for example, by organising groups and activities that support local development. Participation is a central principle in every democracy in the sense that it gives citizens a 'voice' and ensures that they maintain power or at least control what happens to the power that they have given to others who act on their behalf. Thus, citizen participation ensures that elected and unelected officials are constantly being kept accountable.

Responsive Service Delivery

Responsive service delivery implies that central and local governments and their officials react or reply quickly or favourably to procedures established by law or regulation for the management of public resources through the planning and budgeting processes, including formulation, execution reporting and analysis of policies, programmes and projects, for the delivery of quality services to the citizens. By its very construction, a modern constitutional government should be seen to be responding to citizens' demands for social services.

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1 The rights guaranteed under Chapter 4 of the 1995 Constitution are the following: Equality and freedom from discrimination (Article 21); The right to life (Article 22); Protection of personal liberty (Article 23); Respect for human dignity and protection from inhuman treatment (Article 24); Protection from slavery, servitude and forced labour (Article 25); Protection from deprivation of property (Article 26); Right to privacy of person, home and other property (Article 27); The right to a fair hearing, including presumption of innocence until proof of guilt (Article 28); Protection of freedom of conscience, expression, movement, religion, assembly and association (Article 29); Right to education (Article 30); Right to marry and found a family (Article 31); Affirmative action in favour of marginalised groups (Article 32); Right of women to full and equal dignity with men (Article 33); Rights of children (Article 34); Rights of persons with disabilities (Article 35); Protection of minorities (Article 36); Right to culture, language and tradition (Article 37); Civic rights including the right to participate in government and policy-making and implementation (Article 38); Right to a clean and healthy environment (Article 39); The right to work under satisfactory, safe and healthy conditions, to equal pay for equal work, and to rest and leisure. Women workers have a right to protection during pregnancy and after birth (Article 40); Right of access to information in the possession of the State (Article 41) and; Right to just and fair treatment in administrative decisions (Article 42).
2 See Lakwo Alfred (2009, p. 18).

Gender Inclusion

Gender inclusion implies that all services, opportunities, and establishments are open to all people and that male and female stereotypes do not define societal roles and expectations. It addresses improving access to livelihood assets and services for all, including the women, poor and other marginalised groups. Hence, it supports more inclusive policies and mindsets and increases the "voice" and influence of all, including those of women, the poor and the excluded.

Lakwo (2009, p. 26) rightly refers to the Government of Uganda's (GoU's) gender equality policy when he states:

> To ensure that decentralisation was cognisant of gender equality, the NRM furthered an all-inclusive politics that recognised women's participation ... women's inclusion met with a number of legislative and policy measures: First, by Act of Parliament, the 1993 Women Council Statute established a parallel Women Council structure that ran from the village to the national levels as the champions of women's affairs. Second, the promulgation of the 1995 Constitution also known as a "women's constitution" ... engendered the Ugandan society. The Constitution recognises the full rights of women as subjects and not objects. It promotes women's involvement in decision-making such as by establishing 1/3 quota position for women in local governance and a district woman representative in parliament. It also provided for equal opportunity in leadership and in the job markets with equal pay and equal access to health and education services. It opposed cultural rigidities but provided for affirmative action. The Constitution was further enriched by the 1997 national Gender Policy and the 1997 LGA promotion of popular participation for both men and women in the country's development processes and outcomes.

Implementation
of the DPRM

The values inherent in good governance (i.e., accountability, public resource management, democracy, rule of law, human rights, and citizen participation), responsive service delivery and gender inclusion are critical to any country that aims to achieve rapid and substantial development.

This section presents a composite of the findings, interpretation and analysis of the data and information gathered by the assessors in the six districts. These findings are based on the responses to the quantitative and qualitative questionnaires, the focus group discussions conducted in the six districts, and the face-to-face interviews with Key Informants in these districts. The findings are presented along the eight examined areas and their respective sub-indicators or sub-themes. The eight assessed areas were: Accountability; Public Resource Management, Democracy, Rule of Law, Human Rights, Citizen Participation, Responsive Service Delivery, and Gender Inclusion. The indicators or themes are presented in turn.

A picture of Napak District residents who participated at a district dialogue.

Results

The general picture emerging from the District Peer Review Mechanism shows that throughout all six districts and all indicators, there are still significant shortcomings of gender-responsive accountability and service delivery in the target areas.

In the following section, the detailed results of the DPRM survey will be presented. Data has been aggregated and will be portrayed through: 1) Average scores across all eight indicators 2) Comparison of the districts with their average scores for each indicator, and 3) Listing of sub-indicators and sample responses for each district.

It should be noted that the scales rank on a scale from one to five. The assessment has shown that the scores ranked mostly between 2 and 4. On a fluid continuum, scores under 2.5 were evaluated with "immense shortcomings", scores below 3.2 were evaluated with "significant shortcomings", scores below 3.4 with "fair", scores below 3.7 with "good" and scores close above 3.7 to just above 4 were rated as excellent.

Figure 01: Average Scores of All Eight Indicators throughout the Six Districts
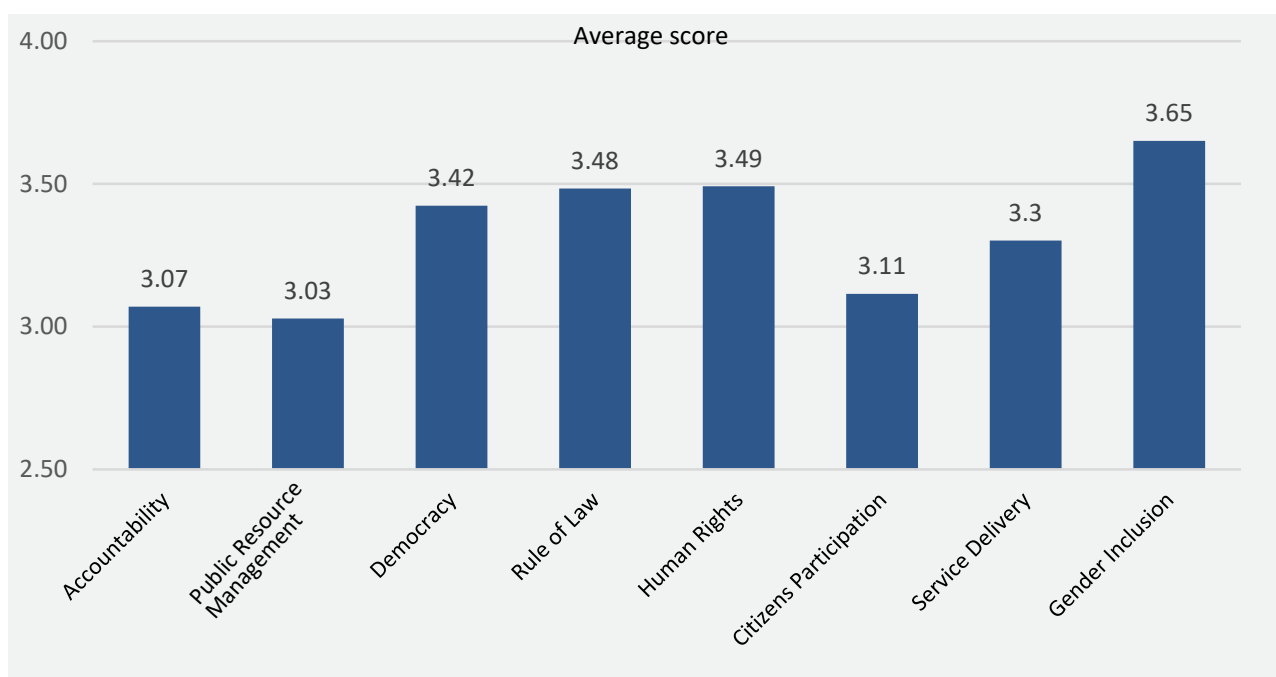
The above figure aggregates the average scores of all six districts for every indicator to produce a comprehensive picture of the sampled areas. It shows that the best-performing indicator is gender inclusion (3.65), closely followed by human rights (3.49), rule of law (3.48), and democracy (3.42). A mediocre score is found for the performance in service delivery (3.3). On the lower end are the scores in citizen participation (3.11), accountability (3.07) and public resource management (3.03).

Apart from the dimension of gender inclusion, this shows that much work remains to be done on the improvement of the other seven indicators.

For the following comparison, 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, which reduces the reliability of directly comparing the scores of different districts.

Comparison of
Accountability

Figure 02: Comparison of Accountability Scores in Six Districts

Accountability Scores

Amuria: 3.25, Arua: 3., Gulu: 2.94, Lira: 2.83, Moroto: 3.16, Napak: 3.29
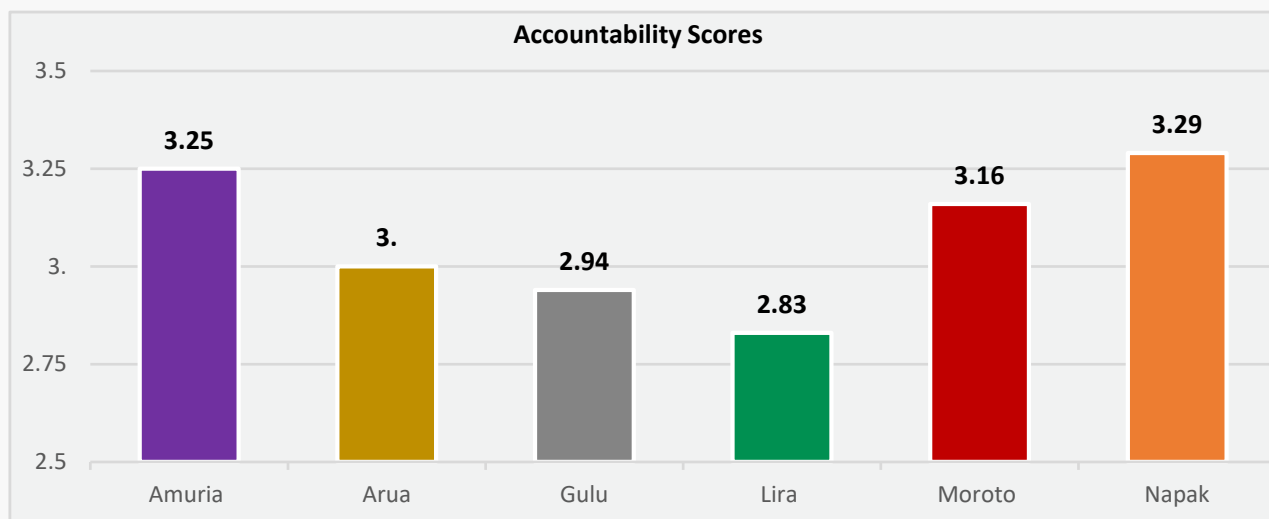
The above figure lists the scores of the six sampled districts in the dimension of accountability. To obtain the scores for this indicator, the scores of the sub-indicators listed for each indicator were averaged.

Examined sub indicators

The following sub indicators were examined under this section.

Do anti-corruption mechanisms work effectively?
Do local leaders exercise zero tolerance to corruption?
Do citizens exercise zero tolerance to corruption?
Do citizens participate in monitoring development projects?
Do citizens demand accountability from leaders?
Do citizens understand the meaning of accountability?

District Performances

Scores in accountability were all relatively low compared to other indicators. Merely two districts had fair scores; and four districts performed poorly with significant shortcomings in this area.

Napak performed highest with a fair score of 3.29 in accountability. Even though citizens understand the meaning of accountability, there is no accountability in place. Corruption is endemic and citizens engage in corrupt behaviour even more strongly than their leaders do. Respondents also pointed to a large divide between duty bearers and citizens in accountability-related communication.

Amuria, as well, performed fairly in accountability with a score of 3.25. The scores for the sub-indicators in this area were all relatively similar and many challenges emerged regarding monitoring and corruption. Out of eight indicators measured in Amuria, accountability had the lowest score.

Moroto district's score for accountability indicates that there are some shortcomings. Here, citizens lack understanding of accountability which also contributes to high levels of corruption and a lack of demanding for accountability. Out of the eight indicators measured, accountability was Moroto's weakest area.

Arua scored 3.0, indicating significant shortcomings in accountability. The survey unravelled high levels of corruption and tolerance towards corruption. Little has been done to combat this.

Gulu performed slightly worse than Arua with a score of 2.94 that shows there are significant shortcomings in accountability. The sub-scores in this area differ widely for the district, but there is a clear issue of corruption, which has emerged as endemic in there.

Lira performed worst of the six districts in accountability and the study unravelled significant shortcomings in accountability there. Even though citizens demand accountability from their leaders, Lira has scored extremely low on zero tolerance to corruption with some of the lowest scores across the entire survey.

Comparison of
Public Resource Management

Figure 03: Comparison of Public Resource Management Scores in Six Districts
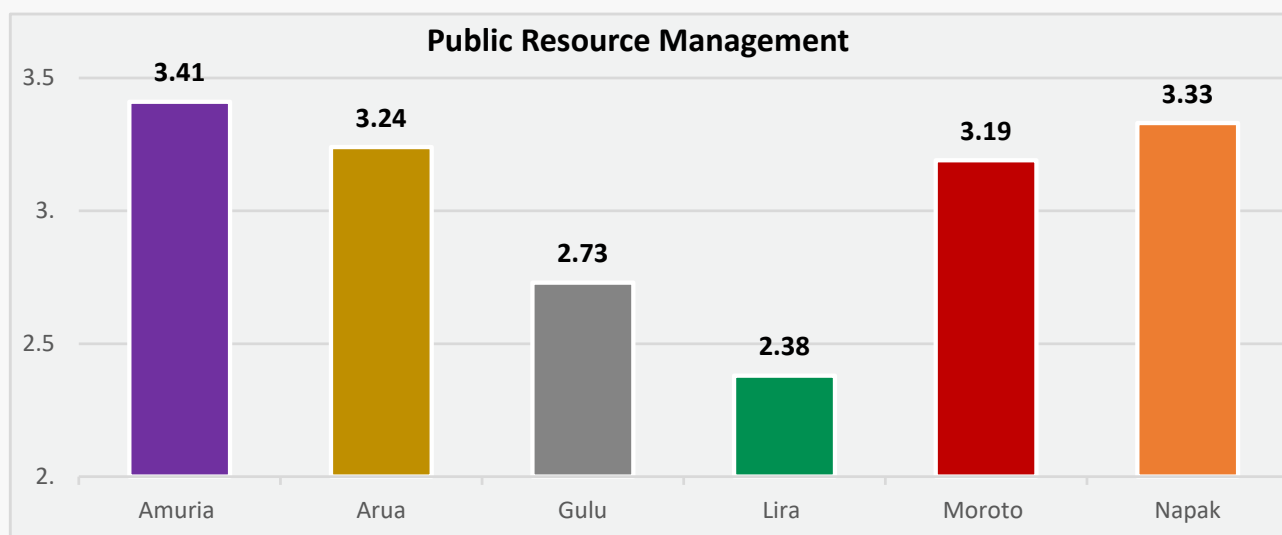
The above figure lists the scores of the six sampled districts in the dimension of public resource management. To obtain the scores for this indicator, the scores of the sub-indicators listed for each indicator were averaged.

Examined sub-indicators

The following sub-indicators were examined under this section:

Are public resources managed with integrity, transparency, and accountability?

Have effective procedures for managing public resources been put in place?

Have procedures for PRM led to good public financial governance and achieved responsive service delivery?

District Performances

The scores under this indicator differ strongly from district to district. No district has performed well, but three performed fairly well. Moroto follows closely. Gulu and Lira lag far behind with low and extremely low scores that suggest immense shortcomings.

Amuria performs best with a fair score of 3.41. The district had fair and good scores for all sub-indicators but performed particularly well in the establishment of procedures for PRM. Few issues were raised in this area.

Napak, as well, achieved a fair score of 3.3 under public resource management. In addition, procedures have been put in place and the district scored highly under this sub-indicator but the issue of abuse of public funds surfaced.

Arua performed fair with a score of 3.24. It also scored well on establishing procedures, but gaps became visible in good financial governance. The district has significant shortcomings in accountability, integrity and transparency in PRM.

Moroto achieved a score of 3.19, which can be evaluated as fair. All sub-indicators there scored in this area so no areas with immediate call for action have emerged. However, the scores point to visible gaps and misuse of public resources, which was mentioned by respondents. This should be looked into.

Gulu has shown significant shortcomings with a score of 2.73. While the district scored fairly for putting procedures in place, there were significant shortcomings in good financial governance and immense shortcomings in PRM with a lack of accountability, integrity and transparency. Out of eight indicators measured, this is the dimension where the district scored lowest.

Lira performed worst and far behind all other districts with a score of 2.38. This score suggests that there are immense shortcomings in public resource management in the district. The score in the sub-dimension of integrity, transparency, and accountability with a score below 2 is immensely worrying. This is the lowest score for this district among all eight indicators that were measured and the lowest average score across all dimensions.

Comparison of
Democracy

Figure 04: Comparison of Democracy Scores in Six Districts
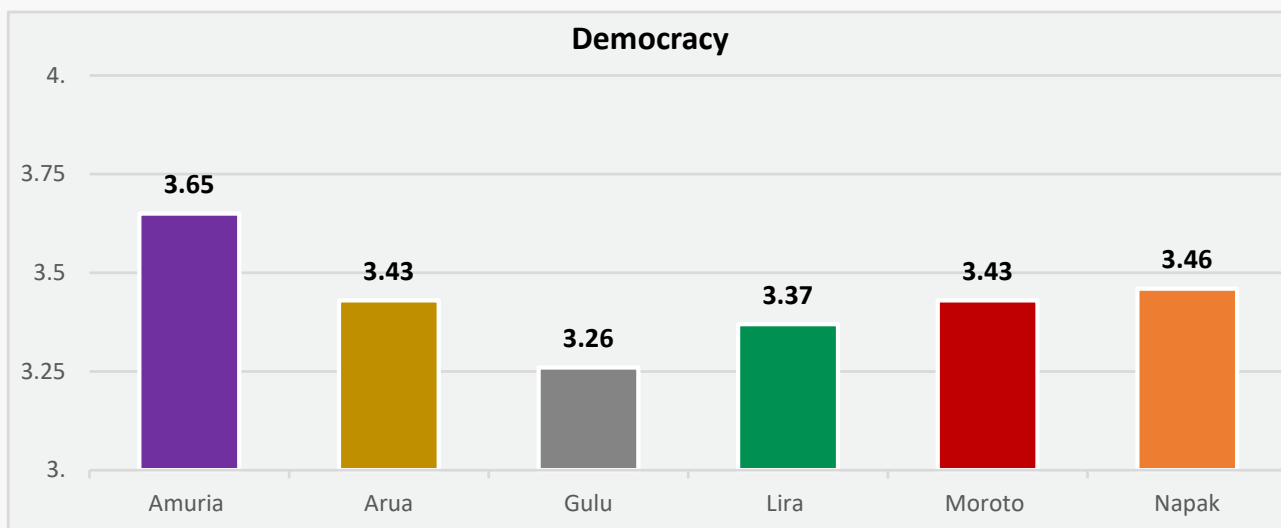
The above figure lists the scores of the six sampled districts in the dimension of democracy. To obtain the scores for this indicator, the scores of the sub-indicators listed for each indicator were averaged.

Examined sub-indicators

The following sub-indicators were examined under this section:

Is there political pluralism in the district?

Do all political parties operate freely?

Do political actors accept and respect the rules of democracy and compete fairly?

Do citizens participate in the political process?

Is there clear separation of powers between the different political institutions?

Do citizens feel that "power belongs to the people"?

District Performances

The scores of the six districts under democracy are relatively similar. All districts performed fairly or slightly better. Amuria stands out with a good score.

Amuria was rated with a relatively high score of 3.65 in democracy that shows the district performed well in this area. Out of eight indicators measured for Amuria, this is the area where the district performed best. All sub-indicators score comparatively well but especially the sub-indicator of citizen participation in the political process is high in this district which corresponds to best performance in general citizen participation by the district.

Napak follows closely with a score of 3.46 that indicates the district does well in securing democracy. Noticeably, citizens feel highly empowered and participate in processes, but they noticed considerable restrictions to political pluralism during the general elections.

Arua ranks just behind Napak, with a similarly good score of 3.43 in democracy. Citizens in Arua strongly participate in the political process and engage through parties, but the general elections revealed great restrictions to free and fair competition in the political sphere.

Moroto has been rated with the same score of 3.43 for democracy. Considerable restrictions to pluralism and freedom of parties to operate were recorded. Some respondents even reported that during the general elections, security personnel coerced them into casting their vote for certain candidates.

Lira ranks just behind Moroto, with a score between "good" and "fair" of 3.37. In this area, respondents indicated that security forces strategically interfered with citizens' rights and limited their democratic rights and freedoms.

Gulu is the only district whose score is "fair" with a performance of 3.26. The sub-indicators in this area showed that there are widespread issues in democracy. Most noticeably, fairness and freedom in political competition is strongly restricted as became visible during the last general elections.

Comparison of
Rule of Law

Rule of Law

District	Score
Amuria	3.6
Arua	3.46
Gulu	3.29
Lira	3.23
Moroto	3.59
Napak	3.79
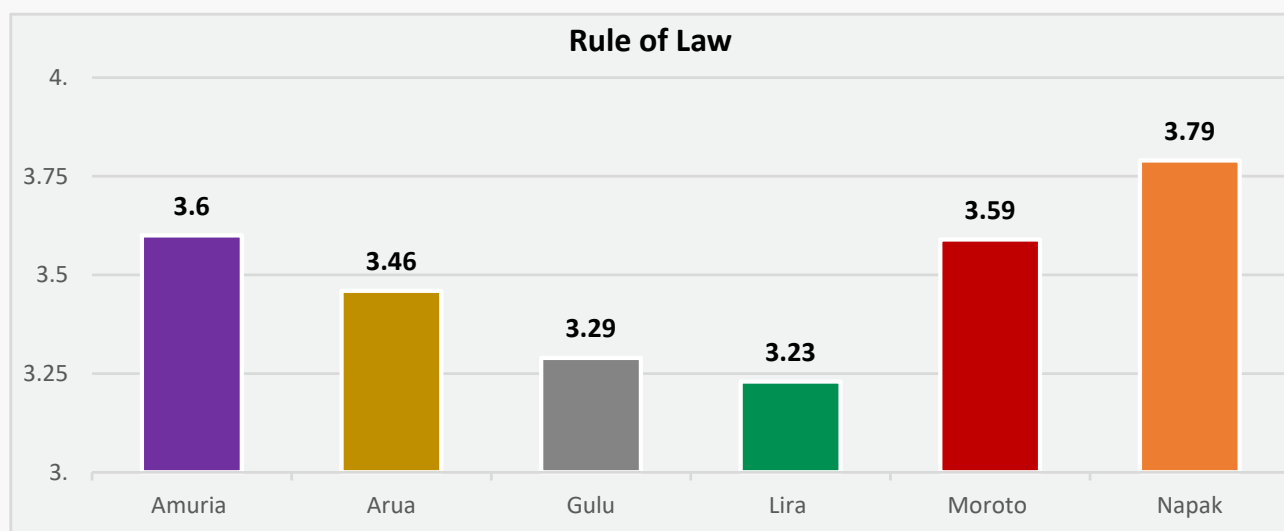
The above figure lists the scores of the six sampled districts in the dimension of rule of law. To obtain the scores for this indicator, the scores of the sub-indicators listed for each indicator were averaged.

Examined sub-indicators

The following sub-indicators were examined under this section:

Are the actions of state actors guided by laws?

Are laws revised following laid down legal formal procedures?

Are state institutions neutral and do they operate within the law?

Do citizens respect the law?

Are citizens held accountable for violating national laws?

Can citizens freely and openly express their thoughts and practise their religion?

Are citizens free to assemble and associate?

District Performances

There are broad discrepancies among the six scores for rule of law as scores range from excellent to fair. The three districts to the Eastern side of the country perform better than the other three.

Napak has received an average score of 3.79 for rule of law, which can be rated as excellent. The score stands out as it is one of the highest average scores in the survey and because it occurs in a dimension where the scores differ largely. Respondents however pointed out that state actors are not neutral in applying the law.

Amuria scored 3.6, indicating that rule of law is well developed and implemented in the district. The sub-indicators for this area differ greatly, with citizens there being able to exercise rights and freedoms and, at the same time, with significant shortcomings due to state officials' lack of neutrality and discrimination.

Moroto follows closely with a score of 3.59 which also signifies a good rating of rule of law in the district. Similar to Amuria, respondents noted positively that their freedoms were upheld but that state actors lacked neutrality in their proceedings.

Arua also scored well in rule of law with a score of 3.46. Scores for sub-indicators differ greatly here. While freedoms are upheld to a large extent, once state actors interact directly with citizens, major issues arise through a lack of neutrality and discrimination against certain groups by state actors.

Gulu performed significantly worse than the first four districts with a fair score of 3.29 in rule of law. Like most other districts, citizens live with considerable freedoms guaranteed but state actors are biased in their decisions and actions.

Lira, too, achieved only a fair score in rule of law with 3.23 that already points towards significant shortcomings. Paradoxically, citizens' freedoms and rights were seen as well as protected, with excellent scores, while neutrality of state institutions has been entirely demented due to favouritism and bribery.

Comparison of
Human Rights

Figure 06: Comparison of Human Rights Scores in Six Districts
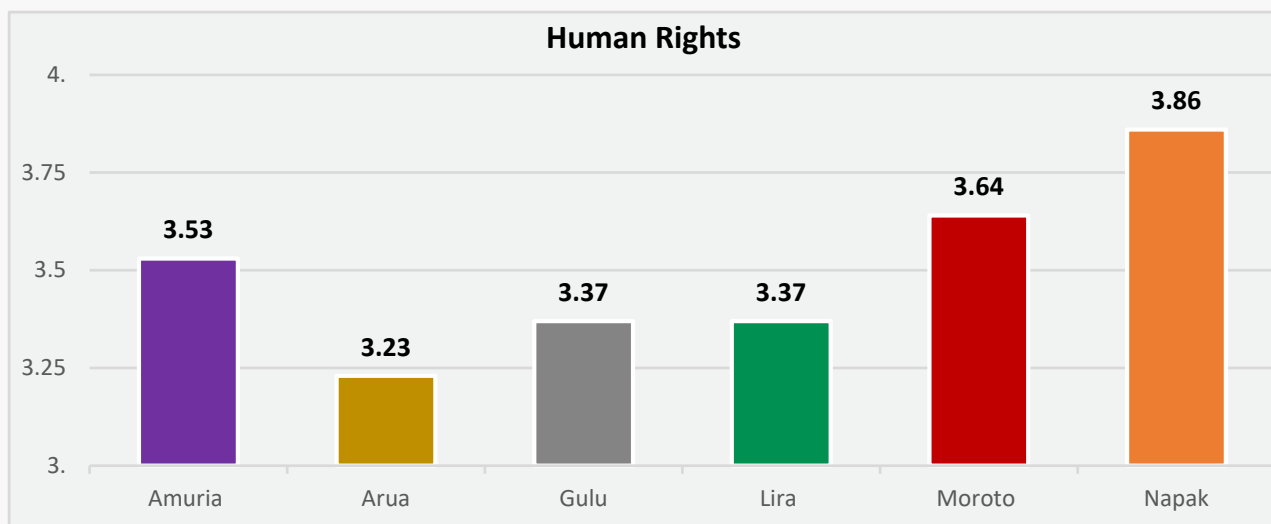
The above figure lists the scores of the six sampled districts in the dimension of human rights. To obtain the scores for this indicator, the scores of the sub-indicators listed for each indicator were averaged.

Examined sub-indicators

The following sub-indicators were examined under this section:

Do state institutions and civil society groups promote rights and freedoms?
Do citizens know the laws that protect their freedoms and rights?
Do citizens know their rights and freedoms are upheld by state institutions?
Do citizens feel that their human rights and freedoms are protected?

District Performances

Scores in human rights differ greatly and range from excellent to fair. Similar to the previous dimensions, the districts in Eastern Uganda (Amuria, Moroto, Napak) perform much better than the other three.

Napak scored excellently in human rights, with the second highest average score in the entire survey - 3.86. Among the eight indicators that were measured, human rights is the dimension where Napak performed best. As a result of strong promotion of human rights, citizens are well educated on their rights and freedoms.

Moroto also performed well in human rights and achieved 3.64. Sub-indicators relating to promoting and upholding rights and freedoms scored particularly well as there is concrete effort by the various actors. It was noted that women's and children's rights are not upheld sufficiently.

Amuria achieved a good score of 3.53 in human rights.

Gulu scored fairly in human rights with 3.37. Respondents are well aware of their rights but pointed out that they feel that human rights and freedoms are not well protected there. This is despite the fact that NGOs and CSOs support the protection of human rights.

Lira performed fairly like Gulu, with a score of 3.37. In Lira, there are also knowledge gaps in regard to human rights, which prevent citizens from being able to raise concrete issues.

Arua lags behind in human rights, being the only district with a score that exhibits significant shortcomings. Most issues in this area were mentioned in connection to the 2021 general elections. Human rights abuses were recorded in high numbers.

Comparison of Citizen Participation

Figure 07: Comparison of Citizen Participation Scores in Six Districts
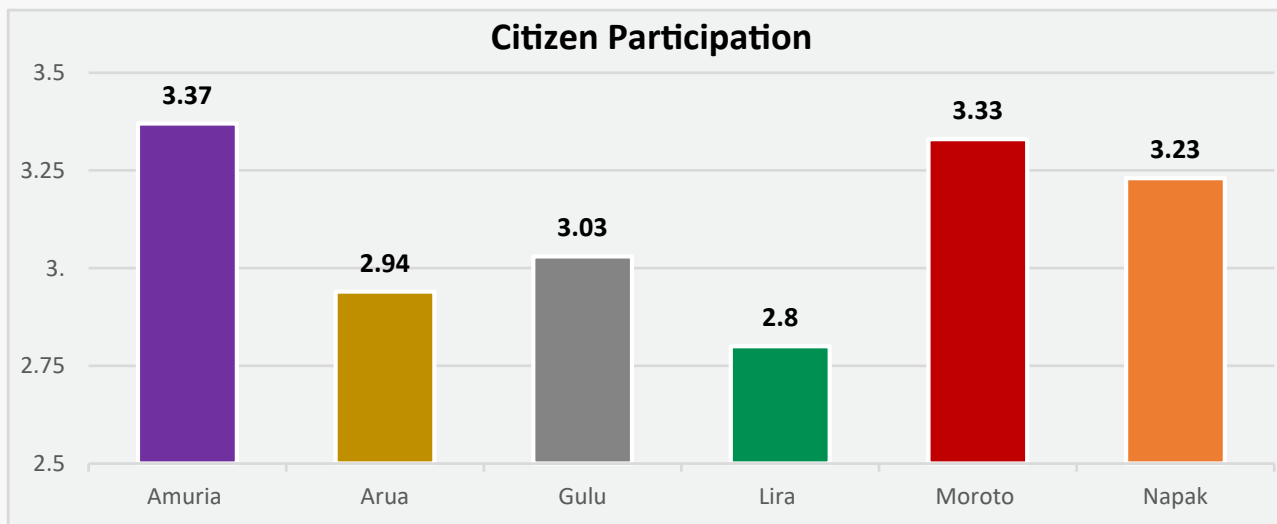
The above figure lists the scores of the six sampled districts in the dimension of citizen participation. To obtain the scores for this indicator, the scores of the sub-indicators listed for each indicator were averaged.

Examined sub-indicators

The following sub-indicators were examined under this section:

Do citizens know they should participate in the governance process?

Do citizens freely and actively participate in the governance process?

Do citizens ensure that political leaders account for their (in)actions?

Do citizens influence decisions in the governance process?

District Performances

The scores in citizen participation were all relatively low compared to the other areas that were measured. Save for Amuria, all districts exhibit significant shortcomings in citizen participation.

Amuria was the best performing district in citizen participation with a fair score of 3.37. While citizens in the district strongly hold their leaders to account, participation scores are weak and citizens miss many opportunities to actively shape processes and decisions.

Moroto followed closely with a good score of 3.33. Moroto is among the few districts where citizens participate actively in meetings and make good use of opportunities to interact with their leaders.

Napak scored 3.23 which is fair. It was recorded that, oftentimes, citizens are kept from participating in meetings as planning and exchanges are restricted to leaders. Out of the eight indicators measured for Napak, this is the area where the district performs weakest.

Gulu achieved a score of 3.03 which shows that there are significant shortcomings. Citizens do not translate their knowledge that they should be participating in the political process, into concrete actions. Still, it must be noted that some respondents complained about leaders excluding them or their views from decision making.

Arua scored extremely low with 2.94., which is the lowest score for the district under all eight indicators. Respondents failed to name positive examples in this area. The lack of citizen participation is a crucial finding of this report as this may be one of the underlying reasons for the generally weak performance of the district across all eight indicators.

Lira scored worst in citizen participation with a score of 2.8, which points to significant shortcomings. There is some limited knowledge that citizens need to participate in the political process, but there is complete apathy of citizens with regard to engaging in community meetings, decision making or holding leaders accountable.

Comparison of
Responsive Service Delivery

Figure 08: Comparison of Responsive Service Delivery Scores in Six Districts
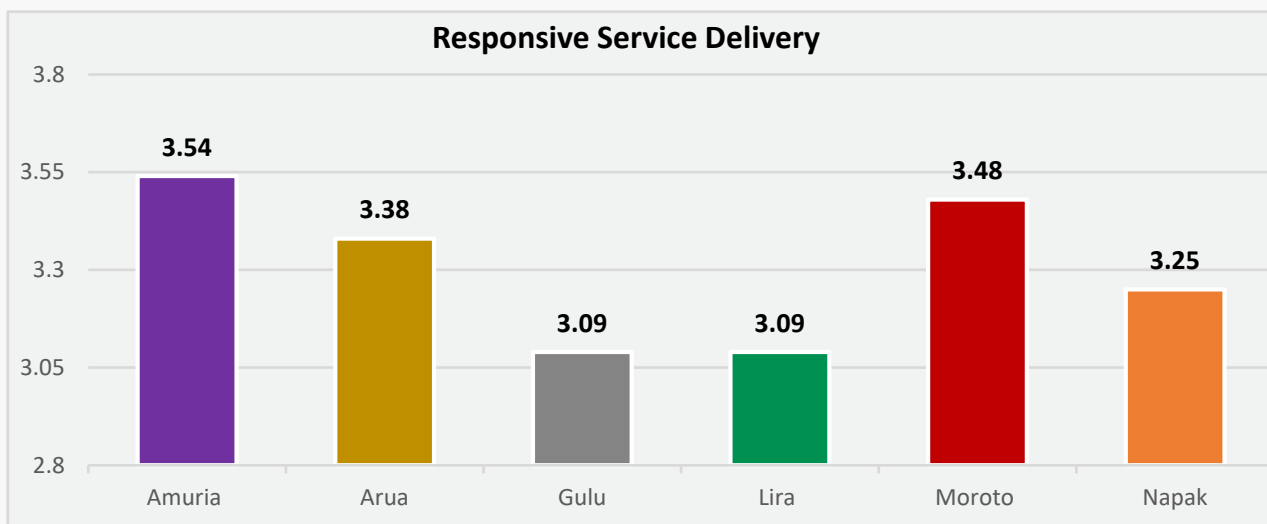
The above figure lists the scores of the six sampled districts in the dimension of responsive service delivery. To obtain the scores for this indicator, the scores of the sub-indicators listed for each indicator were averaged.

Examined sub-indicators

The following sub-indicators were examined under this section:

Does the district set targets for service delivery that satisfy citizens' demands?
Does the district achieve its targets for service delivery?
Are there appropriate systems to ensure human rights considerations in service delivery planning?
Are there frameworks to ensure district leaders respond to citizens' demands for service delivery?
Do officials respond to citizens' demands in service delivery?

District Performances

Scores under responsive service delivery differ slightly among the six districts. While two districts perform well, the others are characterised by significant shortcomings.

Amuria was the best performing district in service delivery with a good score of 3.54. Several procedures are adhered to and targets are set in this area. However, services delivered are insufficient and numerous examples were listed by respondents where the district has yet to take action.

Moroto scored similarly well with a score of 3.48. Target setting occurs in consultation with local communities. Still, targets are usually not met and services not delivered. Concerns were raised in regard to infrastructure, health services, insecurity and water accessibility.

Arua also has a fair score in service delivery with a result 3.38. Respondents were particularly frustrated about targets not reflecting their interests and about weak delivery of services.

Napak scored fairly in service delivery with a result of 3.25. Even though Napak scored with immense shortcomings on established frameworks to ensure that leaders respond to citizens' demands, the target setting of the district and the output in service delivery received a mediocre score.

Gulu together with Lira, were the worst performing district in service delivery, with a score of 3.09 that revealed significant shortcomings in this area. Criticism was strong and it concerned the way the district sets targets and about the delivery of services.

Lira finished with the same score of 3.09, exhibiting similarly significant shortcomings in this area. The above mentioned apathy of citizens towards participating in political processes is mirrored in the sub-indicators, where there seems to be a large communicative gap between the district leadership and the citizenry. Consequently, service delivery is rated as poor even though processes are theoretically in place for target setting.

Comparison of Gender Inclusion

Figure 09: Comparison of Gender Inclusion Scores in Six Districts
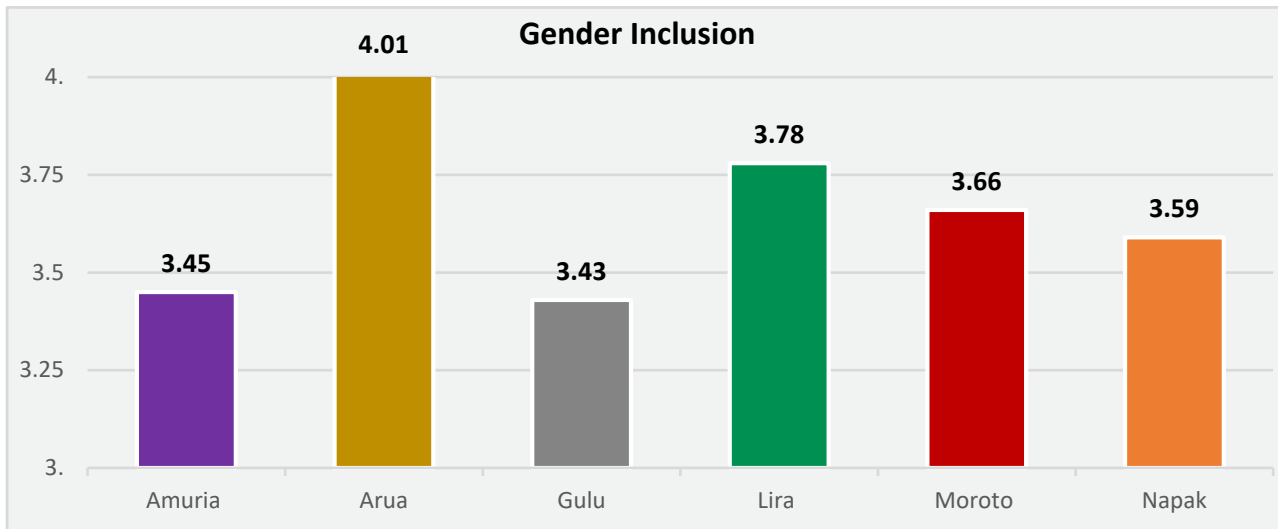
The above figure lists the scores of the six sampled districts in the dimension of gender inclusion. To obtain the scores for this indicator, the scores of the sub-indicators listed for each indicator were averaged.

Examined sub-indicators

The following sub-indicators were examined under this section:

Is a gender equality perspective integrated into the projects of the district?
Do government policies increase the "voice" of all social categories in the district's governance processes?
Are services delivered without gender discrimination?
Do gender stereotypes define societal roles and expectations?
Are public services accessible to all citizens?

District Performances

Arua obtained an excellent score in gender inclusion. It is the highest average score across the entire survey and the best performing indicator for the district out of the eight indicators that were recorded. Many positive examples were mentioned here. The role of media in advocating for gender equality was strongly underscored.

Lira scored excellently in gender inclusion with a score of 3.78. This score stands out compared to the low scores of this district in the other seven indicators. Gender stereotypes are highly present in traditional societies in Lira but respondents recorded strong efforts by several actors to include gender equality perspectives.

Moroto had a score of 3.66 in this dimension which is between good and excellent. For Moroto, as well, this score is the best recorded. However, scores for the district were all relatively high. Even though there is great emphasis on gender inclusion, society remains highly patriarchal. This has negative effects on women's ability to contribute to decision making and girls' likelihood to attend school.

Napak follows closely and achieved a good result in gender inclusion with a score of 3.59. Various governmental interventions have been carried out to promote gender inclusion. Gender inclusion policies are being implemented. However, social structures remain traditional and put women at a disadvantage.

Amuria also performed well in gender inclusion and scored 3.45. The legal provisions are mostly upheld but stereotypes remain strong and women struggle to make it into district leadership positions.

Gulu performed well in the dimension of gender inclusion with a score of 3.43. Out of the eight indicators measured for this district, this is the area where the district scored best.

Amuria
District
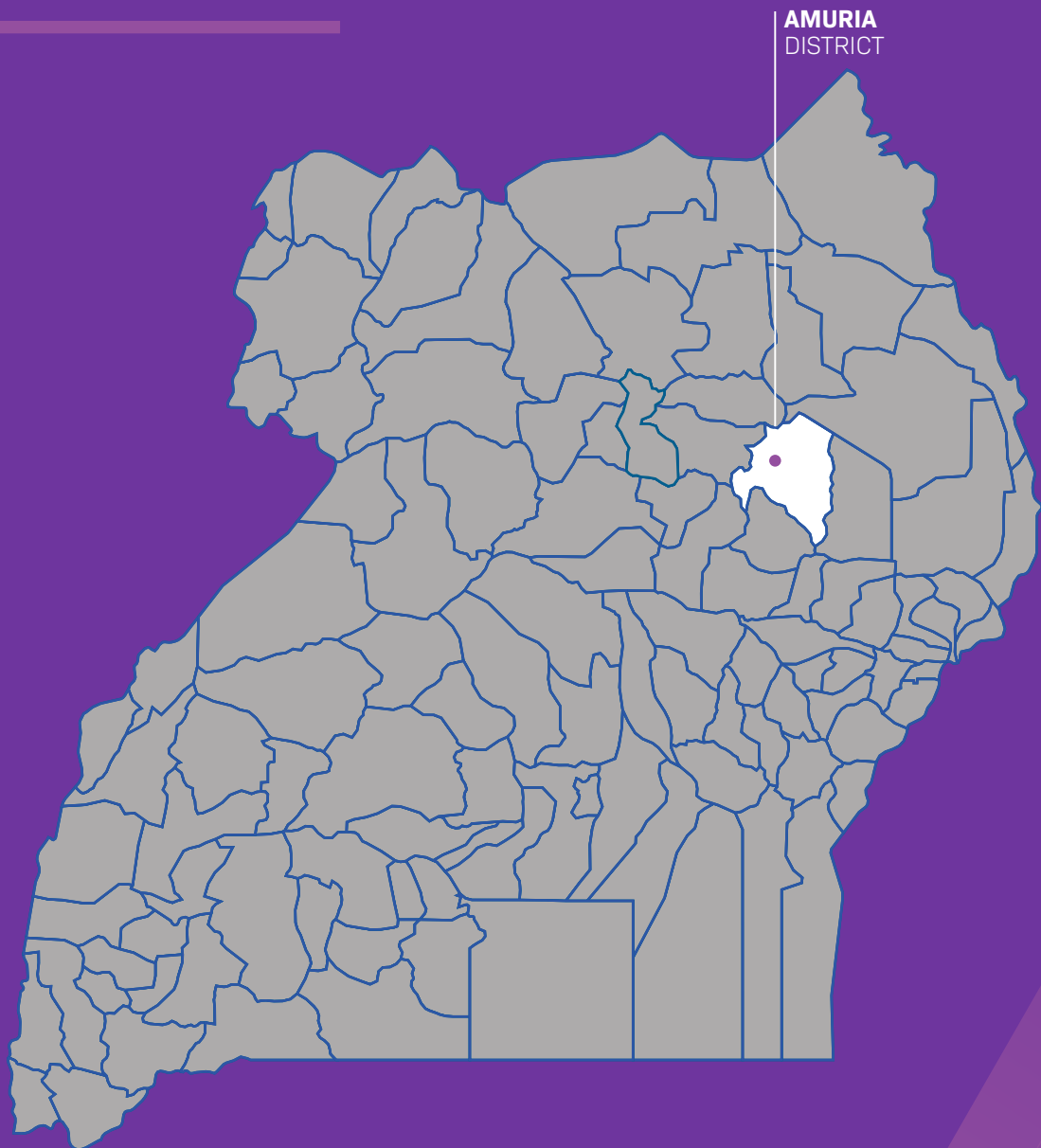
Accountability

Fig. 10: Accountability in Amuria: Quantitative scores

The above listed quantitative scores stem from key informant interviews, focus group discussions and surveys in Amuria district. Triangulated with the qualitative assessment, the following conclusion is drawn:

- With a score of **3.21**, citizens in Amuria have a fair grasp of the **meaning of accountability**. Respondents observed that some local citizens know the meaning of accountability but there are others who do not. In general, the elite have a better understanding of accountability than the rest.

- Respondents believe that citizens usually **hold their district leaders accountable (3.50)** but respondents' answers differ on the questions whether citizens demand accountability.

- Citizens additionally seem to participate relatively well **in monitoring development projects (3.38)**. However, the response they gave was partially inaccurate as participation in community meetings does not equate physical site visits. Some site visits were carried out.

- However, at the same time, corruption seems to be problematic in Amuria, as the scores indicate that **anti-corruption measures** are only partially effective **(3.03)**. This observation has the potential of preventing corruption from being embedded in the district.

- Among leaders as well as citizens, there is still some **tolerance of corruption** (**3.15 and 3.00** respectively). Citizens, too, admit being engaged in it. This malfeasance by the local citizens must be seen as detrimental to the fight against corruption.

- The majority of respondents believe that **corrupt officials get convicted** (**3.0**); however, respondents gave different opinions on citizens' knowledge of the procedures for reporting cases of corruption.

Amuria District

The following shows a selection of qualitative responses on issues relating to accountability in Amuria district.

Table 01: Answers on Accountability in Amuria District

SPOTLIGHT - Testimonies of Respondents
Issues Raised

Accountability

• There is a poor working relationship between technocrats and politicians which negatively affects accountability.
• There is ghost planning for services that do not exist.
• Citizens are not sufficiently aware of procedures for demanding for accountability.
• Sometimes, citizens do not demand accountability out of fear of leaders' retaliation.

Monitoring

• Citizens do not know their roles in monitoring development projects which has resulted into minimal participation in accountability processes.
• There is a lack of key monitoring information such as plans and budgets to guide the monitoring process.

Corruption

• Corruption is tolerated by corrupt officials. As a result, there is poor quality services (no value for money spent: inaccessible roads after works, bridges not built, no classrooms for children).
• Anti-corruption mechanisms do not work; A CSO called out a corrupt leader and that led to threat of closure of the CSO by the leader.
• Corruption is also perpetrated by citizens and only few are principled and abstain from it.
• LC I Chairpersons ask for bribes during land sales.

Reporting Corruption

• Institutions to which corruption cases are reported are run by corrupt officials.

Prosecuting Corruption

• Corrupt officials are briefly arrested; then cases are dropped or files lost.

Noteworthy Positives

Accountability
• Citizens contact their leaders through calls and radio talk shows to seek for accountability.
• Citizens actively participate in the district's integrity meetings and barazas.
• There is an internal audit.

Monitoring
• Citizens make physical site visits to projects.

Reporting Corruption
• Procedures for reporting abuse of public funds exist and are known to some citizens but not all.

Corruption
• Recommendations of the IGG are implemented.
• The Rewards and Sanctions Committee is functional.

A grader working on the road connecting Amuria district to Kapelebyong district.

Public Resource
Management

Fig. 11: Public Resource Management in Amuria

The above listed quantitative scores stem from key informant interviews, focus group discussions and surveys in Amuria district. Triangulated with the qualitative assessment, the following conclusion is drawn:

- Respondents indicated that effective procedures for managing public resources have been put in place to a large extent (**3.65**). It was indicated that sometimes procedures are not implemented.

- Respondents gave differing responses on whether the procedures for PRM have led to good public financial governance which could lead to responsive service delivery. Hence, this indicator scored lowly (**3.38**).

- The question whether public financial resources are managed with integrity, transparency and accountability to attain efficient and effective service delivery also generated divided responses. Supporters cited an auditing being carried out by internal and external auditors and the functionality of the *Local Government Public Accounts Committee*. Opposers pointed to many shoddy and incomplete public works carried out in the district. As there was some integrity, transparency and accountability recorded, the score stands at **3.21**.

Generally, all the scores on the three sub-indicators are fairly high. This implies that Amuria has noticeable but potentially curable gaps in public resource management.

The following shows a selection of qualitative responses on issues relating to public resource management in Amuria district.

Table 02: Answers on Public Resource Management in Amuria

SPOTLIGHT - Testimonies of Respondents

Issues Raised

Procedures

• Citizens are unaware of PRM procedures.

Implementation

• There are capacity gaps amongst the officers mandated to handle PRM, e.g. in the municipality, an IT graduate was handling procurement processes.
• There are shoddy and incomplete works, e.g. the new Amuria DLG offices have not been completed after 10 years.

Accountability, Integrity and Transparency

• There is a visible degree of mismanagement of public resources.
• Some officials are not transparent.

Noteworthy Positives

Accountability, Integrity and Transparency

• District management openly displays all government releases on the public notice boards.
• Routine auditing of the district is done by internal and external auditors.
• The Local Government Public Accounts Committee is functional.
• Budgets and expenditures are shared through different forums.

Democracy

Fig. 12: Democracy in Amuria

The above listed quantitative scores stem from key informant interviews, focus group discussions and surveys in Amuria district. Triangulated with the qualitative assessment, the following conclusion is drawn:

- In Amuria district, **participation** in the political process is particularly high (**3.94**). Respondents added that participation is higher during presidential and parliamentary elections than during local elections.

- Amuria also scored well on the **separation of powers** (**3.82**). Respondents made it categorically clear that separation of powers is in place and functions well.

- To a large extent, citizens know that **power lies with the citizens** and no one else (**3.59**). Respondents revealed that during community meetings, citizens assert that power belongs to them. However, they also feel that, to a lesser extent, power belongs to the rich who have used their funds to circumvent barriers that interfere with their interests.

- Some political actors in the district **accept and respect the rules of democracy** and compete in a fair manner but this does not apply to all (**3.56**). In addition, some political actors refuse to compete fairly, resorting to rigging, harassment, and ballot stealing. It was mentioned that sometimes security personnel force voters to cast their ballot in favour of the ruling party.

- Freedom of operation for political parties is restricted because opposition party supporters were beaten and tear-gassed during the last elections. The ruling party operates more freely than the other parties. This indicates **parties** only partially **operate freely (3.44)**.

- Political pluralism in the district is sometimes restricted (**3.53)** because overzealous security personnel sometimes interfere with local citizens participating in opposition parties.

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The following shows a selection of qualitative responses on issues relating to democracy in Amuria district.

Table 03: Answers on Democracy in Amuria

SPOTLIGHT - Testimonies of Respondents
Issues Raised

Power Belongs to the People
• Rather than power belonging to the people, it belongs to the rich.
• "You cannot successfully compete for a political position without money".
• "In actual sense, power belongs to a few people who influence decisions on behalf of the entire district".

Participation in Elections
• Some local citizens say their vote does not count and so they do not participate in the political process.
• Citizens do not participate sufficiently in local and community elections.

Political Pluralism
• Sometimes, security personnel keep citizens from participating freely in political parties.
• Parties operate but opposition party followers (especially for FDC and NUP) were beaten, arrested, and tear-gassed during the 2021 general elections.

Democratic Structures
• "Politicians are overriding the judiciary; most judgments are done in favour of politicians and civilians cannot win a case against them".
• Political leaders act as if they are above the law.

Fair Political Competition
• Sometimes, voters were forced to vote for the NRM by security personnel.
• Some actors do not accept defeat.
• The opposition was intimidated during elections by arrest and torture.

Noteworthy Positives

Power Belongs to the People
• During community meetings, local citizens assert that power belongs to them.

Democratic Structures
• There is clear separation of powers, e.g. courts work independently without interference from the councils.

Fair Political Competition
• Leaders who lost in the recent elections in the district accepted defeat.

Citizens cleaning up Amuria Health Centre voluntarily.

Rule
of Law

Fig. 13: Rule of Law in Amuria

The above listed quantitative scores stem from key informant interviews, focus group discussions and surveys in Amuria district. Triangulated with the qualitative assessment, the following conclusion is drawn:

- In Amuria, citizens' freedoms are generally guaranteed. They can freely and openly **express their thoughts and practise their religion** (**4.06**), and are **free to assemble** as well as associate and form associations or organisations that serve their interests (**3.97**). Respondents asserted that they have formed such bodies to advance their interests.

- To a large extent, **citizens respect the rules** laid down in various laws with only few violations (**3.82**). Additionally, **citizens who violate laws are held accountable** exceptionally well (**4.15**). Respondents shared cases of citizens being prosecuted and jailed when found guilty.

- Generally, **actions of state actors** are usually guided by prescribed rules and laws (**3.82**) but there have also been cases where this was violated. For instance, there have been arrests outside the law that used brute force.

- Amuria also ranks low on **neutrality and the extent of law abiding by state institutions** (**2.97**).

- In contradiction to this is the respondents' reports on whether citizens are **treated equally** before the law and without discrimination (**3.03**). Both scores indicate significant shortcomings. There have been observations that some citizens are treated as if they are above the law. Equal treatment is thus not guaranteed.

- Usually, **laws are revised by following legal-formal procedures** (**3.53**) but citizens are sometimes uncertain about this.
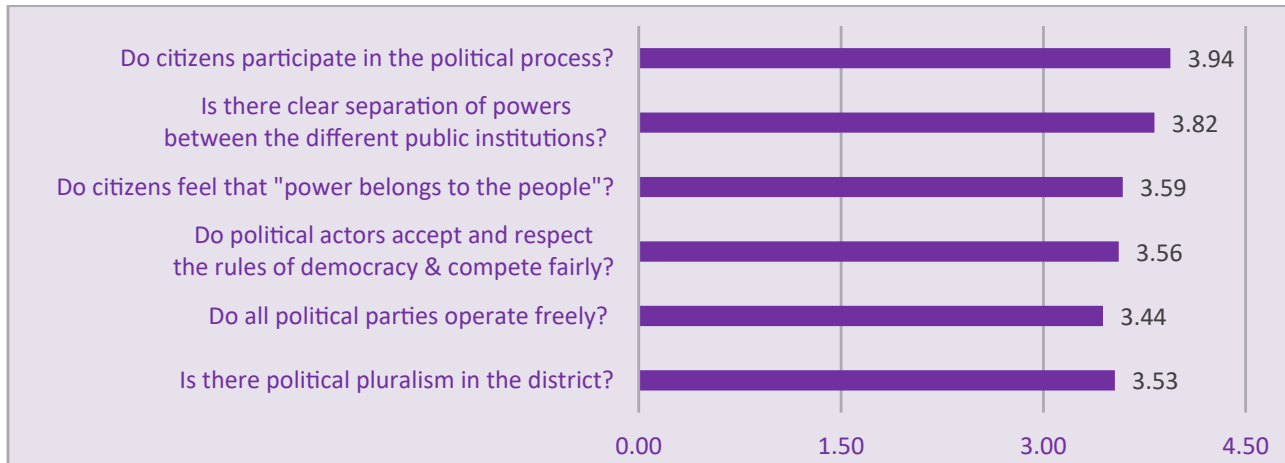
Amuria District

The following shows a selection of qualitative responses on issues relating to rule of law in Amuria district.

Table 04: Answers on Rule of Law in Amuria

SPOTLIGHT - Testimonies of Respondents

Issues Raised

Discrimination and Equality before the Law

• Certain persons are favoured and treated differently before the law (e.g. the rich, supporters of the ruling party and certain ethnic groups are favoured).
• State institutions are not neutral and serve the interests of the ruling party; diverging opinions are dismissed.
• Bribery undermines equality before the law.
• Politicians and officials do not respect the curfew time that applies to all, showing that laws are not equally applied.

Rule of Law

• Police demand bribes and thereby undermine rule of law.
• State actors sometimes act outside the law.

Breaches of Law

• Laws are not always respected by citizens.
• There have been increasing cases of mob justice, where citizens take matters into their own hands:
•Thieves are disciplined by mobs.
•Cases of domestic violence are solved according to local culture.

Freedoms that are upheld by the Law

• Peaceful demonstrations have been met with violence (teargas and beating) by security personnel.

Noteworthy Positives

Breaches of Law

• Lawbreakers are prosecuted and face legal consequences.

Freedoms that are upheld by the Law

• Citizens freely express their thoughts.
• There is freedom of worship. Citizens are free to assemble and associate; many organisations have been registered.

HUMAN
RITGHTS

Fig. 14: Human Rights in Amuria

The above listed quantitative scores stem from key informant interviews, focus group discussions and surveys in Amuria district. Triangulated with the qualitative assessment, the following conclusion is drawn:

- Respondents confirmed that **state institutions and civil society groups protect human rights** and freedoms in the district (**3.71**). Civil society particularly takes on a supplementary function.

- Similarly, citizens know that their **rights and freedoms are being enforced** by the relevant state institutions (**3.71**). Respondents were rather categorical in this perception because any infringement is reported to LC I.

- To a fair extent, citizens feel **entitled to the protection of their fundamental human rights** and freedoms (**3.56**). They however observed that some state actors violate their human rights and freedoms with impunity.

- Citizens have limited **knowledge of the relevant laws** that ensure that their rights and freedoms can be protected (**3.15**)

Amuria District Education Officer and team encouraging parents to prioritise returning children to school on Youth FM.

The following shows a selection of qualitative responses on issues relating to human rights in Amuria district.

Table 05: Answers on Human Rights in Amuria

SPOTLIGHT - Testimonies of Respondents
Issues Raised

Awareness
• Citizens know their rights and freedoms only to a small extent.

Protection
• There are complaints about violations of human rights and freedoms. State actors, who are the perpetrators, have enjoyed impunity.
• Children's rights are increasingly violated.
• Child labour has increased

Promotion
• State institutions' efforts to promote rights and freedoms are insufficient.

Noteworthy Positives

Protection
• Infringements of citizens' rights are always reported to the nearest Local Council I.

Promotion
• State institutions provide services aimed at promoting human rights and freedoms.
• Civil society groups and NGOS (Legal Aid, JLOS, UHRC) supplement the district's efforts to promote human rights and freedoms.
• CSOs also focus on promoting rights for groups like PWDs, CWD, PLWHIV/AIDS.
• Police does community policing on local radio stations

Citizen Participation

Fig. 15: Citizen Participation in Amuria

The above listed quantitative scores stem from key informant interviews, focus group discussions and surveys in Amuria district. Triangulated with the qualitative assessment, the following conclusion is drawn:

- Under citizen participation, respondents stated that citizens ensure that **leaders are held accountable** (**3.76**). Here, respondents made three key suggestions: 1) citizens should actively demand accountability, 2) citizens should make spot-check field visits and, 3) should seek for progress reports during barazas.

- There is a significant gap in the **citizens' ability to influence decisions** in the governance processes (**3.00**). However, some respondents believe that citizens influence decisions during budget conferences, barazas, and community meetings.

- This lack of influence goes hand in hand with a mediocre score of **citizens' participation.** There are limitations to freely, actively and fully participation in the district's governance processes (**3.32**). While citizens participate in barazas, budget conferences, LC meetings, and planning meetings, they are oftentimes not informed of the programmes and projects.

A community Dialogue in Amuria .

The following shows a selection of qualitative responses on issues relating to citizen participation in Amuria district.

Table 06: Answers on Citizen Participation in Amuria

SPOTLIGHT - Testimonies of Respondents
Issues Raised

Influence

• Citizens accept bribes in exchange for their votes and thus give up their chance to influence political decisions in elections.

Participation

• There is lack of information on governance and its processes; citizen participation is therefore limited.
• Citizens do not sufficiently use radio or make spot visits.
• Communities do not pressure leaders enough to explain the progress of programmes and projects during barazas.
• There is a lack of involvement of citizens in critical planning and budget processes.

Noteworthy Positives

Participation
• Barazas, budget conferences, council meetings and planning meetings are attended freely and actively by citizens.
• Communities even offer land for development projects (constructions of boreholes, access roads, health centres).

Influence
• During budget conferences, citizens' opinions are sometimes taken into consideration.
• Citizens' concerns raised during barazas are acted on by responsible officers.
• Community (sub-county) bye-laws are forwarded to the district and they are adopted.
• Leaders are summoned to lawful authority and other actors to respond to queries raised concerning their actions/inactions.

Responsive
Service Delivery

Fig. 16: Responsive Service Delivery in Amuria

The above listed quantitative scores stem from key informant interviews, focus group discussions and surveys in Amuria district. Triangulated with the qualitative assessment, the following conclusion is drawn:

- Amuria performs well on **responding to citizens' demands for service delivery** (**3.85**) and **setting targets to satisfy these demands** (**3.82**). Respondents noted that the district has a focal person who compiles citizens' demands and the actions taken on them. On target setting, it was however noted that most targets are set without consulting citizens on their needs.

- In the output dimension of services, there is a significant gap regarding the **achievement of targets** towards citizens' satisfaction (**3.15**). This shortcoming was attributed mainly to limited resources of the district. Respondents complained that sometimes services are provided in phases, and end up being unsatisfactory and the local citizens are not involved.

- On a positive note, citizens have indicated the district's attempts to put in place **policies and regulations to ensure that the district can respond to citizens' demands** for service delivery, are good (**3.53**). Here, respondents cited laws such as the LGA (1997) and Public Service Standing Orders. Respondents note that various institutions of government monitor the implementation of the budgets, but that sometimes, they are not properly followed up.

- Respondents stated that Amuria has put in place appropriate systems to ensure **human rights considerations** when planning and delivering services to local citizens (**3.35**). They argued that planning and delivery of services to local citizens are guided by set standards. They gave the example of the M&E Policy of 2013, which is meant to allocate resources and monitor their appropriation. However, it was underscored that sometimes the mechanisms are not used properly.

The following shows a selection of qualitative responses on issues relating to responsive service delivery in Amuria district.

Table 07: Answers on Responsive Service Delivery in Amuria

SPOTLIGHT - Testimonies of Respondents
Issues Raised

Citizens' Involvement

• Leaders do not listen to citizens. Leaders always seem too busy to attend to the local citizens. Visits to communities and meetings are rushed without exhausting key issues on ground.
• Promises are made to citizens during elections and never fulfilled.
• Citizens lack awareness about policies governing service delivery and thus cannot monitor services.

Target Settings

• Citizens are not consulted for target setting.
• Citizens are unaware of how to demand service delivery. Is there a clear structure?
• Service delivery targets do not reflect citizens' demands because they are limited in resources.
• Recommendations and reports for target setting are not properly followed up.
• Targets are not planned well and funds are under-budgeted for, resulting in poor service delivery.

Services Delivered

• Sometimes resources are not used properly.
• Provision of services in "phases" does not satisfy citizens.
• Concrete shortcomings:
• Inaccessible roads, even shortly after maintenance works
• Insufficient bridges, which affects transport during the rainy season
• Lack of classrooms; children have to study under trees

Noteworthy Positives

Policies and Regulations
• Laws such as the LGA (1997) and Standing Orders are in place. Various institutions of government monitor the implementation of this budget.

Target Setting
• The district sets targets and uses set standards for planning.
• The district has a focal person who compiles citizens' demands and the actions taken on them.

Services Delivered
• The district delivers services according to a set standard (e.g. by the M&E Policy (2013), which is meant to allocate resources and monitor their appropriation.

Amuria district budget conference held on 12/11/2021 at Amuria district Council hall.

Gender
Inclusion

Fig. 17: Gender Inclusion in Amuria
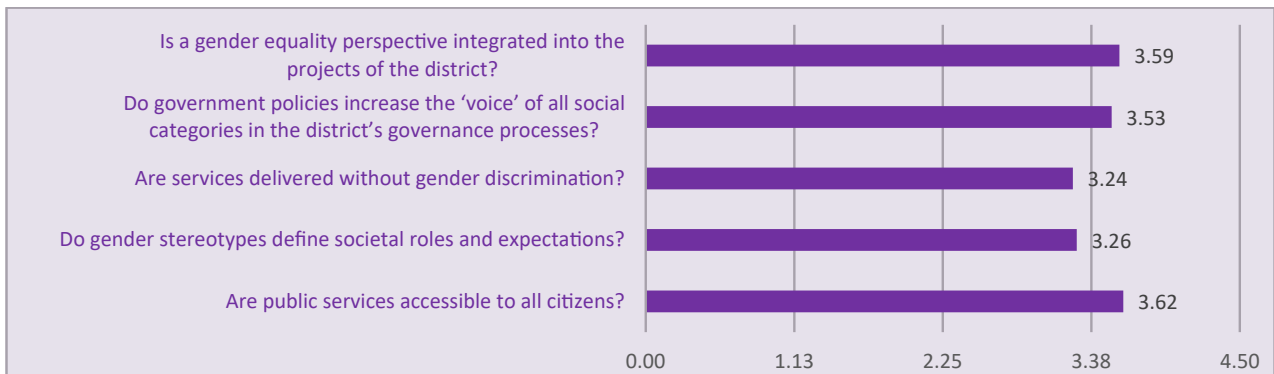
The above listed quantitative scores stem from key informant interviews, focus group discussions and surveys in Amuria district. Triangulated with the qualitative assessment, the following conclusion is drawn:

- In Amuria, the **gender equality perspective** is integrated only to a limited extent into programmes and projects in the district (**3.59**). This is mirrored in respondents' observations as to **whether women's voices are increased** through government policies (**3.53**). While the legally mandated composition of council gives a third of the seats to women, female participation in top leadership positions in the district is still very limited. This is also attributed to the cultural setting, where women have been rare in the public sphere and assigned to tend to domestic chores.

- Where handouts are given, services are **not yet delivered to both genders equally** (**3.24**). In institutional service delivery settings, however, the services that are provided are indeed accessible to all. An issue that was highlighted is the general mediocrity of services.

- Notably, many of the issues surrounding service delivery may be connected to the very prominent **gender stereotypes** that continue to define societal roles and expectations (**3.26**). Respondents confirmed that women's roles were still largely connected to the above mentioned traditional role models.

The following shows a selection of qualitative responses on issues relating to gender inclusion in Amuria district.

Table 08: Answers on Gender Inclusion in Amuria

SPOTLIGHT - Testimonies of Respondents
Issues Raised

Awareness
• Lack of information and awareness on policies that uplift marginalised groups.

Gender Stereotypes
• Women are mainly involved in care work while men are involved in paid economic activity.

Accessibility of Services
• Delivery beds in health facilities, save for Amuria hospital, are not adjustable to cater for mothers with disabilities.
• Lack of proximity of services (health, schools, markets, police, courts etc.) for the vulnerable such as PWDs, the elderly, CWDs, rural population and expectant mothers.

Inclusion in Decisions, Processes and Programmes
• Inclusion of female voices in top leadership positions in the district is limited.

Equal Chances
• Female teenagers have been marginalised by increasing teenage pregnancies during the lockdown.

Noteworthy Positives

Accessibility of Services
• Buildings in the district now provide for ramps.

Inclusion in Decisions, Processes and Programmes
• Since the law provides that one third of council members must be female, gender inclusion has increased in government processes.
• Apart from women, also elderly, youth and PWDs are represented in leadership.
• Gender mainstreaming is done in all public works.
• Both men and women have been involved in programming processes.

Summary of
Amuria District

The following figure lists the average scores of Amuria district for each dimension that was measured.

Figure 18: Average scores for each indicator in Amuria
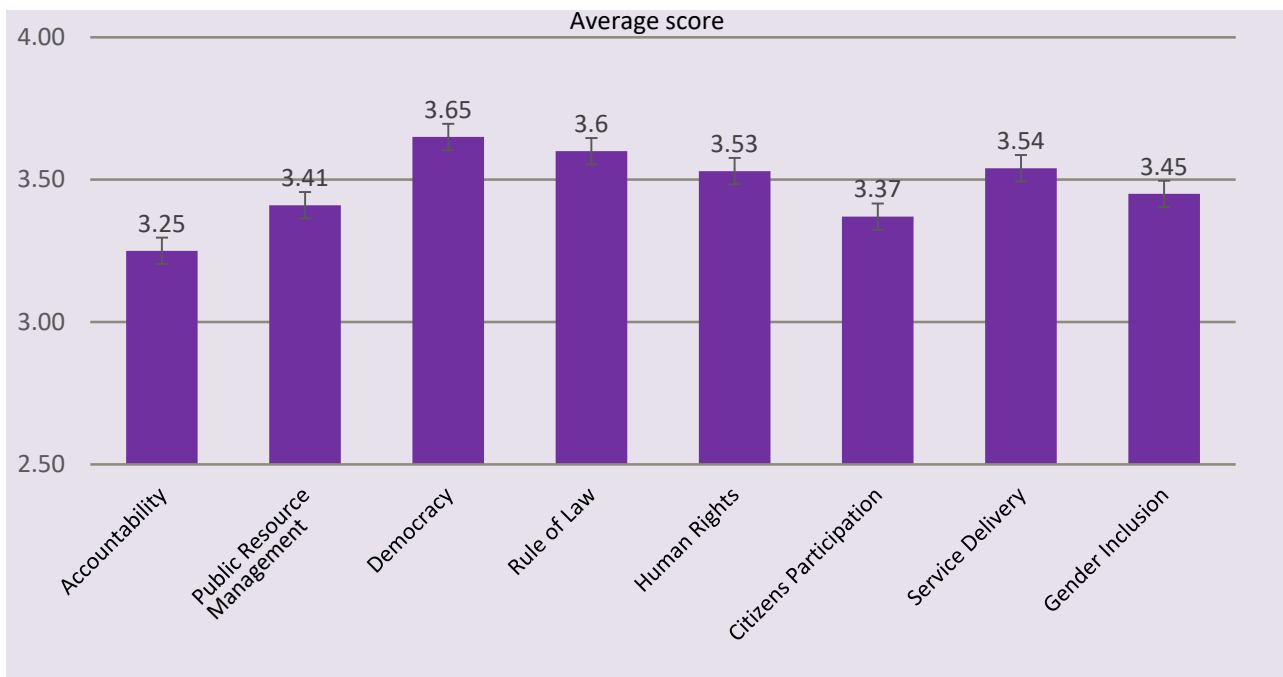
Eyal Lillian, RDC Amuria giving feedback to the citizens during an accountability dialogue.
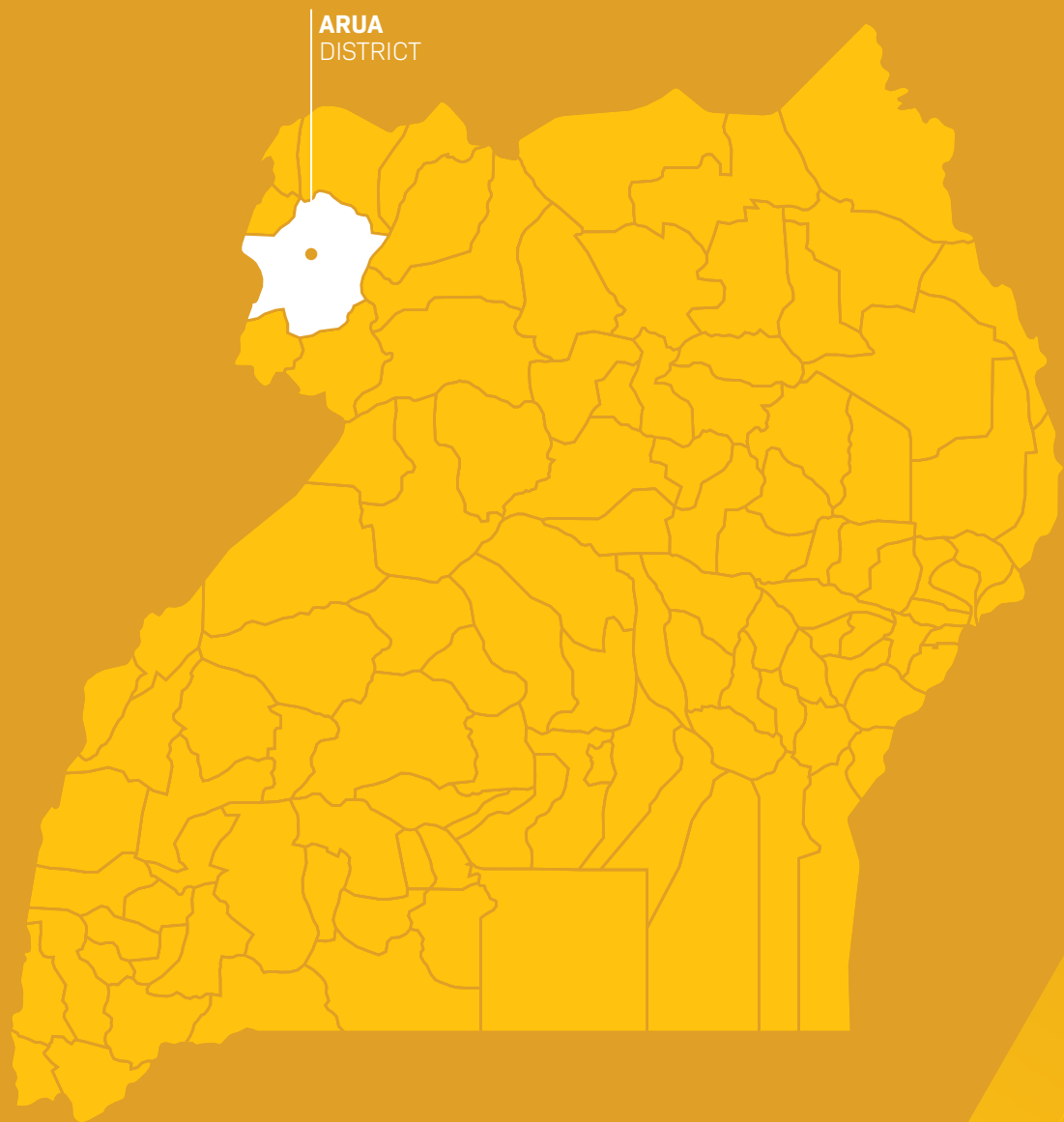
Arua
District

Accountability

Figure 19: Accountability in Arua

The above listed quantitative scores stem from key informant interviews, focus group discussions and surveys in Arua district. Triangulated with the qualitative assessment, the following conclusion is drawn:

- From the interpretations that respondents gave, it can be assumed that many citizens **understand the term accountability** (**3.63**). For instance, a respondent explained that district leaders account for public resources such as money that has been used in the delivery of services to the population.

- Even through Arua has a good accountability score, **citizens** are only fairly engaged in **holding leaders accountable** (**3.37**) and in **participating in monitoring** of development projects (**3.32**).

- The scores on **corruption** show that there are significant shortcomings in addressing corruption in Arua. While only a small number of respondents believe that **anti-corruption mechanisms** work effectively (**2.89**), still fewer believe that **citizens** (**2.61**) and **leaders** (**2.63**) exercise **zero tolerance** to corruption. In this regard, it is interesting that respondents do believe, to a certain extent, in the functionality of anti-corruption mechanisms. However, some citizens do not know the extent to which the mechanisms work, let alone the procedures for reporting corruption cases. Some respondents even said that local citizens do not know whom to report to if they witness cases of corruption. These deficiencies underline the fact that sometimes the corrupt do not get prosecuted.

The following shows a selection of qualitative responses on issues relating to accountability in Arua district.

Table 09: Answers on Accountability in Arua District

SPOTLIGHT - Testimonies of Respondents
Issues Raised

Monitoring
- There is no access to information.
- Citizens only participate indirectly through monitoring reports from their representatives.
- Citizens are not always able to monitor as leaders dictate what is being done.
- Citizens are not aware of their role in monitoring of district projects and programmes.

Accountability
- Some citizens do not know the procedures and meaning of accountability.
- Citizens demand accountability but leaders delay responding or do not give feedback (e.g. there was an issue with the distributions and effectiveness of seeds).
- Sometimes officials disappear, which makes it difficult to hold them to account.
- Revenue is collected by the sub-county and citizens are told that 60% facilitates sub-county activities and no information is given on the remaining 40%.

Corruption
- The IGG collaborates with the corrupt.
- When the Oloko health centre ambulance was stolen, there was no action taken and it has never been recovered to date.
- Leaders at local level and district level are engaged in corruption. They divert funds for their personal use and engage in fraudulent accounting.

Reporting Corruption
- Citizens lack enough evidence and information on procedures for reporting corruption to build a successful case.
- Citizens do not feel confident to report cases of corruption.

Prosecuting Corruption
- Sometimes, files in corruption cases go missing which allows the corrupt to escape prosecution.
- Local leaders are known to dismiss and silence cases of corruption.
- Influential people who are corrupt are not arrested.
- There is little response to reported cases of abuse of resources by the duty-bearers. There are cases when corruption was reported and no action was taken (e.g. NUSAF payments were released but not paid to the recipients).

Noteworthy Positives

Accountability

• Local citizens understand accountability and were even able to give examples:

   a) giving and refunding

   b) district leaders accounting for public resources such as money used in service delivery

   c) leaders being held responsible for money that was transferred

• Radio programmes on answerability promote public accountability.

• CSOs conduct capacity building trainings to the citizenry and local leaders on mechanisms of accountability.

Corruption

• Generally, citizens do not tolerate corruption.

• The Local Government Public Accounts Committee is functional and ensures civil and political leaders account for their actions.

Public Resource
Management

Fig. 20: Public Resources Management in Arua
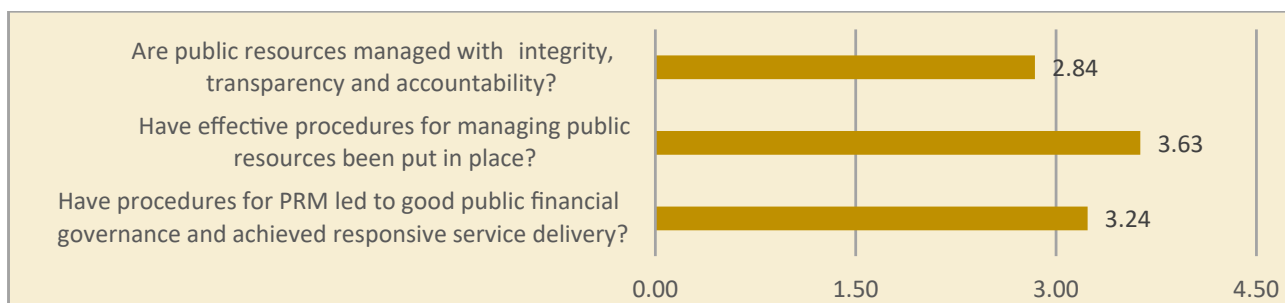
The above listed quantitative scores stem from key informant interviews, focus group discussions and surveys in Arua district. Triangulated with the qualitative assessment, the following conclusion is drawn:

The scores testify that public resources in Arua district are being managed with gaps.

- The management of public financial resources with **integrity, transparency and accountability** is not adhered to in many cases (**2.84**). There have been complaints about misuse of public resources such as government vehicles. The managerial shortcomings have had negative effects on efficiency and effectiveness of service delivery. It emerged that some officials do not want to be questioned, which significantly impedes transparency and accountability.

- Against this backdrop, Arua scores better on installing **procedures for managing public resources** (**3.63**). Some respondents are however not aware whether the installed procedures work effectively; others cannot comment on whether such procedures are in place at all. The latter are thus easily exploited by corrupt officials.

- Respondents were also asked if the above mentioned procedures have led to **good financial governance**, and thereby to responsive service delivery. This question generated fairly positive feedback (**3.24**). However, individual respondents criticised the lack of good governance and services in the district. Additionally, there is a lack of awareness whether the procedures have led to good public financial governance.

The following shows a selection of qualitative responses on issues relating to public resource management in Arua district.

Table 10: Answers on Public Resource Management in Arua

SPOTLIGHT - Testimonies of Respondents

Issues Raised

Procedures for PRM
• Procedures for distribution and management of resources are not clear to all.

Implementation
• There is poor implementation of PRM procedures, particularly at lower local government level. This results in insufficient service delivery.
• Lack of follow-ups on the procedures of resource management has been recorded.

Integrity, Accountability and Transparency
•Integrity and transparency in resource management are lacking.
• Many leaders do not want to be questioned on anything.
• There is misuse of public resources, particularly of government vehicles.
• The ambulance car at Health Centre III (Oloko) has gone missing but no action has been taken on the driver.

Noteworthy Positives

Procedures for PRM
• At higher local government, effective procedures are in place for PRM.

Integrity, Accountability and Transparency
• Central government and local government tenders are openly displayed on the notice board.

Democracy

Fig. 21: Democracy in Arua

The above listed quantitative scores stem from key informant interviews, focus group discussions and surveys in Arua district. Triangulated with the qualitative assessment, the following conclusion is drawn:

- Arua scores highly on **political participation of citizens** (**4.00**). Respondents noted that participation is however strongly linked to elections, thus suggesting that broader participation in the political process could be pursued. Similarly, Arua scores well on citizens' perception that **power belongs to the people** (**3.68**). Nevertheless, respondents noted that during the legislative period, citizens' power is suppressed.

- The assessment of **political pluralism** in the country shows that there are significant shortcomings (**3.29**). In particular, these shortcomings are visible with regard to **parties' limited ability to operate freely** (**2.92**). Respondents were very divided on this issue. While some said that political parties are working freely, others disputed

this by pointing to rallies during the 2021 general elections that were marred by violence. The NRM was accused of harassing and intimidating the opposition parties.

- Arua received a fairly good score on the **separation of powers** between public institutions (**3.63**). Some respondents raised the issues that the factual separation of powers was undermined by leaders acting in their own interest and overstepping their mandates.

- Leaders in Arua do not always respect the rules of democracy or c**ompete in a fair manner** (**3.03**). It was explained that there is fair play but also utter resistance by some candidates to accept defeat, thus resorting to legal battles and violent attempts to gain power.

The following shows a selection of qualitative responses on issues relating to democracy in Arua district.

Table 11: Answers on Democracy in Arua

SPOTLIGHT - Testimonies of Respondents
Issues Raised

Power Belongs to the People

• Citizens mainly participate in the political process during elections and not beyond.
• Citizens feel that beyond elections, they hold no power.
• Citizens hold a negative attitude towards participation in the political process.

Democratic Structures

• Leaders act selfishly and do not respect the boundaries and responsibilities of their mandates.
• State institutions are not independent as the separation of power is not clearly practised.

Fair Political Competition

• Opposition party supporters felt intimidated by the ruling party.
• Police and the ruling party oppressed the opposition party during general elections.
• Some candidates do not accept defeat and attempt to use force to get into power.
• Citizens observed unfair manipulation of political processes by politicians and elites.

Noteworthy Positives

Power Belongs to the People - Citizen Participation

• Citizens are aware that power belongs to the people and exercise this power during elections.

Political Pluralism

• Pluralism works well because several political parties exist and their candidates participated in the 2021 general elections.

Rule
of Law

Fig. 22: Rule of Law in Arua

The above listed quantitative scores stem from key informant interviews, focus group discussions and surveys in Arua district. Triangulated with the qualitative assessment, the following conclusion is drawn:

- Arua district receives exceptionally high scores on citizens' **freedom to assemble and associate** as well as on citizens' **freedom of worship** (**both scores 4.03**).

- Arua also performs highly in h**olding citizens accountable** when they violate national laws (**4.16**). Respondents named court appearances, arrest and (if found guilty) punishment among the legal instruments applied to hold citizens to account. However, this high performance must be seen in context. Respondents reported that there are cases of bribery, disappearance of legal documents and unequal treatment before the law which indicates that there are shortcomings holding all citizens equally accountable.

- In the domain of **equal treatment** of citizens without discrimination, Arua has some gaps (3.08). Equality is undermined by bribery and discrimination against more marginalised social groups. Over the years, this kind of malfeasance has generated both overt and covert outrage among many citizens. Respondents argue that this has

been one of the major causes of political instability. Due to the above outlined shortcomings in non-discriminatory actions and accountability, Arua performs relatively poorly in equal treatment of all citizens before the law.

- This is reinforced by respondents who noted that the **actions of state actors** are only sometimes **guided by prescribed rules/laws** (**3.45**). State actors in Arua stand accused of corruption. As a result, **state institutions** fail to operate **neutrally** and in accordance with the law. Thus, this indicator has an extremely weak score, as well (**3.11**).

- There are knowledge gaps among the citizenry in Arua. One, respondents observed that although the citizens **respect the laid down rules** (**3.29**), they do not know all of them. Two, respondents were highly unsure whether **laws are revised following laid down legal procedures** (**2.95**). Ignorance on the side of the citizenry creates a vacuum for those who can take on a watchdog role over the actions of officials.
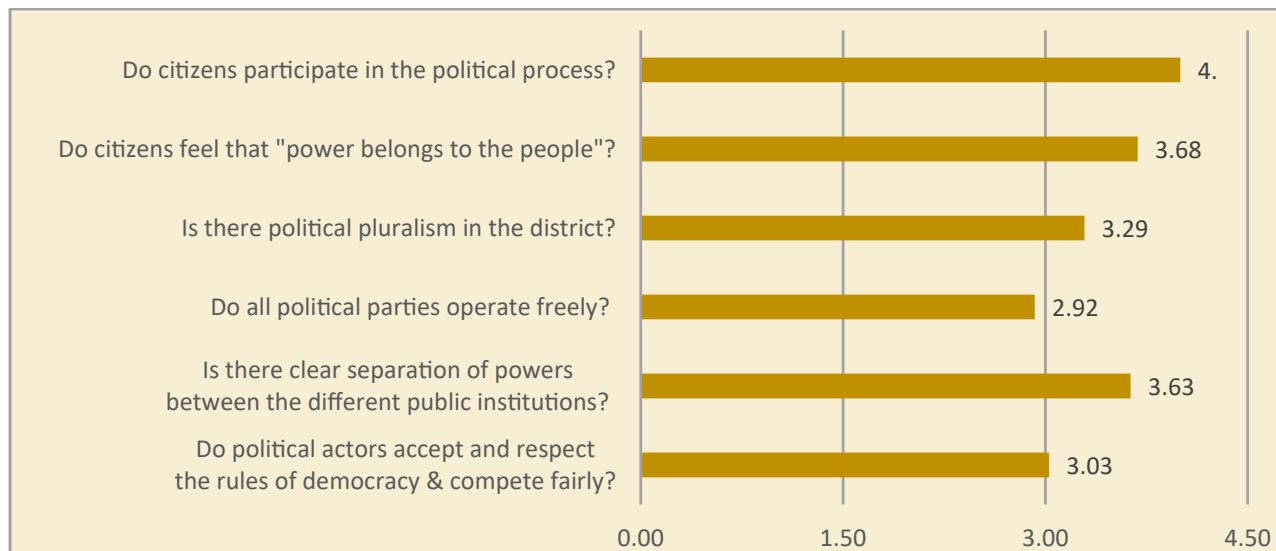
The following shows a selection of qualitative responses on issues relating to rule of law in Arua district.

Table 12: Answers on Rule of Law in Arua

SPOTLIGHT - Testimonies of Respondents
Issues Raised

Rule of Law
•Not all citizens are not aware of relevant laws.
•Some state actors' actions are not in accordance with the law.
•There is lack of civic education in the legal sphere. Ctizens have little to no knowledge of laws, they only get to know when someone falls a culprit.
•Security agencies like police intimidate citizens.
•The culturally observed rules for marriages differ from the nationally prescribed laws.

Discrimination and Equality before the Law
• There is a discrepancy in treatment between officials and citizens; particularly those upholding views of the political opposition are treated unfairly.
• Officials like the IGG, police and RDCs do not operate neutrally - they are corrupt.
• Certain persons are favoured and treated differently before the law (e.g. the right vs. the poor; the young vs. the elderly).
• Those of lower socioeconomic status cannot afford lawyers.
• There is bribery which undermines equality before the law.

Breaches of Law
• The late Hon. Ibrahim Abiriga was murdered three years ago but there have never been any updates in as far as bringing the perpetrators to justice.
• Justice is usually delayed.

Development of the Law

• Citizens are unaware if laws are revised following prescribed formal-legal procedures.

Noteworthy Positives

Rule of Law

• Citizens respect those laws that they are aware of.

Breaches of Law

• Citizens are held accountable for violating the law and legal consequences apply.

Freedoms that are upheld by the Law

• Citizens freely express their thoughts.
• There is freedom of worship. This is visible as there are many churches and mosques.
• Citizens are free to associate, e.g. Village Savings Loans Associations (VSLAs), women groups and groups for the elderly have been formed.

A baraza taking place in Logiri S/C – Arua district.

Human
Rights

Fig. 23: Human Rights in Arua

The above listed quantitative scores stem from key informant interviews, focus group discussions and surveys in Arua district. Triangulated with the qualitative assessment, the following conclusion is drawn:

- In Arua, state institutions and CSOs protect and **promote citizens' rights** fairly well (**3.5**). However, it was mentioned that in some cases police fails to act on a number of complaints and thus fails to safeguard citizens' rights.

- Arua district performs with significant gaps on the question whether citizens feel that their **rights and freedoms are protected** (**2.82**). Respondents named several examples that point to inappropriate actions on the side of state actors which impede citizens' rights and freedoms. For instance, the right to demonstrate has been limited by state officials and demonstrations were met with violent state responses.

- Citizens know that generally their r**ights and freedoms should be enforced by relevant state institutions** (**3.58**). Citizens in Arua have bigger knowledge gaps on which laws actually protect citizens' rights and freedoms (**3.03**). Overall, some citizens are unaware of these relations between state actors and the people. Knowledge is lacking, mostly in the rural areas.

The following shows a selection of qualitative responses on issues relating to human rights in Arua district.

Table 13: Answers on Human Rights in Arua

SPOTLIGHT - Testimonies of Respondents

Issues Raised

Awareness

• Some citizens do not know their rights and freedoms.
• In the rural areas, there are particularly large knowledge gaps regarding awareness of human rights and freedoms.
• Citizens are unaware whether their rights and freedoms are being enforced and what the procedures for enforcement should be.

Protection

• Police delays responding to complaints, creating inefficiency in safeguarding citizens' rights.
• Shortcomings in police action are strongly visible in rural areas.
• Citizens do not feel entitled to their rights and freedoms due to the actions of state officials.
• Fundamental human rights were violated. Demonstrations were met with teargas, beatings and criminal charges were pressed against participants on fabricated grounds for arrest.

Noteworthy Positives

Protection

• The special needs of PWDs have been at the centre of some projects (e.g. latrine building at schools).

Promotion of Rights

Some institutions and civil society groups promote human rights and civil freedoms. Here, Action Aid has been named as a positive example fighting for the human rights of the communities.

Citizen
Participation

Fig. 24: Citizen Participation in Arua
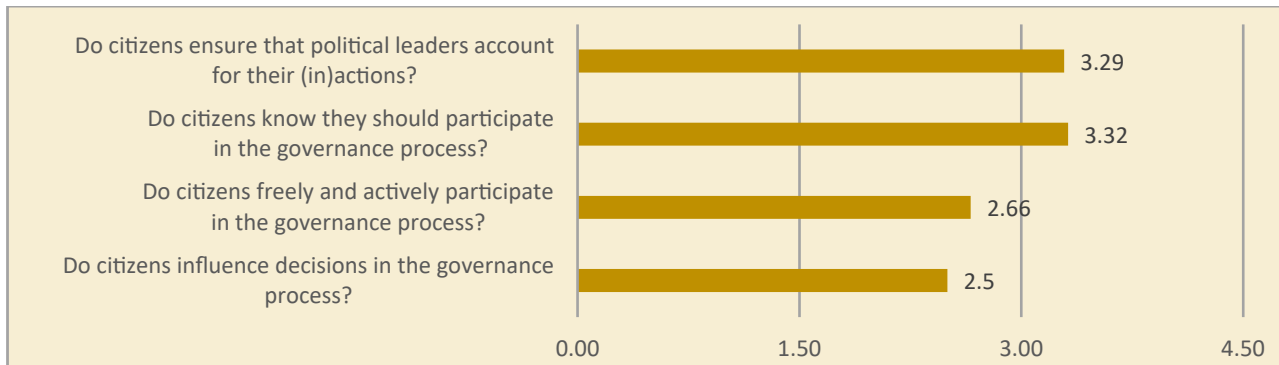
The above listed quantitative scores stem from key informant interviews, focus group discussions and surveys in Arua district. Triangulated with the qualitative assessment, the following conclusion is drawn:

- In general, citizens manage well to ensure that e**lected and unelected officials are accountable** (**3.29**). They suggested that in the future:
  a) leaders should give more feedback
  b) meetings should be held with leaders to ask questions of accountability

- While citizens understand well that they should **freely, actively and fully participate** in governance processes (**3.32**), only a small fraction of citizens **actually participates** freely, actively and fully (**2.66**). Respondents expressed that oftentimes citizens do not participate because they feel represented by their leaders. Some respondents viewed this as positive, others were more critical of indirect participation. Other respondents said that local citizens are even unable to attend relevant meetings because local communities are not invited. In general, there was agreement that relevant political meetings are only attended by top officials and citizenry only hear of the outcomes afterwards.

- Partially due to this lack of participation but also due to exclusion, citizens are hardly able to **influence decisions in the governance processes** of Arua district (**2.50**). Here, too, respondents sometimes believed they were influencing governance processes through their representative leaders, while others stated that their views are being ignored. Some respondents felt that citizens without any official designation were not taken seriously.

Arua District

The following shows a selection of qualitative responses on issues relating to citizen participation in Arua district.

Table 14: Answers on Citizen Participation in Arua

SPOTLIGHT - Testimonies of Respondents
Issues Raised

Participation
• Several citizens believe that participation through their elected leaders is sufficient; they lack understanding of accountability.
• Citizens do not sufficiently attend meetings related to governance processes; there is the belief that attendance has to be facilitated.
• Frequently, community members are not invited to meetings related to governance processes.
• Leaders and citizens do not meet enough to discuss questions of accountability and monitoring.

Influence
• Citizens are unable to influence decisions at district level as they are unaware of the proceedings.
• Citizens have no connection to the district level.
• The voices of common citizens are frequently dismissed as unimportant: They said they raise issues and concerns but the responses take long and views are not being implemented by the duty-bearers.
• Mandated representatives should return to their constituency for feedback and insights.

An assessor interviewing a head teacher during the peer review activity.

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Responsive
Service Delivery

Fig. 25: Responsive Service Delivery in Arua

Question	Score
Are there frameworks to ensure district leaders respond to citizens' demands for service delivery?	3.47
Does the district set targets for service delivery that satisfy citizens' demands?	3.66
Does the distrct achieve its targets for service delivery?	3.11
Do officials respond to citzens' demands in service delivery?	3.42
Are there appropriate systems to ensure human rights considerations in service delivery planning?	3.24

The above listed quantitative scores stem from key informant interviews, focus group discussions and surveys in Arua district. Triangulated with the qualitative assessment, the following conclusion is drawn:

● Arua district is relatively strong in introducing regulatory mechanisms. Accordingly, the district has put **policies and regulations** in place that are meant to respond to citizens' demands for services (**3.47**). These processes are in place, but many citizens are unaware of them.

● Arua district scores well in **setting targets for service delivery** (**3.66**). Respondents however indicated that these **targets are not fulfilled satisfactorily** (**3.11**). They said citizens are often unaware of the targets and that targets do not necessarily meet the demands of the citizenry.

● As the targets are not entirely appropriate, district officials are unable to fully **satisfy citizens' demands** (**3.42**). Respondents

said that additionally the quality of services is insufficient and delivery is delayed. Respondents named several areas where service delivery has failed to address urgent needs (see below). The effectiveness of service delivery is further stalled through corruption and favouritism of certain areas, thus discriminating against those who are in dire need of public services.

● Arua respondents have different views whether mechanisms that include human rights considerations for service delivery have been put in place. While some argue that such mechanisms exist, they mentioned that these are not always effective.

The following shows a selection of qualitative responses on issues relating to responsive service delivery in Arua district.

Table 15: Answers on Responsive Service Delivery in Arua

SPOTLIGHT - Testimonies of Respondents

Issues Raised

Target Setting
• Many citizens are unaware of such target setting. This also diminishes their ability to monitor service delivery.
• Citizens are not aware if policies are in place to ensure that districts respond to citizens' needs.
• Not all targets reflect the demands of citizens.
• Important demands remain unaddressed.
• Mechanisms to ensure that human rights considerations are included in planning service delivery are not always effective, and many times are not in place. Thus, those with power infringe on the rights of the people.

Attainment of Targets
• There is widespread unawareness if targets are met.
• Some of the targets are not met due to delays and corruption.

Services Delivered
• Delivery of services focuses on quantity and not quality. As a result, accountability reports show large sums that were spent when the actual output was minimal.
• There is late service delivery or no delivery at all.
• Certain geographical areas are favoured in the distribution of services.
• Services are provided unsustainably.
• Concrete shortcomings:
• Insufficient wheelchairs for PWDs
• Lack of midwives at health centres
• In some health facilities, there are no or few toilets
• Broken boreholes have not yet been repaired, even though the issue has been raised

Noteworthy Positives

Target Setting
• The district sets targets for service delivery.
• Policies have been put in place to ensure that the district responds to citizens' needs.
• There are some systems and mechanisms in place (e.g. community meetings) to ensure that human rights considerations are included in planning service delivery.

Services Delivered
• Sometimes the district attempts to respond to demands, like in the case of maternal health care services.
• Citizens and communities co-fund resources needed to support improved service delivery.

Road works on bondo Koya road in Arua district stalled and abandoned since May 2021. The road is being used despite the unfinished works.

Gender
Inclusion

Fig. 26: Gender Inclusion in Arua
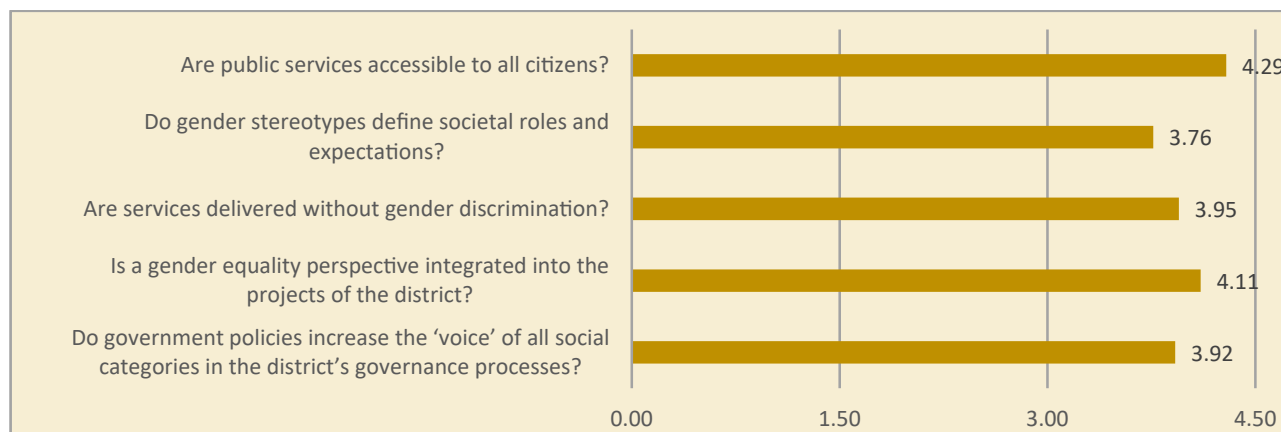
The above listed quantitative scores stem from key informant interviews, focus group discussions and surveys in Arua district. Triangulated with the qualitative assessment, the following conclusion is drawn:

- In general, public services in Arua are **accessible to all citizens** (**4.29**) and the district scores highly in this area. Accordingly, government hospitals and schools are widely accessible. However, certain services can only be accessed with a National Identity Card, putting a significant portion of persons at a disadvantage, considering the widespread problems with National ID distribution and the lack of accessibility for refugees.

- Even though **male and female stereotypes** define societal roles in Arua (**3.76**), this affects **service delivery** only to a certain extent (**3.95**). Nevertheless, numerous examples were given where this

does not have a negative effect on service delivery, for instance, in school attendance and health service delivery.

- The **gender equality perspective** is fairly well integrated into programmes and projects (**4.11**). Government policies partially succeed in significantly **increasing the voice** and influence of marginalised groups in governance processes (**3.92**) as women are included in governance processes and their voices influence government policies.

The following shows a selection of qualitative responses on issues relating to gender inclusion in Arua district.

Table 16: Answers on Gender Inclusion in Arua

SPOTLIGHT - Testimonies of Respondents
Issues Raised

Accessibility of Services

•Health Centre IIIs and other services can only be accessed with a National ID, which is a challenge to refugees and to some who struggle to access registration points.

Inclusion in Decisions, Processes and Programmes

• Women are oftentimes less educated, leading to reduced ability to participate in informed decision making or inability to participate at all.

Noteworthy Positives

Awareness

• Media amplifies the voices of women and promotes their inclusion.

Accessibility of Services

• Boys and girls go to school equally.
• Men and women equally receive health care services.

Inclusion in Decisions, Processes and Programmes
• Since the law provides for inclusion of women, gender inclusion has increased female participation in government processes (e.g. female councillors and MPs exist).
• Gender equality is integrated in most programmes and projects, e.g. in Operation Wealth Creation (OWC). Gender mainstreaming is done. Gender sensitivity is key to all programmes being designed.'

Summary Of
Arua District

The following figure lists the average scores of Arua district for each dimension that was measured.

Figure 27: Average scores for each indicator in Arua
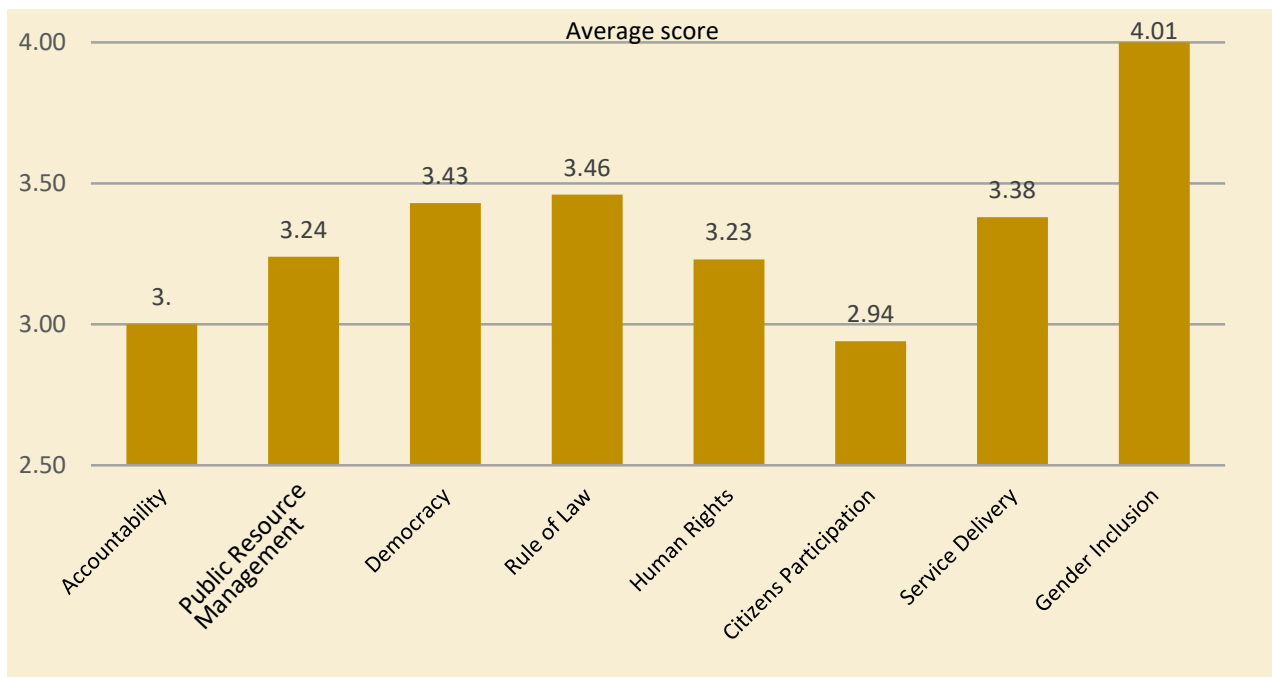
Road section linking Rigbo sub-county to Rhino Camp and Arua.

Gulu
District

Accountability

Figure 28: Accountability in Gulu

The above listed quantitative scores stem from key informant interviews, focus group discussions and surveys in Gulu district. Triangulated with the qualitative assessment, the following conclusion is drawn:

- Corruption is highly problematic in Gulu. **Leaders** stand accused of being **tolerant of corruption** and engage in corrupt endeavours themselves (**2.42**). Even though **citizens** complain about leaders' involvement in corruption, they too, are tolerant of **corrupt behaviour** and are engaged in it (**3.00**), however to a lesser extent than their leaders.

- Since corruption is tolerated by leaders and citizens alike, **anti-corruption mechanisms** cannot be enforced properly and do not work effectively (**2.56**). Respondents stated that many citizens are unaware of the procedures for reporting corruption but others fear reporting cases. All of these circumstances have led to an environment in which corrupt behaviour has gained a certain acceptance. As a result, many cases of corruption are not prosecuted. In few instances where investigations are opened, these are mostly not carried out.

- Corruption flourishes and is hard to discover as citizens only rarely participate in **monitoring of development projects** (**2.73**). This is also the case because citizens lack awareness on the importance of monitoring and fail to secure practical information like details on projects that are to be monitored and on how to monitor them.

- In total contradiction to very poor scores on corruption, stands the relatively highly score for indicators of citizens **demanding accountability from their leaders** (**3.84**).

- Most of the poor scores in the area of accountability and the underlying data that this report has collected both suggest that citizens in Gulu generally lack an u**nderstanding of accountability** (**3.16**). Individual respondents suggest that citizens are principally interested in this but are scared to collect more information in this area. Interestingly, several respondents mentioned their resignation to speaking up, reporting corruption or asking for accountability out of fear of their leaders.

The following shows a selection of qualitative responses on issues relating to accountability in Gulu district.

Table 17: Answers on Accountability in Gulu

SPOTLIGHT - Testimonies of Respondents
Issues Raised

Accountability
• There is limited knowledge on accountability and on how to effect it.
• Respondents reported that there is no laid down framework for citizen engagement in accountability, monitoring and evaluation.
• Citizens are scared of demanding for accountability

Monitoring
• The sources and infrastructure for monitoring are limited.
• Many citizens do not monitor projects and services.
• Citizens do not know how to monitor projects.
• Many citizens are not aware of the development projects in their areas.
• Citizens and leaders only exchange details on accountability during the political season and during radio shows.

Corruption
• Some citizens bribe leaders.
• Leaders are corrupt and only condemn corruption when they are not involved.
• Anti-corruption mechanisms do not work because their operational prerequisites are unrealistic.

Reporting Corruption
• Some citizens are unaware of the mechanisms to report corruption.
• Citizens have lost faith in anti-corruption mechanisms due to past delays and inefficiencies.
• Citizens are afraid of district officials and thus fear to report corruption.
• Leaders bribe citizens in order not to report corruption. Due process is thus restricted.

Prosecution of corruption
• Files are frequently "lost" in investigations on corruption.
• Corrupt officials are sometimes arrested but cases never reach courts of law.

Noteworthy Positives

Accountability

• Citizens generally demand accountability.

Monitoring

• A monitoring and evaluation mechanism is in place.
• Some citizens are aware of the development projects in the district.
• Citizens follow up, listen to and contribute to radio talk shows and community meetings.

Corruption

• Most citizens exercise zero tolerance to corruption in the district.

A borehole in Akonye bedo Sub County in Gulu district being assessed; Pending rehabilitation.

Public Resource
Management

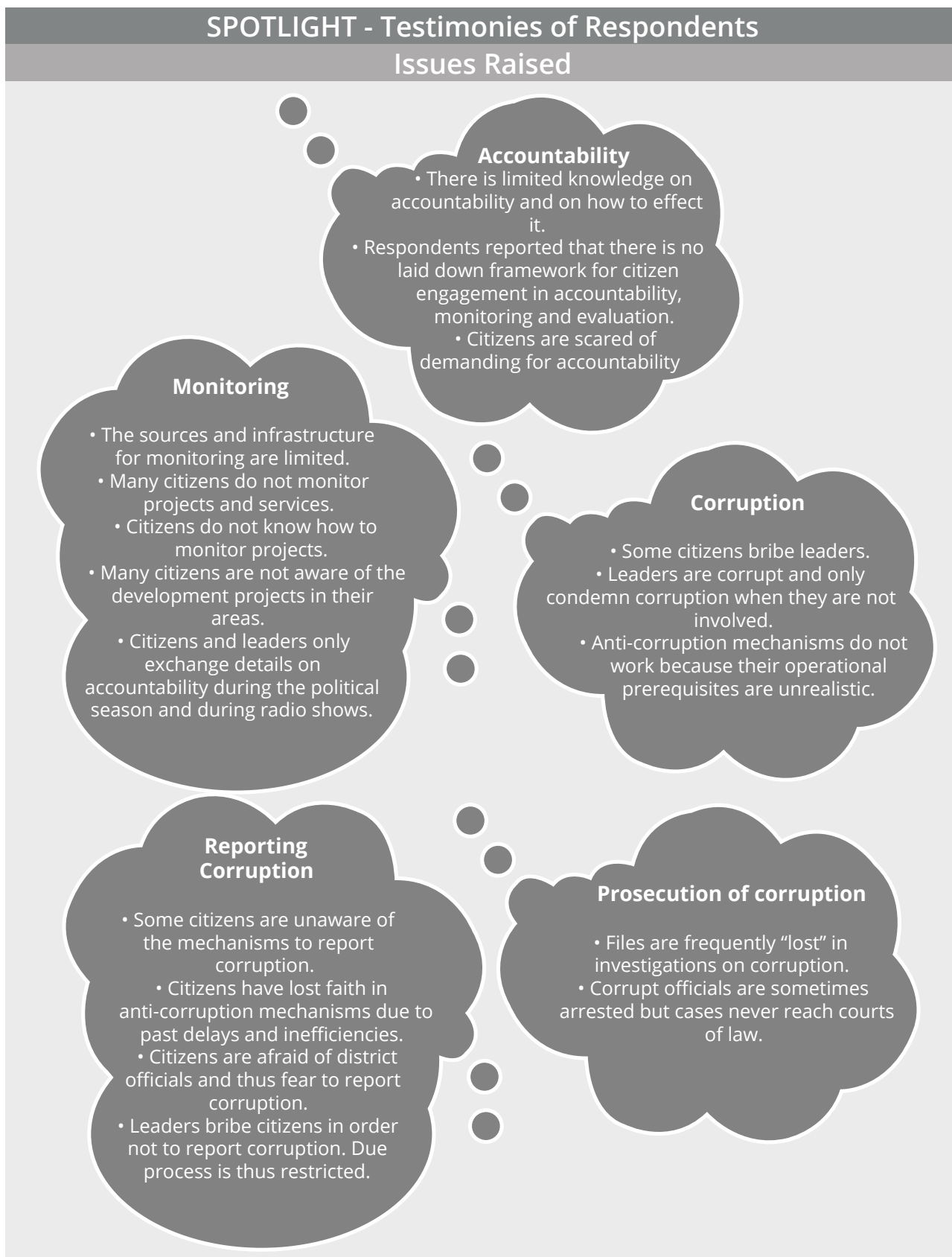**Fig. 29: Public Resource Management in Gulu**
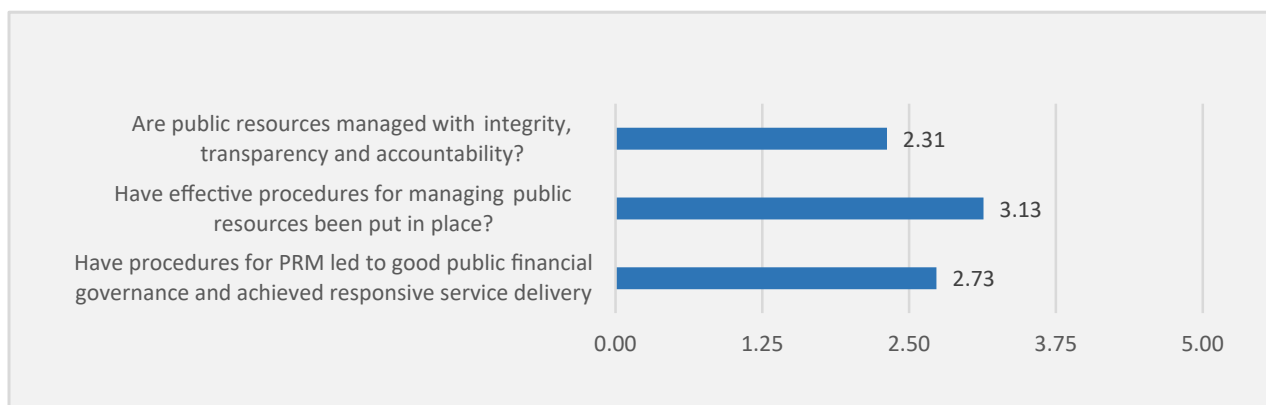
The above listed quantitative scores stem from key informant interviews, focus group discussions and surveys in Gulu district. Triangulated with the qualitative assessment, the following conclusion is drawn:

- Respondents stated strongly that public resources in Gulu are not managed with **integrity, transparency and accountability** (**2.31**). A number of district leaders in Gulu do not espouse integrity in the way they manage public resources. This is an unfortunate situation which greatly affects service delivery to the local citizens.

- Generally, **effective procedures for managing public resources** have been put in place with considerable gaps (**3.13**). Respondents indicated however that there is a level of ignorance among citizens regarding existing procedures for PRM.

- In Gulu, procedures for PRM have neither led to good **public financial governance** nor achieved **responsive service delivery**. Bot indicators were ranked low by respondents (**2.73**).

A sensitisation and awareness talkshow on good governance – MEGA FM Gulu.

The following shows a selection of qualitative responses on issues relating to public resource management in Gulu district.

Table 18: Answers on Public Resource Management in Gulu

SPOTLIGHT - Testimonies of Respondents

Issues Raised

Implementation

• Due to poor PMR, service delivery is not responsive to needs of communities.

Accountability, Integrity, and Transparency

• Public financial resources are not managed with integrity, transparency or accountability to attain efficient and effective service delivery.

Procedures

• There is ignorance on procedures and processes of PRM among citizens.

Noteworthy Positives

Procedures

• There is a legal framework for PRM and a management committee at the district.

Implementation

Supervision of public resources is done by LCs, IGG and service providers like schools and health centres.

Democracy

Fig. 30: Democracy in Gulu

The above listed quantitative scores stem from key informant interviews, focus group discussions and surveys in Gulu district. Triangulated with the qualitative assessment, the following conclusion is drawn:

- In Gulu district, **political pluralism** exists to a fair extent because various political parties exist in the district (**3.49**).

- This is supported by the fact that **political parties operate freely** to a fair extent (**2.98**) but with considerable restrictions. Respondents observed that opposition parties are curtailed from effectively participating in the political process. They cited cases where UPDF and Police favoured the ruling party, allowed it to dominate the political process and inflicted fear onto the opposition.

- As a result of the above observations, there is only limited **acceptance and respect for the rules of democracy** and fair competition (**3.0**). Respondents gave examples of rules not being applied equally to all political parties.

- On the side of the electorate, **citizens participate** in the political process, even if it is not to a high extent (**3.58**).

- Respondents note that **separation of powers** is existent but not strongly practiced (**3.27**). This is the case because the executive commands the other two arms of government and because the organs of government are influenced by the security operatives.

- Finally, respondents believe that **power only partially belongs to the people (3.27)** because they only participate in the political process during elections. Even during elections, they believe their votes are not decisive in an election.

The following shows a selection of qualitative responses on issues relating to democracy in Gulu district.

Table 19: Answers on Democracy in Gulu

SPOTLIGHT - Testimonies of Respondents
Issues Raised

Power Belongs to the People
• Citizens feel they do not have the power to decide who wins an election.
• Local citizens do not participate in political processes outside of elections.

Democratic Structures
• No clear separation of powers exists because the executive commands the other two arms of government.

Pluralism
• The opposition operates with fear due to government agencies who harass them.
• The ruling party dominates the party landscape and is favoured by the army (UPDF) and Police.
• PWDs are not fully included in the democratic processes.

Fair Political Competition
• During election campaigns, the ruling party did not adhere to the curfew but the opposition parties had to adhere to it.
• Some political actors do not accept defeat and attempt to alter electoral results, if necessary even through court proceedings.
• Evidence presented in court is not always admitted and cases of election fraud are dismissed.
• Citizens were intimidated during and after elections by state workers like the RDC, DISO and RCC.

Noteworthy Positives

Power Belongs to the People
• Citizens believe that power belongs to them because they register to vote and to be voted.
• Citizens participate politically through attending rallies and through voting.

Pluralism
Political pluralism exists in the district because different political parties are known to citizens.

Rule
of Law

Fig. 31: Rule of Law in Gulu

The above listed quantitative scores stem from key informant interviews, focus group discussions and surveys in Gulu district. Triangulated with the qualitative assessment, the following conclusion is drawn:
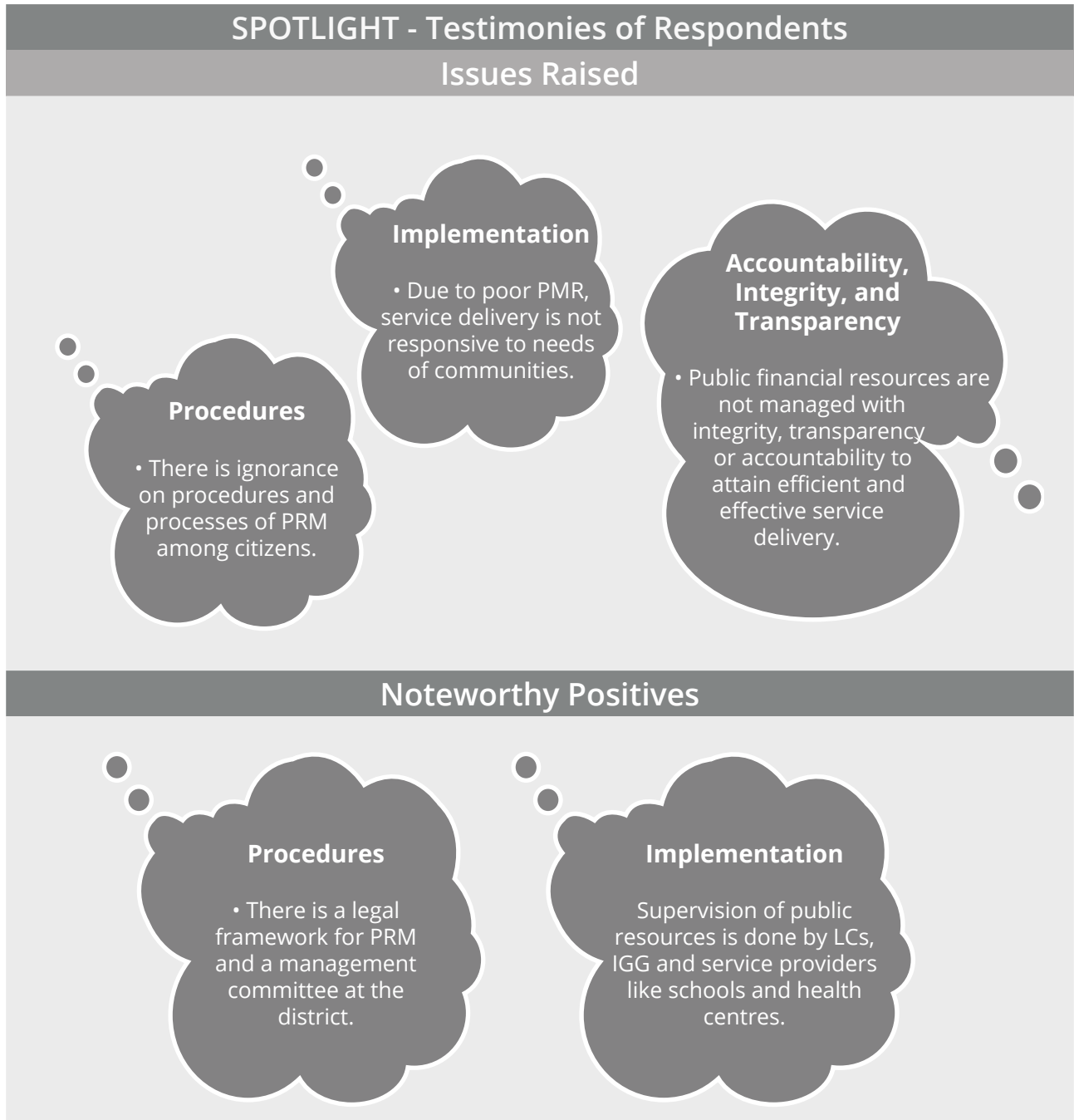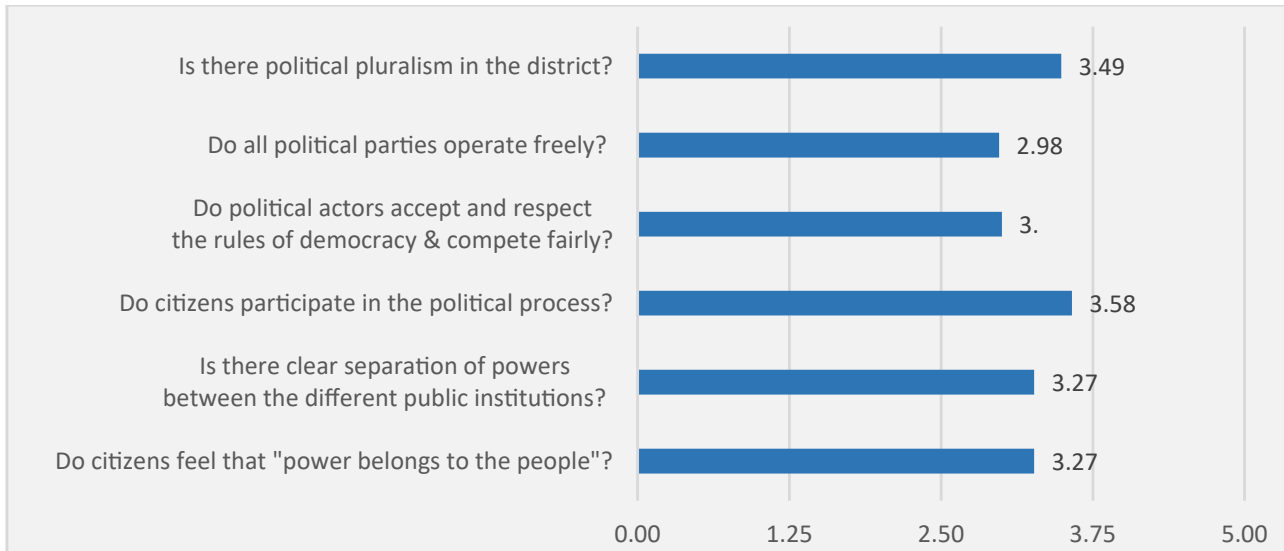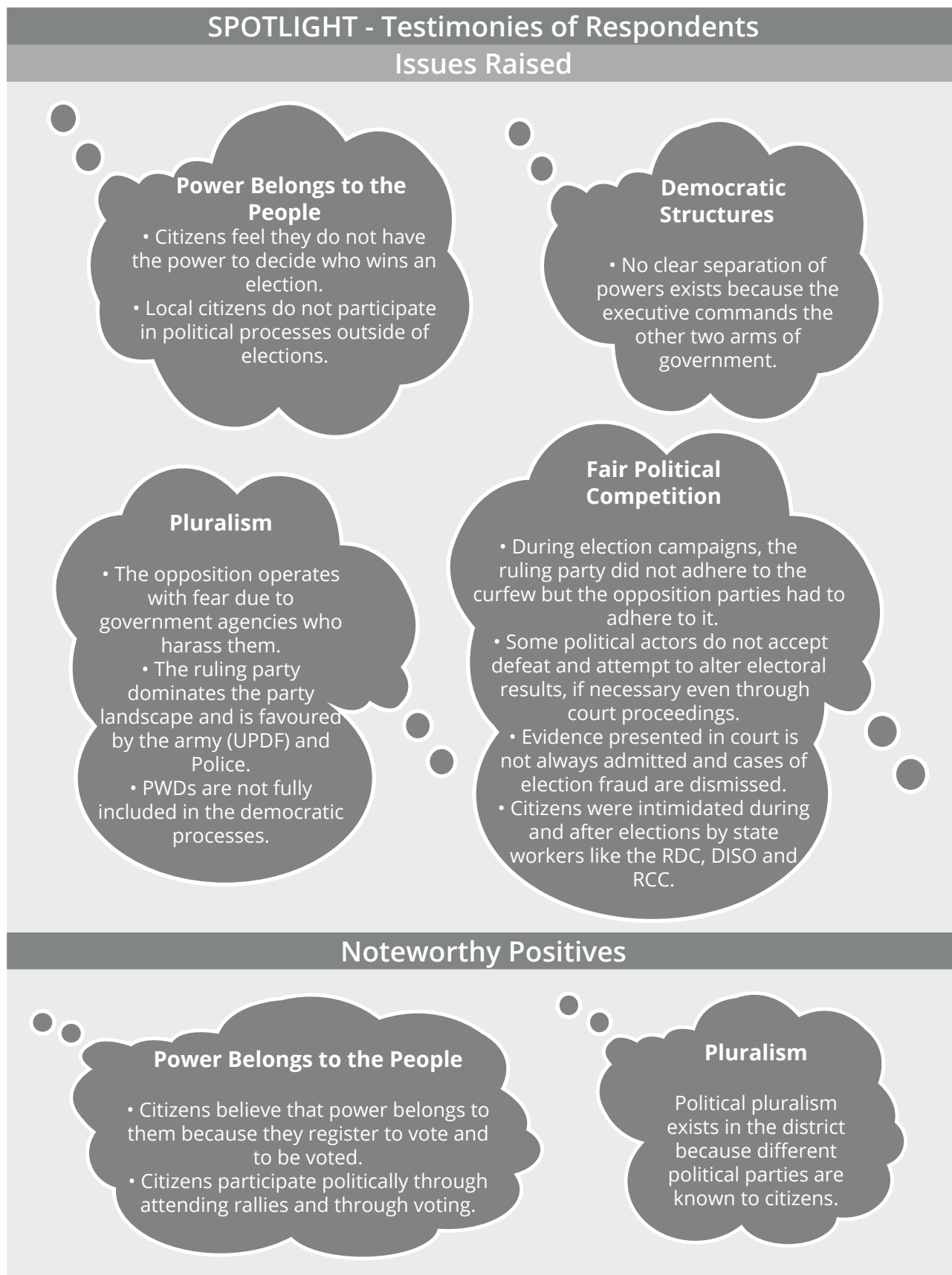
- In Gulu, state actors' actions are generally **guided by the law** to a fair extent (**3.44**). However, responses on this question were mixed because abuse of power and use of excessive force were mentioned as examples where state actors overstepped their mandates.

- However, Gulu ranks low on **revising laws** according to legal-formal procedures (**2.82**) because revision occurs without citizens' awareness or consent.

- In addition, in the more specific question whether **state institutions are neutral and operate within the law**, there are significant gaps (**2.93**). Respondents indicated that there is a strong bias of state institutions in favour of the ruling party.

- This results in major shortcomings on **equal treatment of citizens** before the law (**2.78**). Again, the accusation was made that, in political circumstances, members of the ruling party were treated more favourably than those of opposition parties. Here, gaps were additionally observed in discrimination of citizens based on their socioeconomic status.

- Citizens in Gulu district have fair **respect for the law** (**3.62**). Still, cases of breaking the law were cited but it was mentioned that, in some instances, there are no criminal motives but sheer unawareness of the laws by those who broke it.

- There was strong consensus that **citizens are held accountable for violating laws** (**3.96**). Examples were given where lawbreakers were consequently charged and prosecuted.

- Gulu scores highly on **freedom of expression and freedom of religion** (**3.96**) as non-political activities were seen as relatively unrestricted. The many religious institutions in the district, which are functional, attests to the freedom of worship being enjoyed by local citizens.

- Citizens however face more restrictions in their **freedom to assemble and associate**, where political biases are felt strongly (**3.36**).

- Gulu scores highly on **freedom of expression and freedom of religion (3.96)** as non-political activities were seen as relatively unrestricted. The many religious institutions in the district, which are functional, attests to the freedom of religion being practiced by local citizens.

- Citizens however face more restrictions in their **freedom to assemble and associate,** where political biases are felt strongly **(3.36)**.
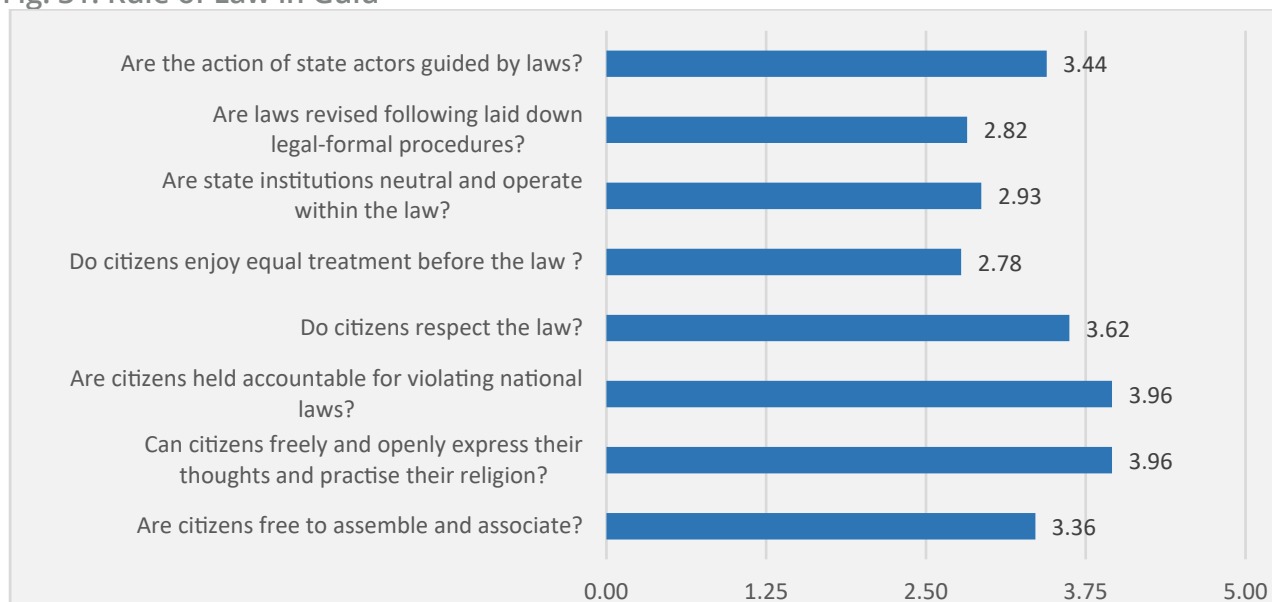
The following shows a selection of qualitative responses on issues relating to rule of law in Gulu district.

Table 20: Answers on Rule of Law in Gulu

SPOTLIGHT - Testimonies of Respondents
Issues Raised

Rule of Law

- Citizens are not always aware of the law.
- State actors sometimes abuse the laws and use excessive force.

Discrimination and Equality before the Law

- Certain persons are favoured and treated differently before the law (e.g. the rich and the influential are treated favourably).
State actors are not neutral, particularly in political cases; this undermines equality before the law.
- Actors are partisan through a lens of political party membership and favour the ruling party.
- The law is instrumentalised to humiliate the opposition.
- Illiteracy and little understanding of legal processes makes justice inaccessible to some citizens.
- PWDs face physical hurdles trying to access buildings for legal proceedings.

Breaches of the Law

- Some citizens intentionally break the law.

Freedoms that are upheld by the Law

- In the political sphere, freedom to assemble is restricted to those who support the ruling party.

Development of the Law

- In most cases, laws are revised and amended without consulting citizens.

Noteworthy Positives

Discrimination and Equality before the Law

• Nonpolitical cases are largely treated with equality.

Rule of Law

• Citizens respect the laws to the extent where their awareness of those laws allows them.

Breaches of Law

• Citizens are held accountable and are prosecuted, where necessary.

Freedoms that are Upheld by the Law

• Citizens freely express their opinion.
• There is freedom of worship.

Status of a road connecting Bugantira Sub County to the main highway in Gulu district.

Human
Rights

Fig. 33: Human Rights in Gulu
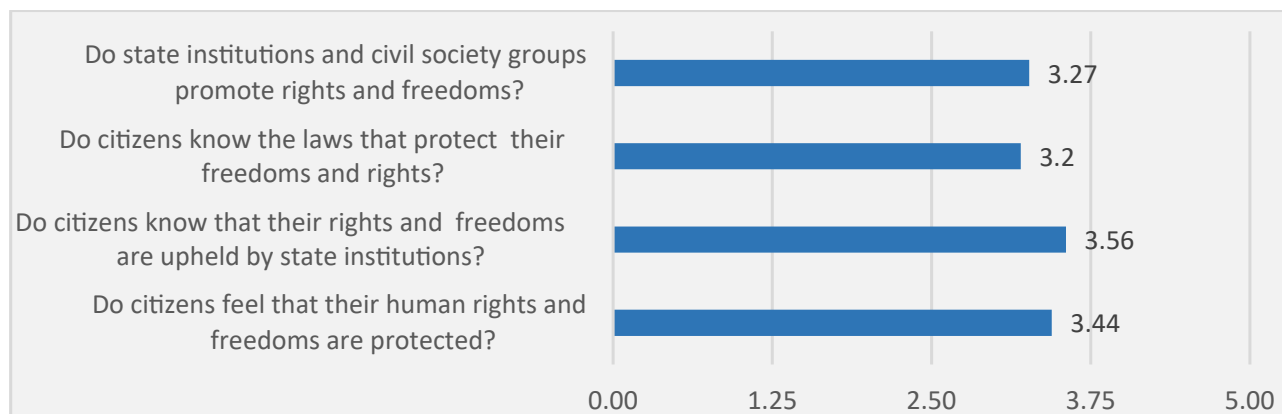
The above listed quantitative scores stem from key informant interviews, focus group discussions and surveys in Gulu district. Triangulated with the qualitative assessment, the following conclusion is drawn:

- State institutions and civil society groups are seen to be **promoting human rights and freedoms** in Gulu district with gaps (**3.27**). These activities are concentrated in urban areas and thus provide no benefit for the vast rural areas.

- There is a lack of awareness among citizens about **the knowledge of the laws that protect their freedoms and rights** (**3.2**). It was mentioned that certain groups have little understanding of these laws.

- Nevertheless, citizens in Gulu are well aware that their **rights and freedoms are upheld by state institutions** (**3.56**).

- The crucial question, **whether citizens feel that their rights and freedoms are protected**, was answered in ambivalence (**3.44**). While there was general consensus that rights and freedoms are protected, several respondents said they felt "voiceless" and "marginalised". Moreover, there were several incidents where state actors overstepped their boundaries, thus showing citizens that their rights are not safeguarded. Incidents revolved mostly around police brutality.

The following shows a selection of qualitative responses on issues relating to human rights in Gulu district.

Table 21: Answers on Human Rights in Gulu

SPOTLIGHT - Testimonies of Respondents

Issues Raised

Awareness

• Some groups, particularly PWDs, have little understanding of the laws that are to protect them.

Protection

• There is weak enforcement of human rights.
• Those who are designated to protect human rights are the ones who violate them (e.g. police brutality such as beating of citizens in cases of arrest and usage of teargas).
• There is much mistrust towards state institutions.
• Institutions protecting and promoting human rights neglect the rural areas as the institutions are mostly based in urban centres.

Noteworthy Positives

Awareness

• Citizens are aware of the laws that protect their rights and freedoms.
• Citizens are aware that certain state actors uphold their rights and freedoms.

Promotion

State institutions and civil society groups promote human rights and freedoms, e.g. MIFUMU, Save the Children, sub-county CDOs, UHRC, police (especially its Child & Family Protection Unit) and FIDA-Uganda.

Citizen
Participation

Fig. 34: Citizen Participation in Gulu
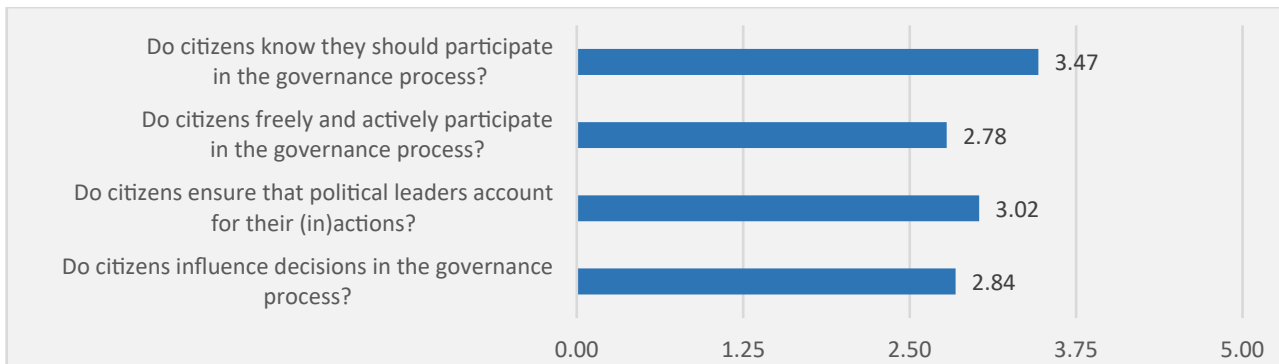
The above listed quantitative scores stem from key informant interviews, focus group discussions and surveys in Gulu district. Triangulated with the qualitative assessment, the following conclusion is drawn:

- In principle, there is **awareness** among citizens in Gulu that they **should participate** in the governance process at the local government levels (**3.47**).

- In spite of this awareness, citizens only rarely **participate in governance processes freely and actively (2.78)**. Respondents observed that many actively chose not to participate in meetings but at the same time, they are not aware of the relevance of such processes. Active participation is also hindered as opinions are not taken seriously.

- As a result, from rather weak actions and participation, citizens only partially **hold their leaders accountable** (**3.02**). It was noted that direct channels such as calling up leaders or speaking to them during radio talk shows should be used more.

- With the above-mentioned limited participation and actions taken, citizens are consequently unable to **influence decisions in the governance process** (**2.84**). Respondents noted that their influence is minimal and that marginalised groups specifically struggle to impact decision-making processes. Respondents added that this has resulted in frustration and whistleblowing once citizens come to know about any shortcomings of public officers.

The following shows a selection of qualitative responses on issues relating to citizen participation in Gulu district.

Table 22: Answers on Citizen Participation in Gulu

SPOTLIGHT - Testimonies of Respondents

Issues Raised

Participation

• Mechanisms that support citizen involvement are not well documented or explained to citizens.
• Some citizens do not participate in governance processes.
• Sometimes, citizens who share their views during community meetings are ignored.
• Citizens could participate more and more effectively through holding meetings, participating in radio talk shows and speaking to leaders.
• Citizens miss out on opportunities of direct participation. They should use opportunities more actively.

Influence

• Citizens are either ignored entirely in decision making in governance processes or only have minimal influence.
• The views of PWDs in particular are excluded in decision-making processes.

Noteworthy Positives

Participation

• Sometimes, citizens participate freely and actively in the governance processes.
• Citizens participate in community development activities.
• Citizens cast their votes during elections.

Influence

• CSOs create spaces for citizen participation by training and sensitising citizens on active participation; they model how to initiate dialogues between citizens and leaders.

Responsive
Service Delivery
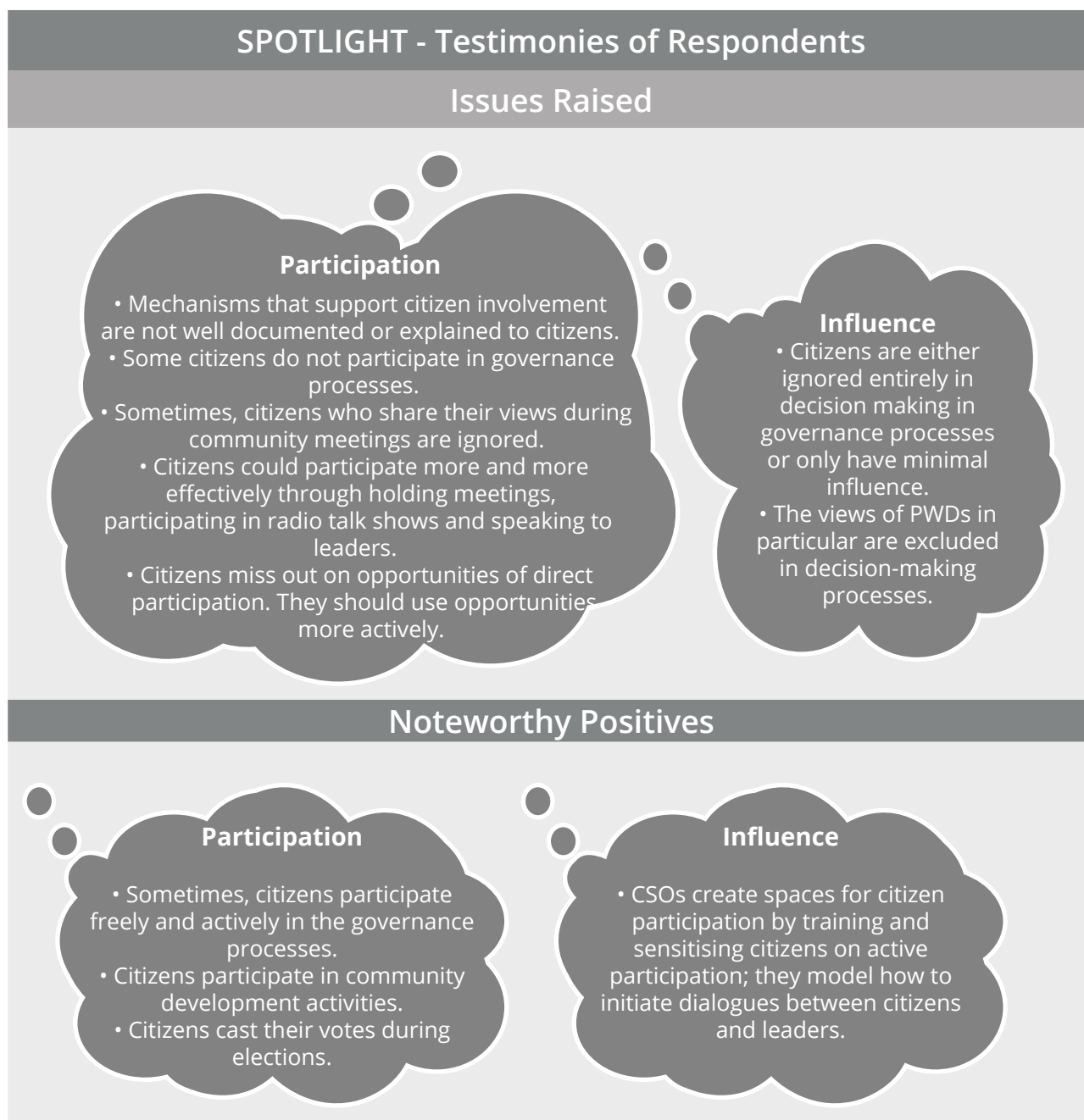
Fig. 35: Responsive Service Delivery in Gulu
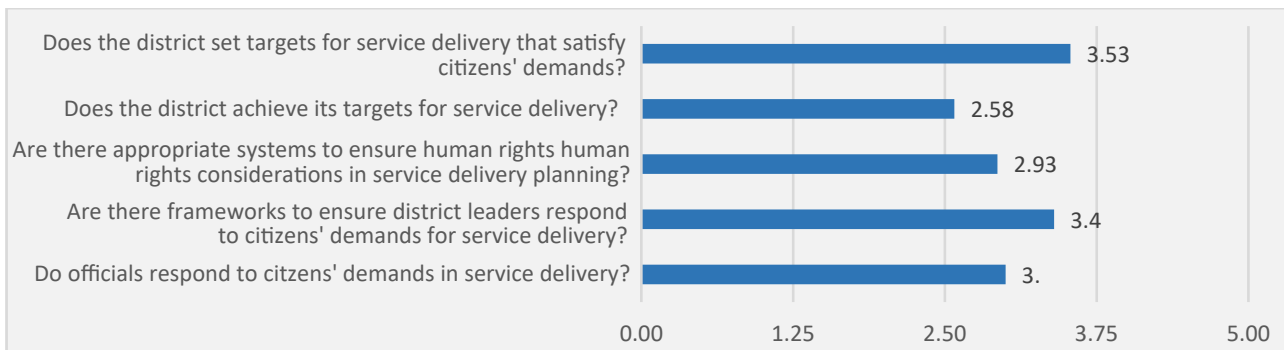
The above listed quantitative scores stem from key informant interviews, focus group discussions and surveys in Gulu district. Triangulated with the qualitative assessment, the following conclusion is drawn:

- To a fair extent, Gulu **sets targets for service delivery** (**3.53**) and these targets usually reflect citizens' demands. It was noted that citizens struggle to access information on targets.

- Even though Gulu sets **targets**, these are not sufficiently **attained** and major gaps are visible (**2.58**).

- The district has not sufficiently enacted systems that **ensure human rights considerations within planning for service delivery** (**2.93**). Yet, many citizens were simply unaware whether such systems exist.

- Gulu district has put in place **frameworks to ensure** that **district leaders respond** to the demands of citizens for service delivery (**3.4**). It was noted that committees like School Management Committees (SMCs),

Health Service Committees (HSCs), Rural Water Committees (RWCs), and a Peace Committee (PC) were set up to monitor and evaluate the level of service delivery in various institutions. However, respondents also said that these committees and their processes have been compromised through unethical behaviour, corruption and lack of knowledge.

- Even though frameworks are in place, officials do not appropriately or sufficiently **respond to the demands of citizens for service delivery** (**3.0**). There is considerable delay in the delivery of services and, regularly, service delivery has to be followed up by citizens with their leaders. Conversely, there was also the view that citizens expect too much of state institutions in terms of service delivery.
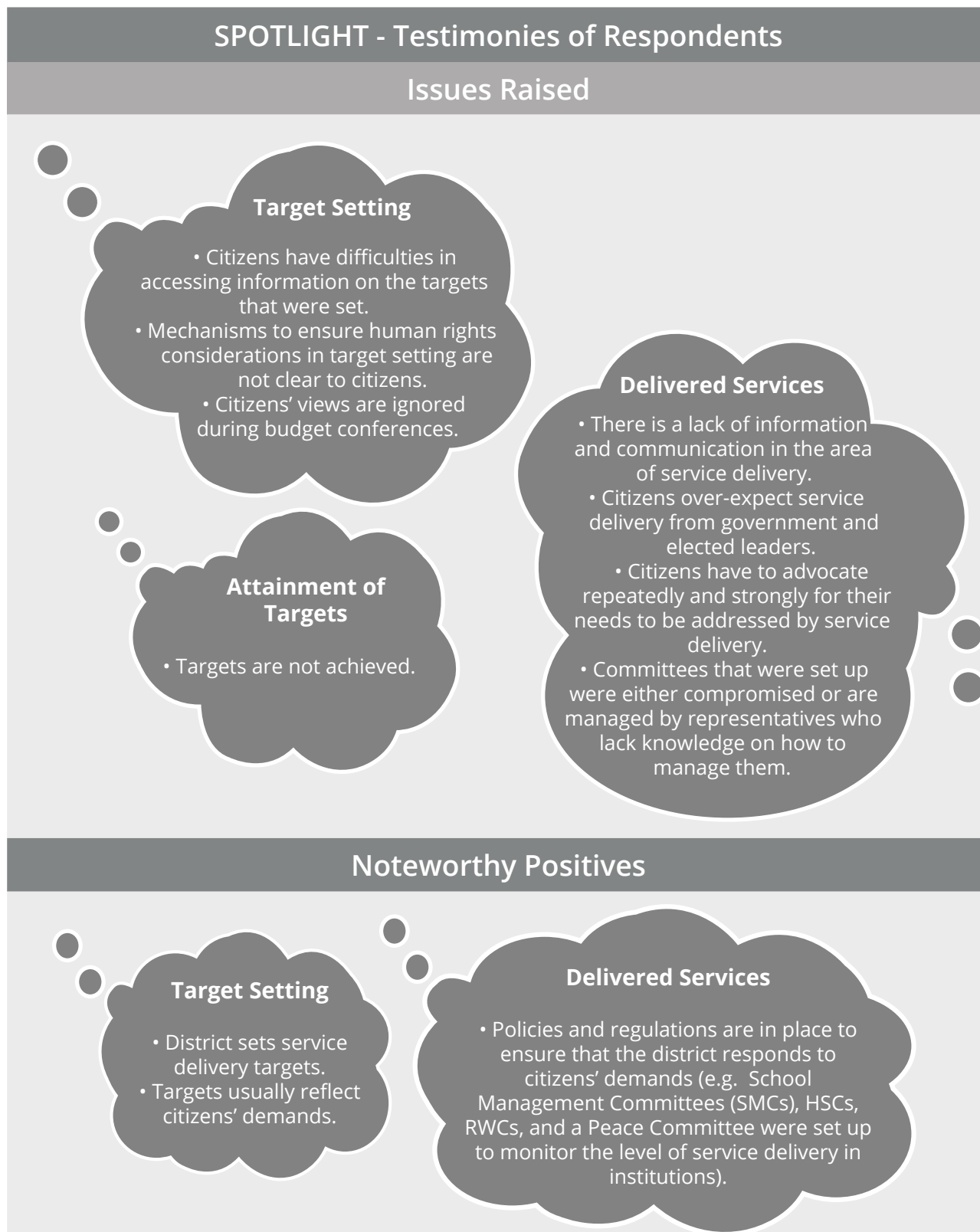
The following shows a selection of qualitative responses on issues relating to responsive service delivery in Gulu district.

Table 23: Answers on Responsive Service Delivery in Gulu

SPOTLIGHT - Testimonies of Respondents

Issues Raised

Target Setting

• Citizens have difficulties in accessing information on the targets that were set.
• Mechanisms to ensure human rights considerations in target setting are not clear to citizens.
• Citizens' views are ignored during budget conferences.

Delivered Services

• There is a lack of information and communication in the area of service delivery.
• Citizens over-expect service delivery from government and elected leaders.
• Citizens have to advocate repeatedly and strongly for their needs to be addressed by service delivery.
• Committees that were set up were either compromised or are managed by representatives who lack knowledge on how to manage them.

Attainment of Targets

• Targets are not achieved.

Noteworthy Positives

Target Setting

• District sets service delivery targets.
• Targets usually reflect citizens' demands.

Delivered Services

• Policies and regulations are in place to ensure that the district responds to citizens' demands (e.g. School Management Committees (SMCs), HSCs, RWCs, and a Peace Committee were set up to monitor the level of service delivery in institutions).

Gender
Inclusion

Fig. 36: Gender Inclusion in Gulu

The above listed quantitative scores stem from key informant interviews, focus group discussions and surveys in Gulu district. Triangulated with the qualitative assessment, the following conclusion is drawn:

- The **gender equality perspective is integrated** well into projects in Gulu district (**3.71**). Further, government policies have also aided to amplify the **voice of socially marginalised groups in governance processes** (**3.84**). In general, there is great effort the side of the state to include women in discussions and to reduce gender stereotypes.

- In spite of the noteworthy positive undertakings listed above, implementation of gender responsiveness in service delivery is still lagging behind. Consequently, service delivery is still connected strongly to **gender discrimination** (**3.04**). Respondents paid

special attention to accessibility for PWDs, who are seen as voiceless and deliberately excluded.

- Moreover, **gender stereotypes** do continue to define social roles and expectations in Gulu district to a large extent (**3.24**). Even though Gulu is committed to a strong sensitisation effort on gender equality, patriarchal structures and traditional role models exist widely.

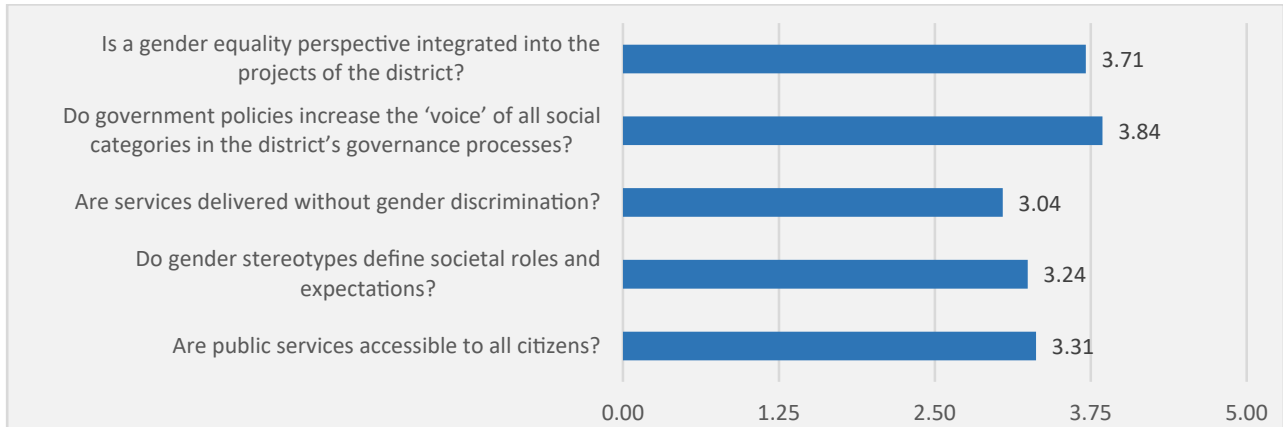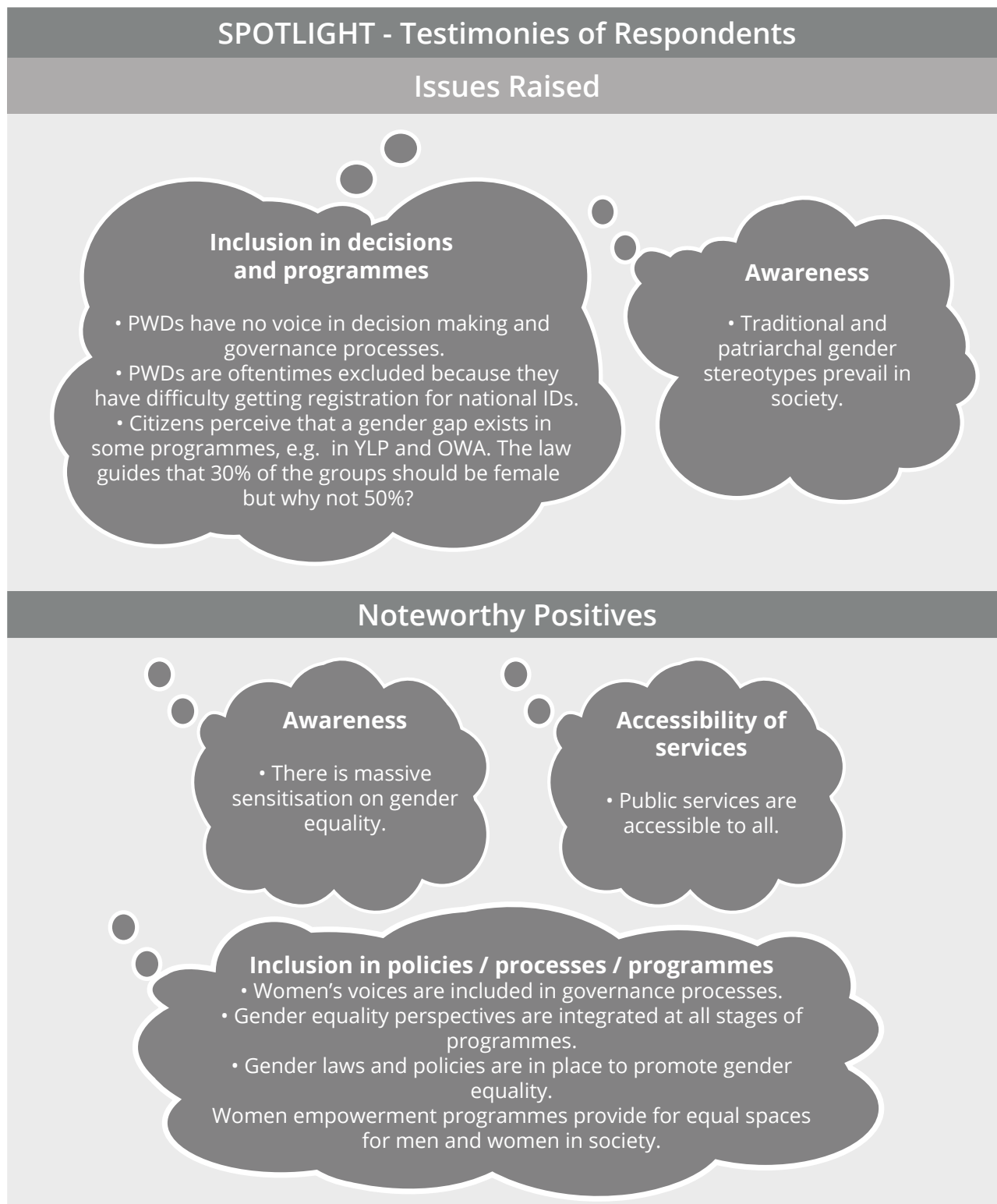- Generally, **public services** are not always **accessible to all citizens** (**3.31**).

The following shows a selection of qualitative responses on issues relating to gender inclusion in Gulu district.

Table 24: Answers on Gender Inclusion in Gulu

SPOTLIGHT - Testimonies of Respondents

Issues Raised

Inclusion in decisions and programmes

• PWDs have no voice in decision making and governance processes.
• PWDs are oftentimes excluded because they have difficulty getting registration for national IDs.
• Citizens perceive that a gender gap exists in some programmes, e.g. in YLP and OWA. The law guides that 30% of the groups should be female but why not 50%?

Awareness

• Traditional and patriarchal gender stereotypes prevail in society.

Noteworthy Positives

Awareness

• There is massive sensitisation on gender equality.

Accessibility of services

• Public services are accessible to all.

Inclusion in policies / processes / programmes
• Women's voices are included in governance processes.
• Gender equality perspectives are integrated at all stages of programmes.
• Gender laws and policies are in place to promote gender equality.
Women empowerment programmes provide for equal spaces for men and women in society.

Summary of
Gulu District

The following figure lists the average scores of Gulu district for each dimension that was measured.
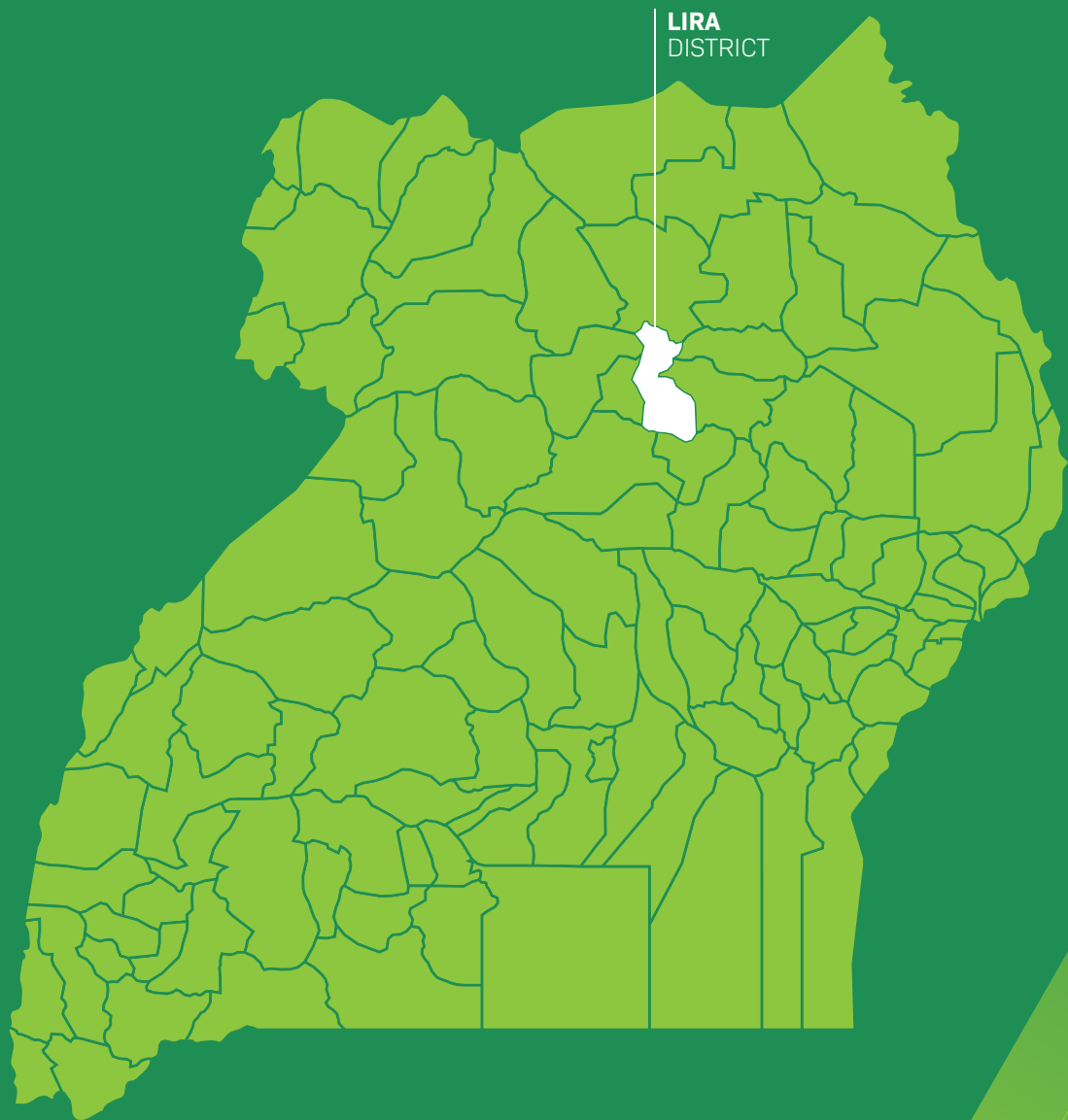
Figure 37: Average scores for each indicator in Gulu
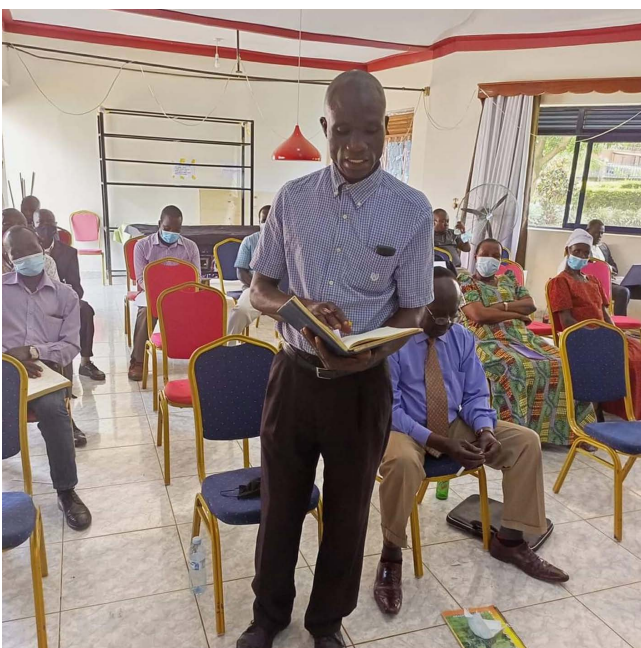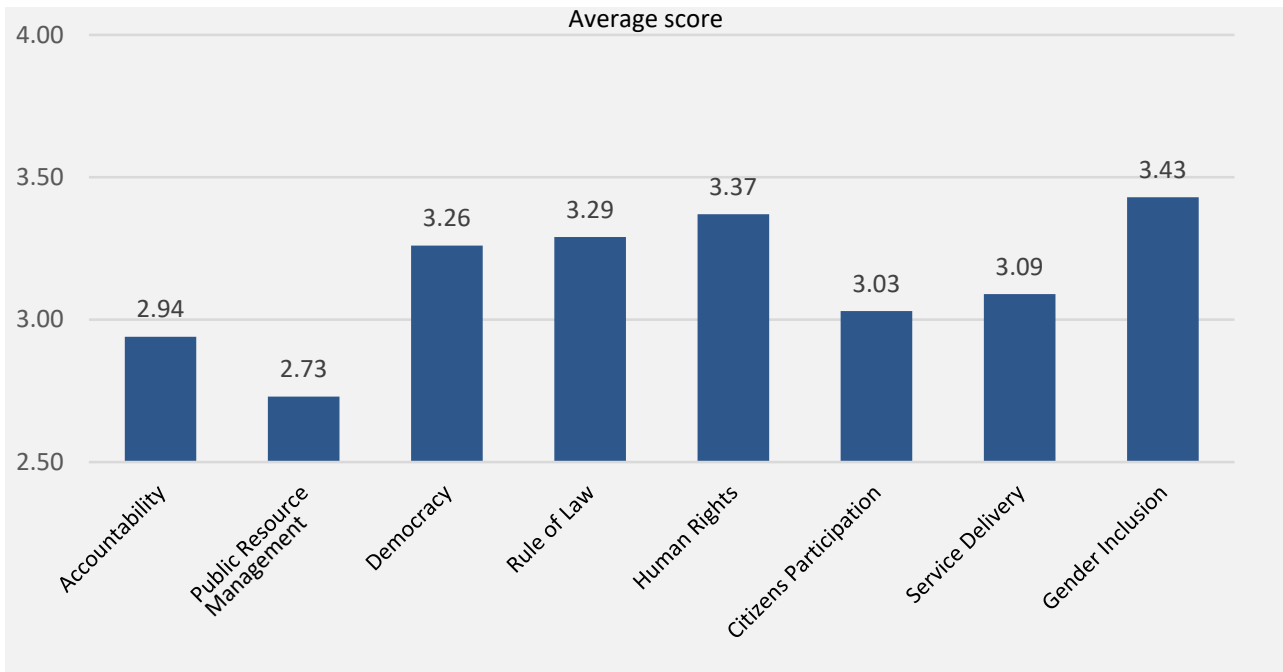
1. Christopher Opinyo – Gulu district LCV Chairperson, 2. Phoebe Janet Ayoo - Gulu district Speaker in the district dialogue with ordinary citizens.

Lira
District

Accountability

The above listed quantitative scores stem from key informant interviews, focus group discussions and surveys in Lira district. Triangulated with the qualitative assessment, the following conclusion is drawn:

- Citizens in Lira generally have a good **understanding of the meaning of accountability** (**3.61**). Some respondents, for instance, indicated that local citizens understand accountability as "giving feedback on what you have been tasked to do and giving report on what has been done". In line with this understanding, respondents stressed that **citizens demand accountability** from their leaders (**3.66**).

- Citizens however fail to demand adequately for accountability as they do not sufficiently participate in **monitoring development projects** (**3.0**). Citizens stated that they attend school and community meetings, but there was little mention of direct monitoring trips to the field. Citizens complained that access to projects was not being granted by officials.

- Conversely, citizens' understanding of accountability and their demand for it stands in contradiction to the fact that there is **high tolerance for corruption among citizens** (**2.76**). Respondents noted that citizens do not necessarily approve of corruption, but corrupt behaviour is barely reported as citizens feel powerless in fighting corruption.

- **Leaders** in Lira district are **highly tolerant of corruption** (**2.13**) and boundaries with corrupt behaviour are barely established.

- As a result, **anti-corruption mechanisms do not work effectively** (**2.16**). It was reported that citizens lack knowledge of the procedures for reporting corruption cases. Sometimes, citizens fear the repercussions of reporting corruption or lack evidence to support their cases. Corrupt officials are usually not criminally charged.

The following shows a selection of qualitative responses on issues relating to accountability in Lira district.

Table 25: Answers on Accountability in Lira District

SPOTLIGHT - Testimonies of Respondents
Issues Raised

Accountability

• Access to information is being denied.
• Leaders prevent community members from monitoring, or they supply only vague information to citizens.
• Most citizens only monitor through attending community meetings.
• Citizens lack knowledge of the procedures for enforcing accountability.
• There is no transparency in the identification of beneficiaries for programmes like agricultural inputs, OWC, NUSAF and scholarships.

Corruption

• Corruption levels are high, especially in recruitments under local government, where recruited personnel are mostly connected to the top district officials.
• Under NUSAF III, citizens paid for labour for a road from Omolo to Acut (7 km). Services were not delivered and the corruption complaint was not followed up by the district leadership.
•Police have been reported to demand a bribe for allowing animal and food crop transportation.
•Citizens must pay money to access government programmes.

Reporting Corruption and Office Misuse

• Citizen do not report corruption because they lack knowledge of the reporting procedures.
• Anti-corruption mechanisms are ineffective due to bribery, intimidation, and fear of repercussions.
• Reports of corruption are oftentimes not followed up because citizens cannot supply sufficient evidence.

Prosecution of Corruption

• Corrupt persons are released without charges.
• Sometimes, officials who were reported to be corrupt are transferred to other districts.

Noteworthy positives

Demanding for Accountability

• Some citizens participate in school and community meetings.
• Citizens demand accountability from their leaders.
• Citizens are active to participate in Service User Committees.
• Media is very active to hold government officials to account. Periodical radio programmes are conducted.

Corruption

• A fair number of citizens practise zero tolerance to corruption.
• NGOs and CSOs (e.g. TAAC) are active in the fight against corruption.
• A whistle-blower association was formed to fight corruption.

Reporting Corruption and Office Misuse

Corruption cases have been reported to the Anti-Corruption Coalition.
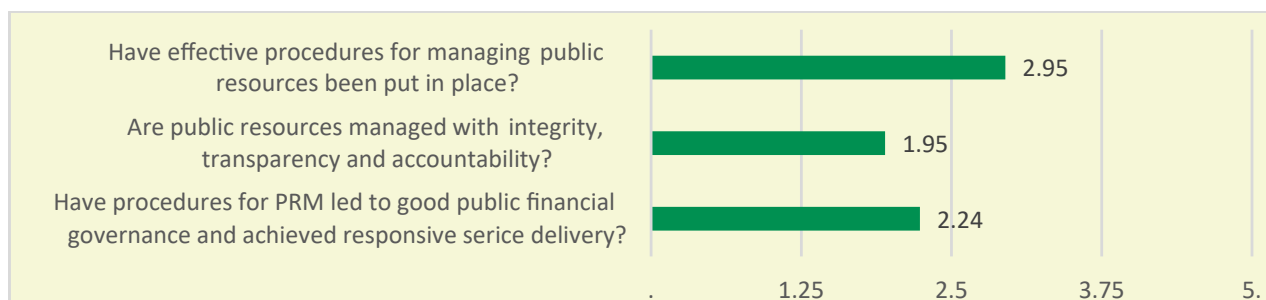
Prosecution of Corruption

• There have been interdicts: A former CAO was prosecuted for corruption.

Focus Group Discussion during the peer review activity in Lira District.

Public Resource
Management

Fig. 39: Public Resource Management in Lira

Have effective procedures for managing public resources been put in place?	2.95
Are public resources managed with integrity, transparency and accountability?	1.95
Have procedures for PRM led to good public financial governance and achieved responsive serice delivery?	2.24

(scale: . — 1.25 — 2.5 — 3.75 — 5.)

The above listed quantitative scores stem from key informant interviews, focus group discussions and surveys in Lira district. Triangulated with the qualitative assessment, the following conclusion is drawn:
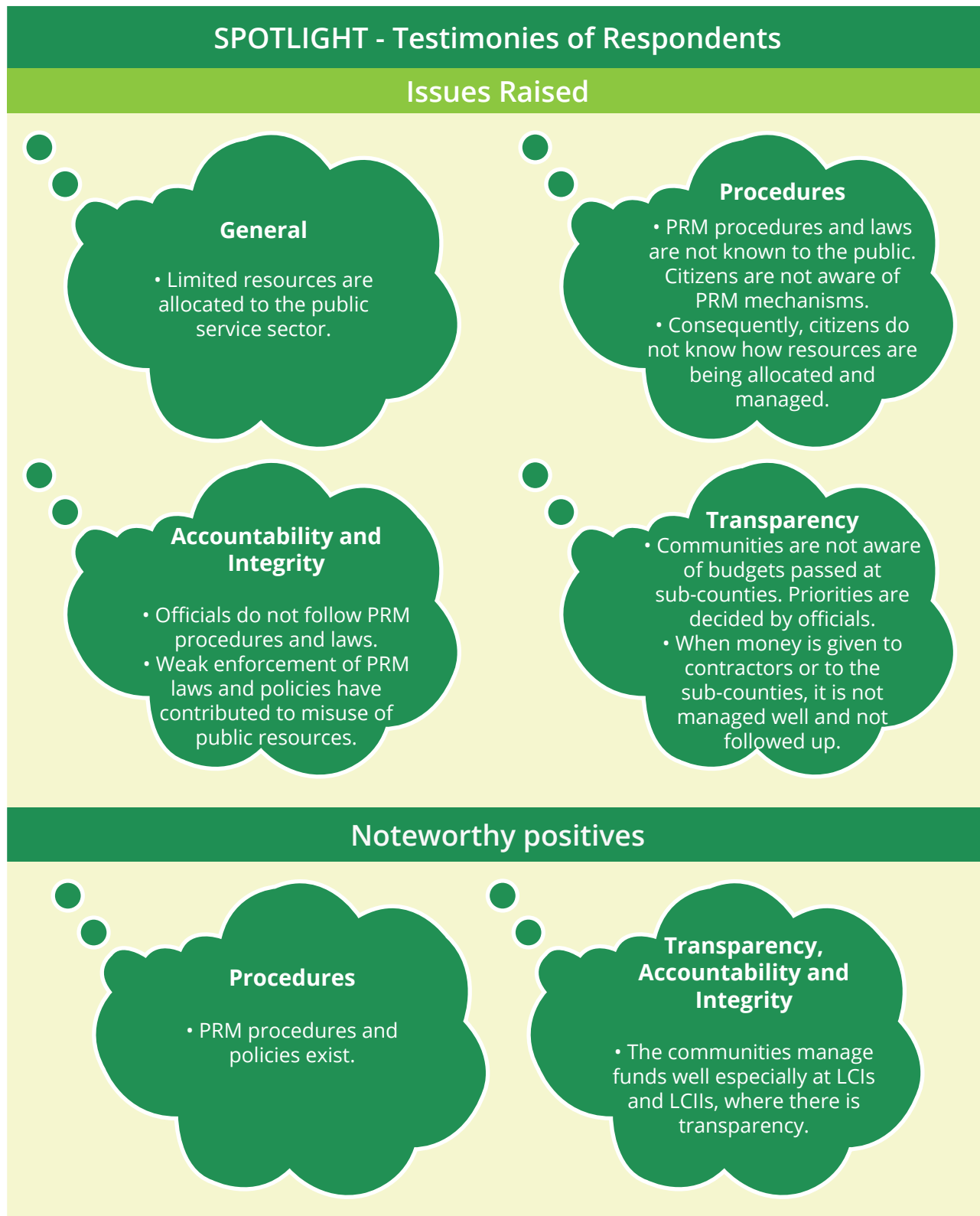
- In Lira district, there are significant gaps in the introduction of **effective procedures for public resource management** (**2.95**). Citizens are generally not aware of such procedures.

- Lira fails to **manage public resources with integrity, transparency and accountability** (**1.95**). This is the lowest score among all dimensions measured for Lira. Respondents feel that there is complete absence of integrity, transparency,

or accountability. The biggest issues with integrity, transparency and accountability arise at the sub-county level and in the work by contractors. Respondents made it clear that communities - via the LC I and LC II - are better at handling funds than the district.

- Due to lack of effective procedures and poor morale, respondents feel there to be zero **good public financial governance or responsive service delivery** (**2.24**).

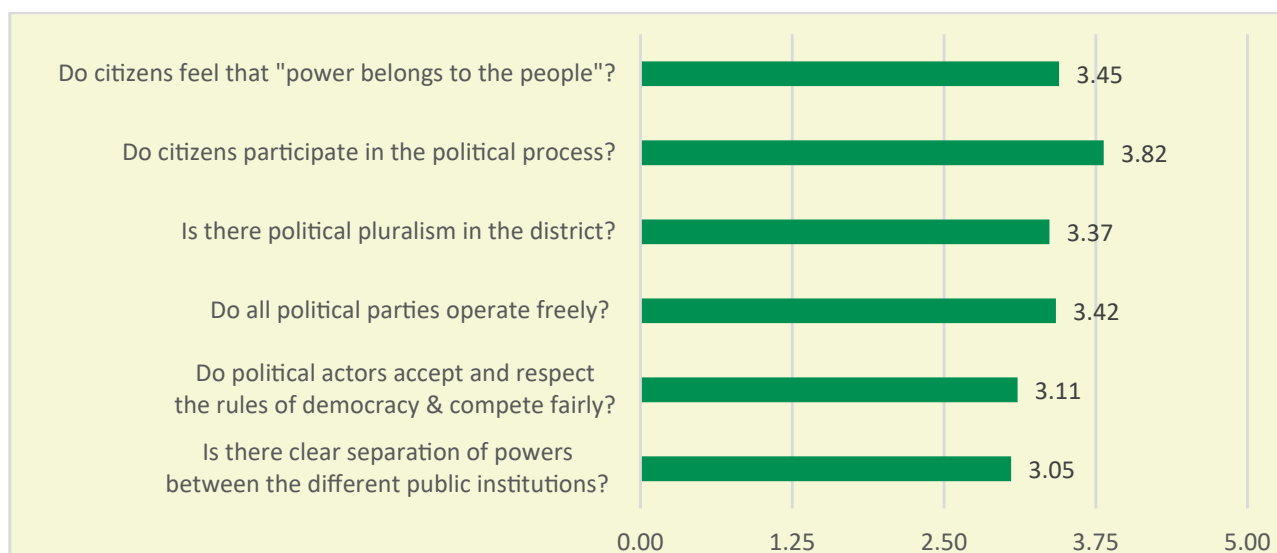*Radio Talk Show with Hon. Sarah Awor Lira City - QFM Lira.*

The following shows a selection of qualitative responses on issues relating to public resource management in Lira district.

Table 26: Answers on Public Resource Management in Lira

SPOTLIGHT - Testimonies of Respondents

Issues Raised

General

• Limited resources are allocated to the public service sector.

Procedures

• PRM procedures and laws are not known to the public. Citizens are not aware of PRM mechanisms.
• Consequently, citizens do not know how resources are being allocated and managed.

Accountability and Integrity

• Officials do not follow PRM procedures and laws.
• Weak enforcement of PRM laws and policies have contributed to misuse of public resources.

Transparency

• Communities are not aware of budgets passed at sub-counties. Priorities are decided by officials.
• When money is given to contractors or to the sub-counties, it is not managed well and not followed up.

Noteworthy positives

Procedures

• PRM procedures and policies exist.

Transparency, Accountability and Integrity

• The communities manage funds well especially at LCIs and LCIIs, where there is transparency.

Democracy

Fig. 40: Democracy in Lira

The above listed quantitative scores stem from key informant interviews, focus group discussions and surveys in Lira district. Triangulated with the qualitative assessment, the following conclusion is drawn:

- In Lira district, citizens agree that **"power belongs to the people"** (**3.45**). Respondents however clarified that even though citizens feel that they possess power, they do not exercise it factually.

- Respondents stated that citizens in Lira district strongly **participate in the political process** (**3.82**). However, perceptions varied greatly in this dimension, with some stating that citizens only participate to a small extent or that there is fear to participate due to intimidation on behalf of state actors.

- **Political pluralism** is being recorded in the district, though it was only rated as "fair" (**3.37**). Generally, various political parties exist in Lira and have enlisted members. They function and citizens are free to join them. However, **parties** in the district face

some restrictions when it comes to being able to **operate freely** (**3.42**).

- Respondents stated that political actors in Lira neither **accept nor respect the rules of democracy** nor do they **compete fairly** (**3.11**). They also gave examples of shortcomings in this area. Political parties generally do not accept election results and usually submit petitions after elections to challenge irregularities. In addition, respondents complained that some party actors do not respect the rule of law.

- **Separation of powers** has significant shortcomings in Lira district (**3.05**) as different governmental branches attempt to influence one another.

The following shows a selection of qualitative responses on issues relating to democracy in Lira district.

Table 27: Answers on Democracy in Lira

SPOTLIGHT - Testimonies of Respondents
Issues Raised

Power belongs to the People - Citizen Participation

• Sometimes, local citizens do not participate in the political process due to intimidation and fear.
• Citizens report intimidation by teargas and fear of losing employment over supporting the opposition.
• Citizens have developed a negative attitude towards political participation.

Pluralism

• Some parties do not operate freely.
• Differing political views have resulted in bad relationships between citizens and leaders.

Fair Political Competition

• Most parties disagree with election results and challenge them.
• After the general elections, there were several petitions citing electoral irregularities.
• The district registrar was accused of altering election results.
• Political competitors do not respect the law.
• A Member of Parliament was accused of buying votes.
• Opposition parties were not allowed to witness vote counting.
• Army and police were reported to have influenced elections.
• There was open violence between political rivals in the 2021 elections.

Noteworthy Positives

Power belongs to the People - Citizen Participation

• Citizens feel that power belongs to the people.

Participation

• Citizens participate in the political process by airing their views on radio talk shows during the political season.

Democratic Procedures

• There is separation of powers.

Political Competition and Pluralism

• All political parties exist, have members and are functioning.
• Citizens are free to belong to a political party of their choice.
• Citizens can mobilise for their political parties.

A section of the road connecting Awiodek sub county to Lira district head quarters.

Rule
of Law

Fig. 41: Rule-of-Law in Lira
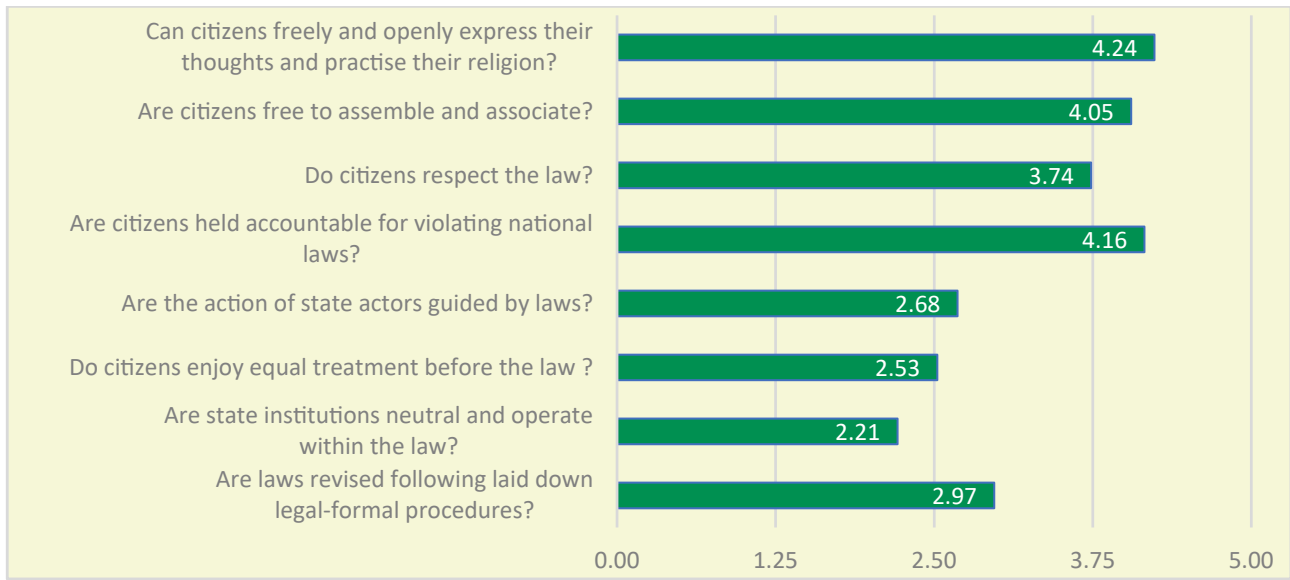
The above listed quantitative scores stem from key informant interviews, focus group discussions and surveys in Lira district. Triangulated with the qualitative assessment, the following conclusion is drawn:

- In Lira, citizens enjoy their freedoms virtually without noticeable restrictions. Accordingly, citizens can **freely and open express their thoughts and practise their religions (4.24)**. Citizens are also free to assemble and associate (**4.05**).

- Citizens in Lira also have particularly **high respect for the law** (**3.74**), though it stems from the fear of being prosecuted. This is closely linked to the fact that **citizens are held accountable for violating national laws** (**4.16**). There was mention of cases of bribery.

- The picture is very different on the side of the state actors. Respondents accused **state actors** of **not acting in accordance with the law** (**2.68**) even though it was also made clear that many citizens do not know the law in detail. Respondents stated that state actors sometimes follow unlawful procedures due to orders from the chain of command. Some civil servants are corrupt and not transparent. Respondents also noted that state actors are **highly biased** (**2.21**) and hence citizens do not enjoy **equal treatment before the law** (**2.53**). Those with a higher socio-economic status and who have received a better education usually enjoy preferential treatment.

- There are significant shortcomings in **reviewing laws by following laid down legal procedures** (**2.97**) because citizens are rarely consulted in the process.

The following shows a selection of qualitative responses on issues relating to rule of law in Lira district.

Table 28: Answers on Rule of Law in Lira

SPOTLIGHT - Testimonies of Respondents
Issues Raised

Rule of Law
• Citizens are often unaware whether state actors operate in accordance with the law.
• Public officials do not respect the law.
• Some civil servants are corrupt.
• State actors such as the police intimidate citizens and detain them without probable cause.

Discrimination and Equality before the Law
• Certain persons are favoured and treated differently before the law, especially the rich and the educated. Equality before the law is not a reality. People are treated according to the status they hold in society.
• State institutions lack neutrality.
• Bribery undermines equality before the law.

Breaches of the Law
• Lawbreakers often bribe their way out of prosecution and walk freely.

Development of the Law
• Laws and amendments are not designed in consultation with those affected.

Noteworthy Positives

Rule of Law
• Citizens respect the law because they are aware of its punitive measures.

Breaches of the Law
• Sometimes lawbreakers are held accountable and prosecuted.

Freedoms that are upheld by the Law
• Citizens express their thoughts freely.
• There is freedom of worship.
• Citizens are able to assemble and associate, e.g. through forming boda-boda unions and the USLA.

Human
Rights

Fig. 42: Human Rights in Lira
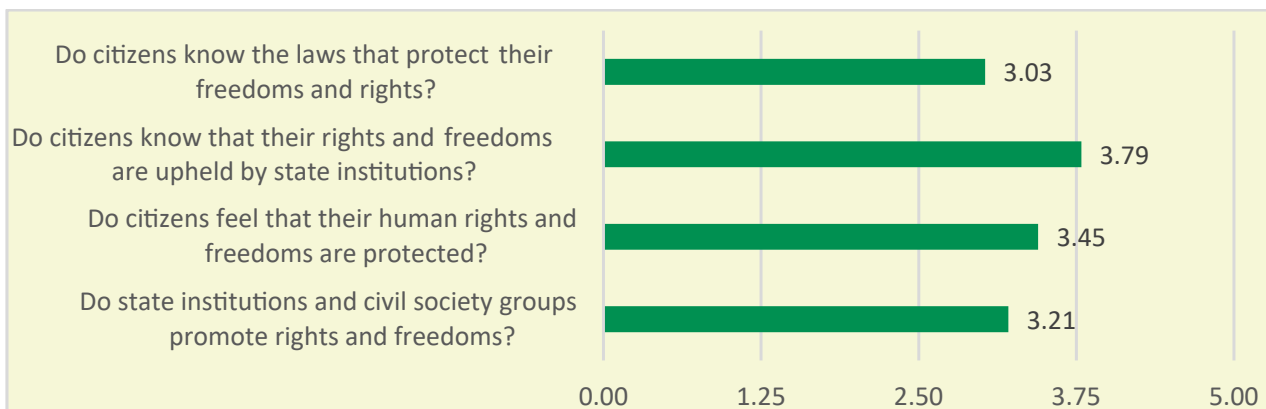
The above listed quantitative scores stem from key informant interviews, focus group discussions and surveys in Lira district. Triangulated with the qualitative assessment, the following conclusion is drawn:

- In Lira district, a small number of citizens **know the laws that protect their rights and freedoms** (**3.03**).

- Nevertheless, citizens are well aware that their **rights and freedoms are protected by state institutions** (**3.79**).

- In the application of the said laws, citizens feel that their **human rights and freedoms are protected** only fairly well (**3.45**). For instance, respondents stated that there were several violations of rights during the COVID-19 lockdown. Respondents additionally complained about biased state

actors, which leads to biased decisions in the protection of human rights and freedoms. In addition, security personnel abuse their powers and violate rights and freedoms. There is no platform to report these cases of abuse of power.

- There are significant gaps in the **promotion of rights and freedoms** by state institutions (**3.21**). The small number of actors in this field was however praised for their sensitisation work.

The following shows a selection of qualitative responses on issues relating to human rights in Lira district.

Table 29: Answers on Human Rights in Lira

SPOTLIGHT - Testimonies of Respondents

Issues Raised

Awareness

• Not all citizens know their rights and freedoms.

Protection

• Human rights and freedoms were not respected especially during the COVID-19 lockdown.
• State institutions like the police and judiciary usually side with the rich. Government takes long to respond to and support issues of the poor.
• Security personnel misuse their positions and intimidate civilians.
• There is no platform where human rights violations can be reported.
• CSOs are harassed by state officials.
• PWDs rights are not protected; they are excluded from gainful employment.

Promotion

• Promotion of human rights and freedoms by the state actors is very rare.

Noteworthy Positives

Protection

• Citizens feel entitled that their fundamental human rights and freedoms are protected.
• Citizens' rights and freedoms are being enforced by some state institutions.

Promotion

• Civil society groups like NGOs are good at sensitising the community and supporting and promoting human rights.

Citizen
Participation
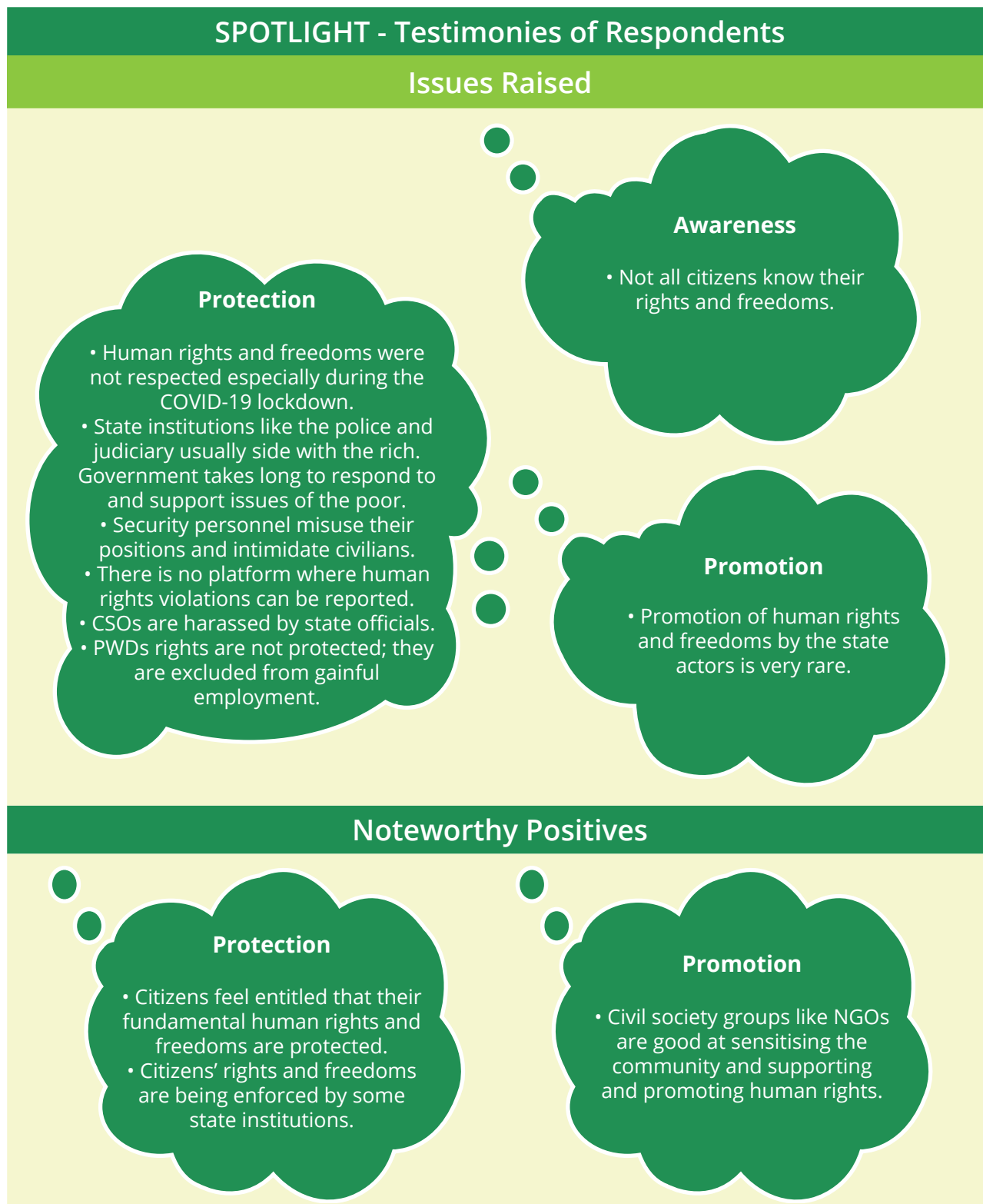
Fig. 43: Citizen Participation in Lira
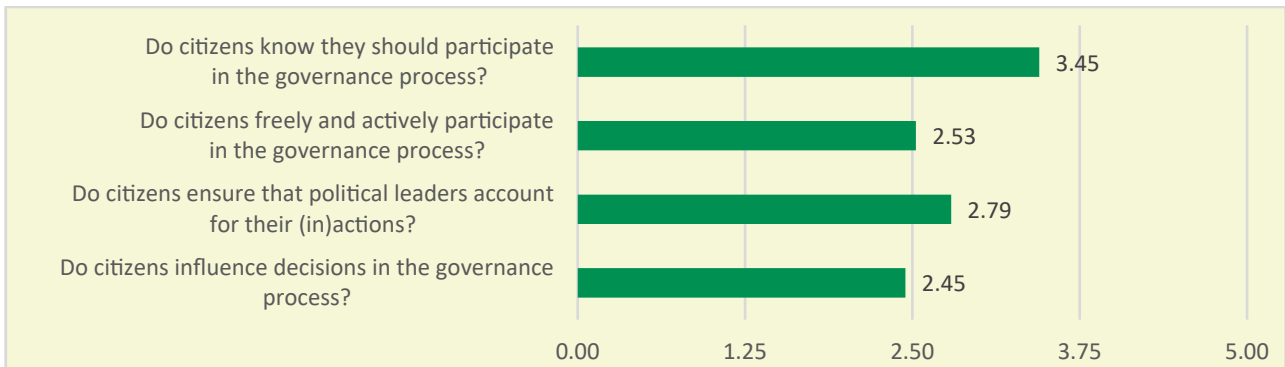
The above listed quantitative scores stem from key informant interviews, focus group discussions and surveys in Lira district. Triangulated with the qualitative assessment, the following conclusion is drawn:

- Citizens in Lira district are well **informed** that they **should be participating in the governance process** (**3.45**). However, more awareness needs to be raised among all citizens regarding their obligation to participate.

- Despite this awareness, citizens very rarely **participate in the governance process** (**2.53**). There were complaints that, sometimes, citizens are deliberately excluded from the governance process.

- Beyond electoral periods, citizens fail to ensure that **political leaders account for their actions and/or inactions** (**2.79**).

- In line with the above results, citizens do not **influence decisions in the governance process** (**2.45**). Citizens participate in planning and budgeting meetings but they do not leave an impact on decision making as their needs are rarely taken into consideration.
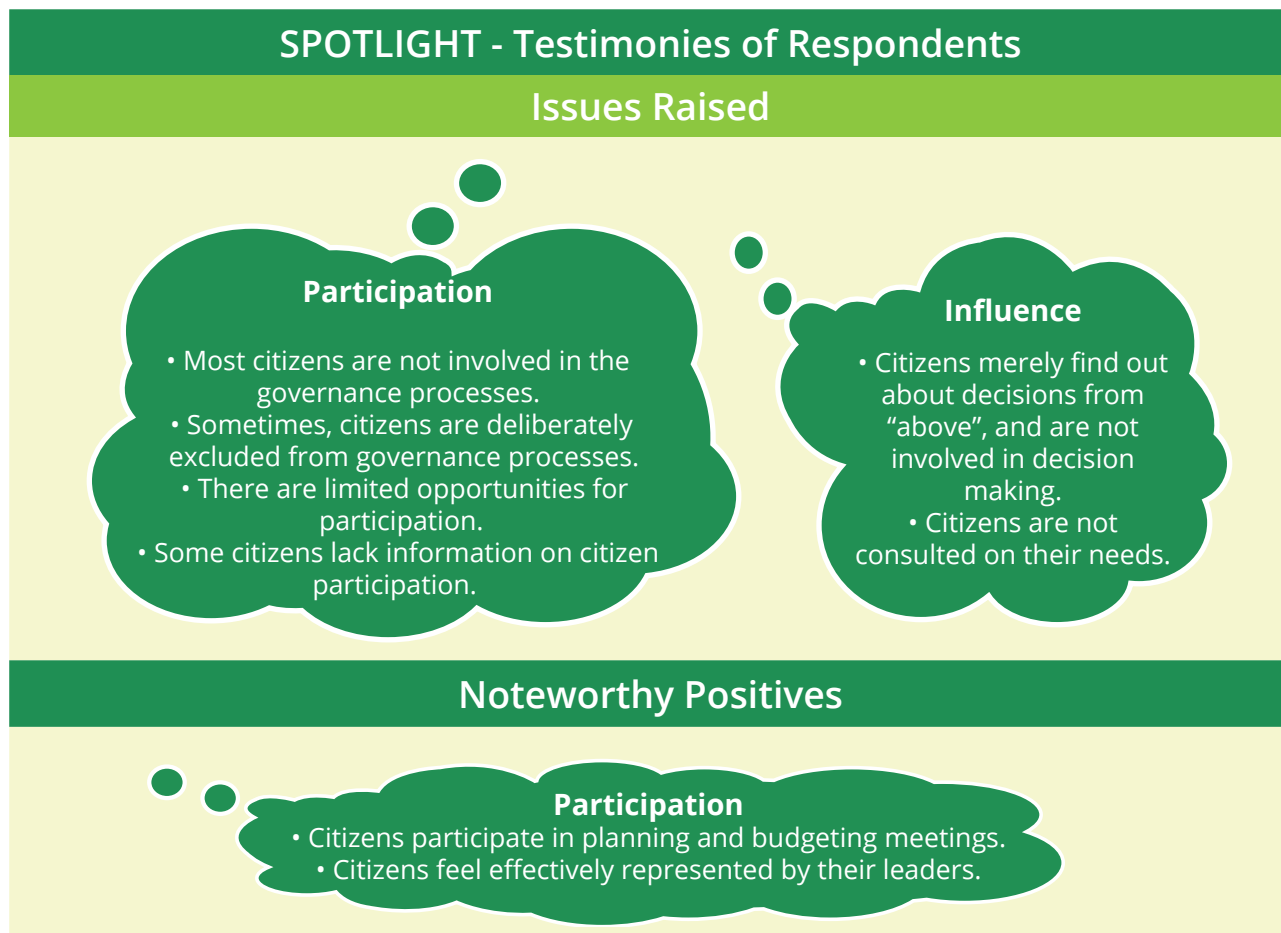
The following shows a selection of qualitative responses on issues relating to citizen participation in Lira district.

Table 30: Answers on Citizen Participation in Lira

SPOTLIGHT - Testimonies of Respondents

Issues Raised

Participation

• Most citizens are not involved in the governance processes.
• Sometimes, citizens are deliberately excluded from governance processes.
• There are limited opportunities for participation.
• Some citizens lack information on citizen participation.

Influence

• Citizens merely find out about decisions from "above", and are not involved in decision making.
• Citizens are not consulted on their needs.

Noteworthy Positives

Participation
• Citizens participate in planning and budgeting meetings.
• Citizens feel effectively represented by their leaders.

An accountability meeting between citizens and district leaders of Lira district.

Responsive
Service Delivery

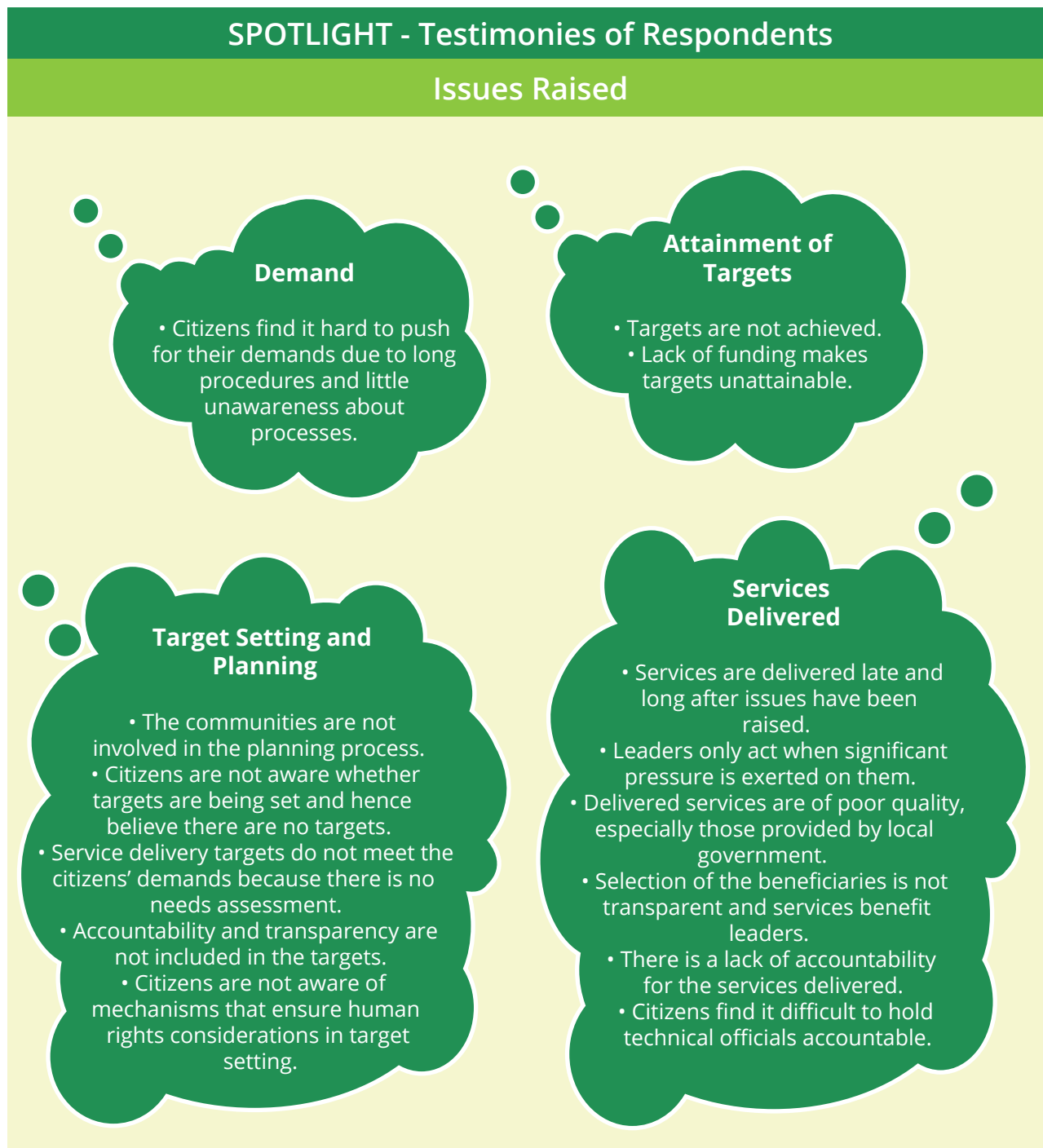**Fig. 44: Responsive Service Delivery in Lira**
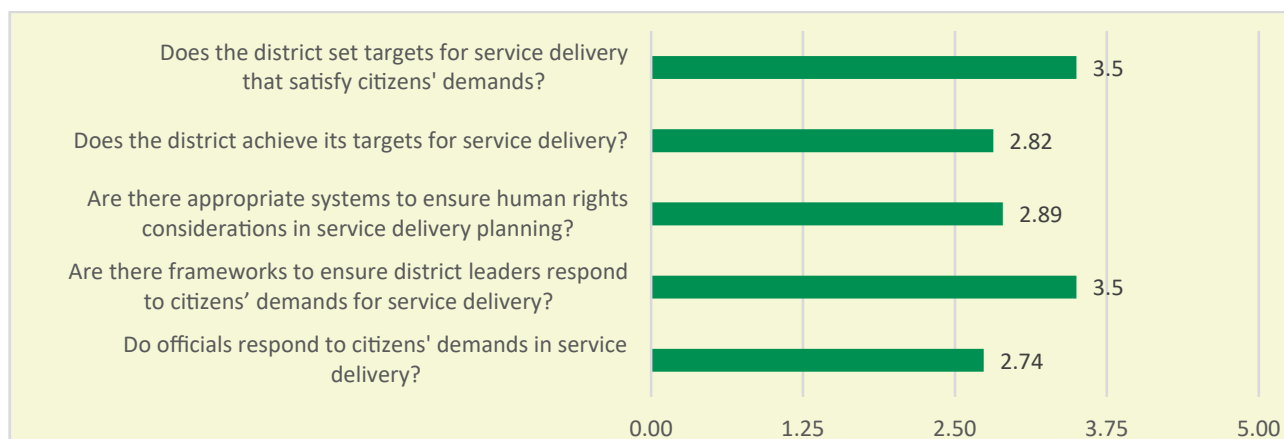
The above listed quantitative scores stem from key informant interviews, focus group discussions and surveys in Lira district. Triangulated with the qualitative assessment, the following conclusion is drawn:

- In Lira district, **targets for service delivery are set** to satisfy citizens' demands, even though respondents saw much room for improvement here (**3.5**). In practice, the district rarely **achieves its targets for service delivery** (**2.82**). Respondents complained that services delivered are of poor quality as issues of accountability and transparency are not included in the targets. One of the issues raised concerning the district's inability to satisfy citizens' demands was the chronic lack of funds that undermines district targets.

- When planning for service delivery in Lira district, there is a significant gap in ensuring that **human rights are taken into consideration** even if the appropriate frameworks and mechanisms are technically in place at all levels of lower local government (**2.89**). There are, however, **frameworks in place** that ensure that district leaders respond to citizens' demands for service delivery (**3.5**). Respondents noted that policies and regulations are not implemented mainly because citizens are not sensitised and, therefore, have little knowledge of the available programmes and projects in the realm of service delivery.

- In practice, officials in Lira substantially fail to **respond to citizens' demands for service delivery** (**2.74**). Citizens find it difficult to advocate for their demands due to bureaucratic procedures, which delay swift responses to urgent needs.

The following shows a selection of qualitative responses on issues relating to responsive service delivery in Lira district.

Table 31: Answers on Responsive Service Delivery in Lira

SPOTLIGHT - Testimonies of Respondents

Issues Raised

Demand

• Citizens find it hard to push for their demands due to long procedures and little unawareness about processes.

Attainment of Targets

• Targets are not achieved.
• Lack of funding makes targets unattainable.

Target Setting and Planning

• The communities are not involved in the planning process.
• Citizens are not aware whether targets are being set and hence believe there are no targets.
• Service delivery targets do not meet the citizens' demands because there is no needs assessment.
• Accountability and transparency are not included in the targets.
• Citizens are not aware of mechanisms that ensure human rights considerations in target setting.

Services Delivered

• Services are delivered late and long after issues have been raised.
• Leaders only act when significant pressure is exerted on them.
• Delivered services are of poor quality, especially those provided by local government.
• Selection of the beneficiaries is not transparent and services benefit leaders.
• There is a lack of accountability for the services delivered.
• Citizens find it difficult to hold technical officials accountable.

Noteworthy Positives

Citizens' Demand

• The district has a focal person who compiles citizens' demands and the actions taken on them.
• The district has suggestion boxes where citizens can write and present the issues or questions on service delivery.
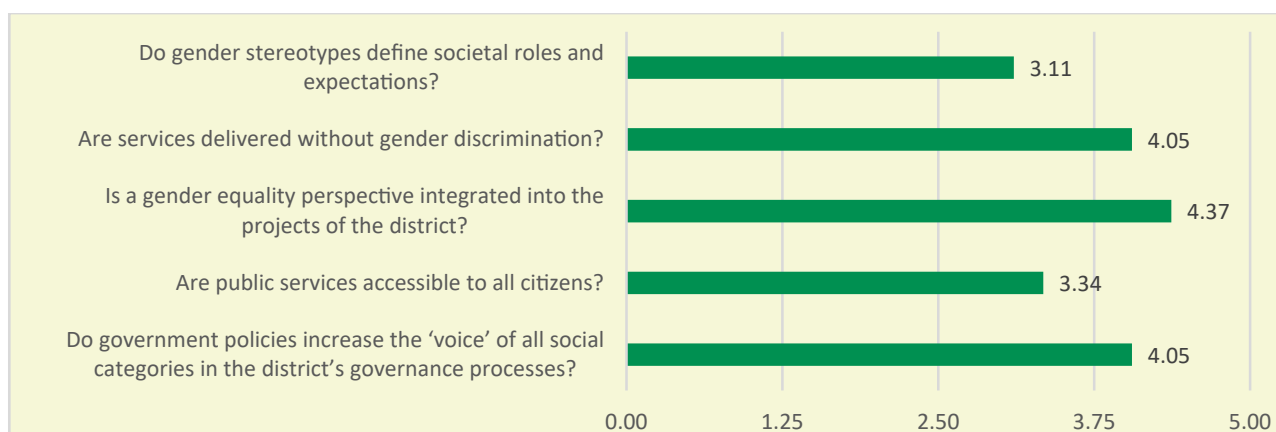
Attainment of Targets

• The district's five-year development plan highlights improvements in service delivery.

Community meeting in Obangapewany cell, Angolocom parish, Agweng S/C in Lira district.

Gender
Inclusion

Fig. 45: Gender Inclusion in Lira

The above listed quantitative scores stem from key informant interviews, focus group discussions and surveys in Lira district. Triangulated with the qualitative assessment, the following conclusion is drawn:

- In Lira, **gender stereotypes** are still present and define societal roles and expectations (**3.11**). Despite this, there were numerous examples of men and women performing the same tasks in their daily lives, such as ploughing with oxen, building, and driving trucks.

- On a positive note, **services in Lira district** are delivered to a large extent without gender discrimination (**4.05**). In addition, a **gender equality perspective** is exceptionally well **integrated into the projects** of the district (**4.37**). Accordingly, citizens demand female and male representation in the recruitment of leaders.

- Nonetheless, **public services in Lira** are not accessible to **all citizens** (**3.34**). However, the perception of respondents on this indicator differed as they weighed up their individual experiences in the delivery of services such as clean water, education, health, the Youth Livelihoods Programme and the Uganda Women Entrepreneurship Programme. There is still a lack of awareness on government policies and programmes that support marginalised groups.

- Overall, government policies succeeded in **increasing the voice of all social categories** in the district's governance process (**4.05**). Respondents particularly pointed out women who occupy high policy positions in the district.

- On the issue of gender awareness, respondents noted with great worry that cases of Gender-Based Violence and Domestic Violence have recently increased.

The following shows a selection of qualitative responses on issues relating to gender inclusion in Lira district.

Table 32: Answers on Gender Inclusion in Lira

Examples from Respondents

Issues Raised

Service Delivery

• There is unequal access to services between the different categories of people.
• Traditional mindsets and attitudes continue to determine gender-based social stereotypes.
• Cases of gender-based violence and domestic violence have increased.
• In Amach sub-county, corruption undermined affirmative action programmes. The youth were to be trained in tailoring by the Office of the Prime Minister and the necessary tools were sent to start their vocation. However, the tools were never delivered to the target group.

Noteworthy Positives

Policies

• Government policies have increased the voice of women, with more women being in leadership positions.
• Gender equality is being promoted under programmes like YLP, UWEP, NUSAP, and UPE.
• Gender polices for equitable service delivery have been put in place by government and the district.

Accessibility

• Public services are accessible to all citizens, e.g. water, education, health, and projects like the Youth Livelihood Programme and the Uganda Women Entrepreneurship Programme.
• Both genders can find employment in the same roles; there is visible gender balance in the workplace.

Summary of
Lira District

The following figure lists the average scores of Lira district for each dimension that was measured.
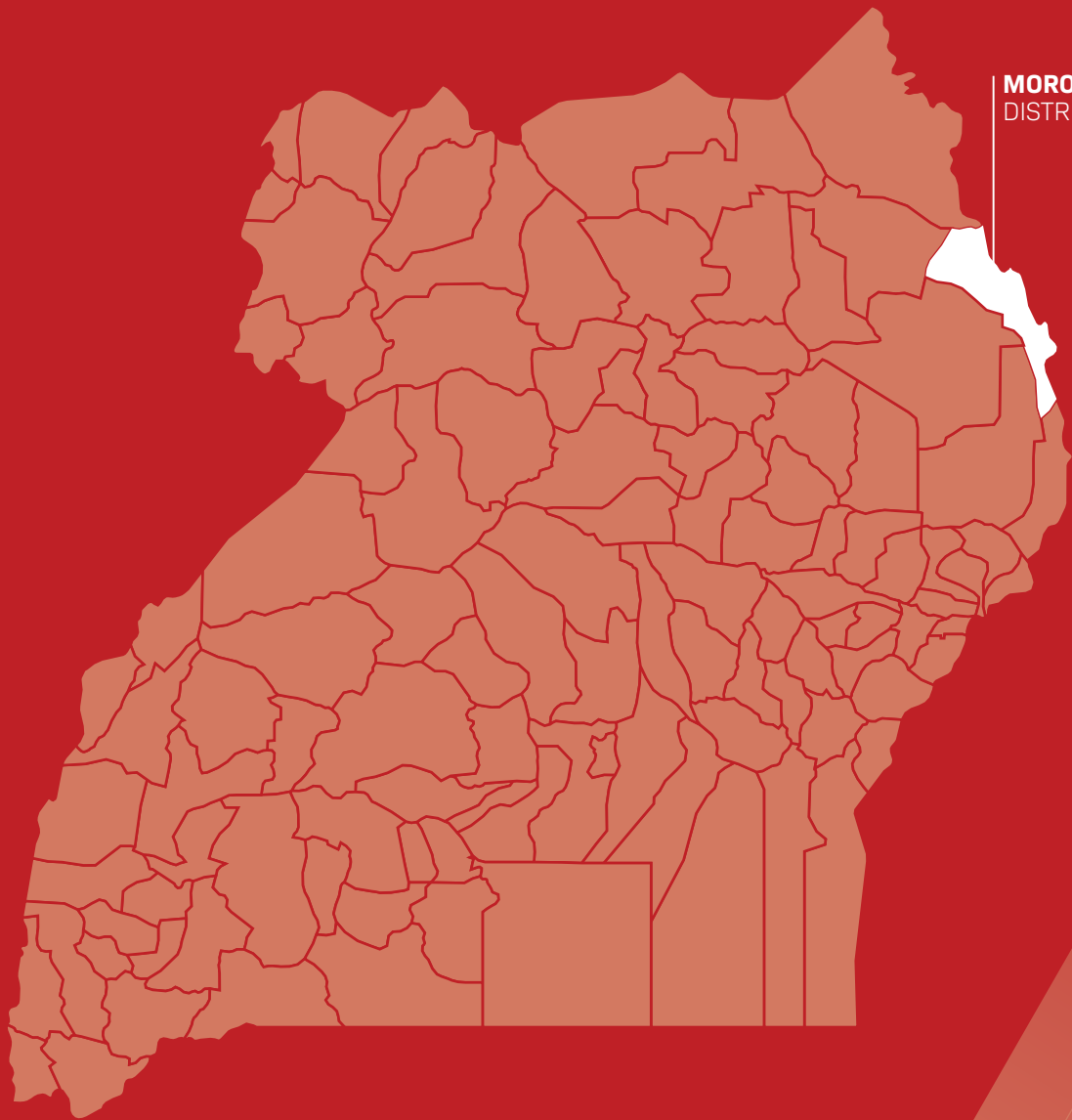
Figure 46: Average scores for each indicator in Lira
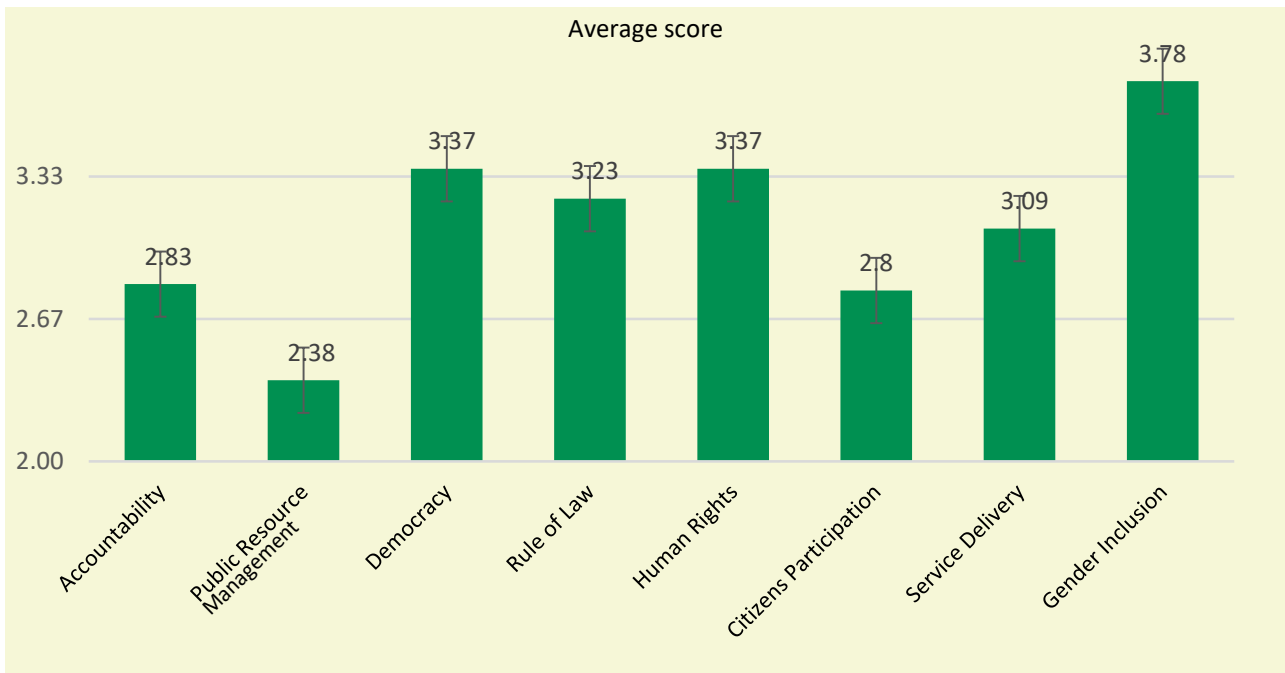
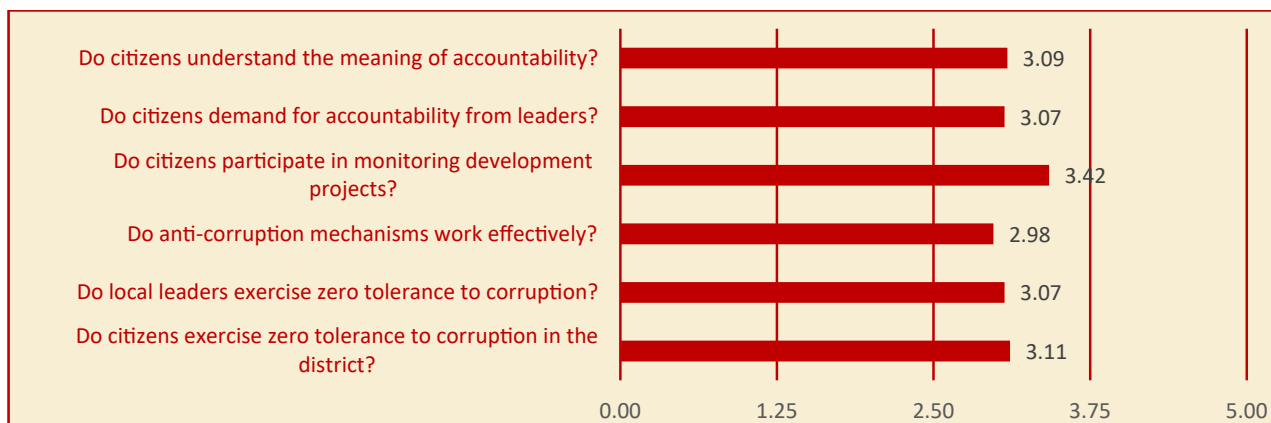*A citizen sharing her views on the status of service delivery in the community.*

Moroto
District

MOROTO
DISTRICT

Accountability

The above listed quantitative scores stem from key informant interviews, focus group discussions and surveys in Moroto district. Triangulated with the qualitative assessment, the following conclusion is drawn:

- In Moroto district, the citizenry at large have inadequate **understanding of accountability** (**3.09**). Respondents' examples of their understanding of accountability pointed to significant gaps. Some respondents did not understand the term accountability at all.

- Citizens in Moroto do not adequately **demand accountability from their leaders** (**3.07**). However, there have been complaints that leaders deliberately demotivate citizens from participating in the accountability process. Communities remarked that leaders have delayed feedback on accountability-related queries.

- In Moroto, citizens participate to a fair extent in **monitoring development projects** (**3.42**). However, many of them only participate indirectly - through their leaders - in monitoring of projects and programmes.

- The above shortcomings are intensified by weak scores in corruption: **Anti-corruption mechanisms** in Moroto show significant shortcomings (**2.98**). Corruption cases are not prosecuted or dropped throughout prosecution. Citizens feel afraid to report corruption.

- Neither **citizens** nor **leaders** exercise **zero tolerance to corruption** (**3.11** and **3.07** respectively). Respondents indicated that corruption levels are high. Leaders were criticised for opportunism and favouritism, in particular in relation to service delivery.

In general, Moroto performs poorly in accountability and the assessment has unravelled several shortcomings that need to be addressed. This dimension is the worst rated among the eight dimensions that were reviewed in Moroto.

The following shows a selection of qualitative responses on issues relating to accountability in Moroto district.

Table 33: Answers on Accountability in Moroto District

Examples from Respondents
Issues Raised

Accountability
• Local leaders delay feedback to communities.
• Leaders demotivate citizens to participate in the accountability process.
• Leaders are not accountable to their communities but only to their families.
• Transparency and responsibility are insufficient.

Monitoring
• Community members do not frequently attend monitoring meetings when summoned.
• Citizens do not monitor activities but rely on their leaders to monitor development projects such as NUSAF, EMYOOGA, and YLP.
• Citizens are unaware of the development projects in their areas.

Corruption
• There are high levels of corruption in the district and among leaders.
• Leaders favour themselves in the distribution of services and handouts.
• Leaders register vulnerable people on distribution lists and take their shares.
• Corruption flourishes due to little transparency and low levels of democratic participation.

Reporting Corruption
• Follow-ups on corruption cases are not conducted by the local authorities.
• Some citizens are afraid of reporting corruption.

Prosecution of Corruption
• The corrupt are not sanctioned; or they bribe their way out of investigations.

Noteworthy positives

Accountability
• Citizens demand accountability during barazas and submit notifications and complaints.
• Citizens ask for accountability from their leaders during water and food shortage, in circumstances of poor health service delivery (e.g. in Nataparakwangan and Nakiloro) and during insecurities.

Corruption

• Most local citizens do not tolerate corruption.
• Anti-corruption mechanisms at police work well.

Reporting Corruption
• Citizens have good knowledge of the procedures to report corruption cases to the local councils, police, courts, and IGG.
• A toll free number to the IGG's office was circulated in communities.
• Elections are used to punish leaders for corruption.

Citizens assessing the functionality of the borehole – Loputuk S/C in Moroto district.

Public Resource
Management

Fig.: 48: Public Resource Management in Moroto

Question	Score
Have effective procedures for managing public resources been put in place?	3.38
Are public resources managed with integrity, transparency and accountability?	3.07
Have procedures for PRM led to good public financial governance and achieved responsive serice delivery?	3.13

The above listed quantitative scores stem from key informant interviews, focus group discussions and surveys in Moroto district. Triangulated with the qualitative assessment, the following conclusion is drawn:

- To a fair extent, effective **procedures for managing public resources** have been put in place in Moroto (**3.38**). However, many citizens are not aware whether procedures are in place.

- Moroto performs poorly in **managing resources with integrity, transparency, and accountability** (**3.07**). There were reports on misuse of public funds. Respondents were however divided on this issue, indicating that the quality of integrity, transparency and accountability differs from region to region in the district.

- Overall, the merely fair implementation of PRM procedures and the weak performance in accountability, transparency and integrity has produced poor results in **good public financial governance and responsive service delivery** (**3.13**). It was reported that resources are mismanaged by leaders, though service provision has become more equal in the past years.

A sensitisation talkshow on accountability mechanisms on Ateker FM with Timothy Koriang, Edwards Eko and Anisha Alinda.

The following shows a selection of qualitative responses on issues relating to public resource management in Moroto district.

**Table 34: Answers on Public Resource Management in Moroto**

Examples from Respondents

Issues Raised

Procedures

• Procedures for PRM are not known to the public.

Integrity, Accountability and Transparency

• Public resources are diverted for personal benefit, particularly by leaders.
• A doctor in Moroto Referral Hospital diagnoses patients at the hospital but sends them to buy the drugs from his private clinic.

Noteworthy positives

Procedures

• Procedures for PRM exist and are effective, e.g. relevant information, adverts for jobs and availability of projects in sub-counties are displayed on notice boards and discussed in barazas.

Implementation

• The introduction of digital systems saved time and provided financial control mechanisms that curbed diversion of public resources.
• Effective PRM reduced poverty and improved the process of providing services equally.

RACs with Head teacher at Loputuk primary school demanding for accountability on pupils enrolled this year and assessing on the quality of learning materials for pupils.

Democracy

Fig. 49: Democracy in Moroto
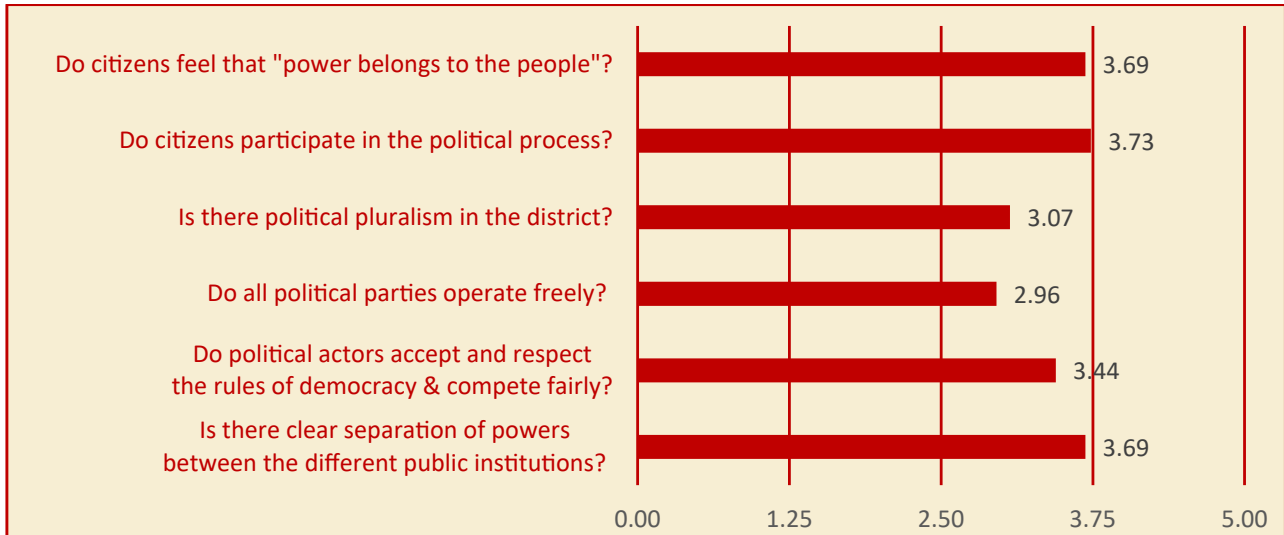
The above listed quantitative scores stem from key informant interviews, focus group discussions and surveys in Moroto district. Triangulated with the qualitative assessment, the following conclusion is drawn:

- In Moroto district, many citizens agreed that "**power belongs to the people**" (**3.69**). Citizens have been sensitised on their rights and freedoms through civic education.

- Citizens in Moroto additionally **participate actively in the political process** (**3.73**).

- **Political pluralism** is however strongly restricted in Moroto (**3.07**) and even tougher restrictions were witnessed in **political parties' abilities to operate freely** (**2.96**). Despite that, political parties exist and citizens are able to enlist in them. Nevertheless, freedom of expression is restricted and political parties were unable

to operate freely during the last general elections.

- Political actors accept and respect the **rules of democracy** to a fair extent but not fully (**3.44**). Thus, there is no **fair competition**. Several respondents gave accounts of voter intimidation or fraudulent electoral procedures during the last general elections.

- In Moroto, **separation of powers between the different political institutions** is well established (**3.69**) and checks and balances are promoted.

The following shows a selection of qualitative responses on issues relating to democracy in Moroto district.

Table 35: Answers on Democracy in Moroto

Examples from Respondents
Issues Raised

Political Pluralism

• Political parties were restricted in their operations during elections. Opposition party campaigns were sometimes obstructed. Restrictions were imposed and intimidation occurred.
• Some leaders cannot freely express their political views out of fear of losing their positions.
• Citizens do not enjoy freedom of expression.

Fair Political Competition

• Voters were bribed into voting for a certain candidate.
• One respondent reported, 'During the January 2021 elections, I was pulled from the lines and forced to vote a candidate not of my choice.'
• The ruling party was accused of exercising zero tolerance towards differing political views with actions taken against those who supported opposition; this resulted in some arrests.

Noteworthy positives

Power Belongs to the People - Citizen Participation

• Civic education has improved knowledge. Citizens know that power belongs to the people.
• Citizens exercise this power through voting.

Democratic Structures

• There is separation of powers.
• The roles of the three branches of government are clearly defined and checks and balances are promoted.

Political Pluralism

• Several political parties exist. Citizens are free to join political parties.

Rule
of Law

Fig. 50: Rule of Law in Moroto

The above listed quantitative scores stem from key informant interviews, focus group discussions and surveys in Moroto district. Triangulated with the qualitative assessment, the following conclusion is drawn:

- Moroto scores excellently on guaranteeing citizens' **freedom to assemble and associate**. In addition, citizens in Moroto are free to **express their thoughts and practise their religion** (**4.07**).

- In general, state actors in Moroto district **act as guided by the law** (**3.93**).

- State actors' actions, however, significantly **lack neutrality** (**3.16**) and thus they do not always operate within the law. Respondents noted that state actors favour citizens depending on their socioeconomic background.

- Due to the lack of neutrality on behalf of state actors, citizens do not enjoy **equal treatment before the law** (**2.98**). Respondents, for instance, called out

corrupt police officers. There also seems to be an issue of citizens' ability to afford lawyers for legal proceedings. These observations affect the practice of rule of law in Moroto district.

- Laws in Moroto are to a fair extent **revised according to laid down legal procedures** (**3.38**). Nevertheless, respondents asserted that a number of citizens are not aware of revisions on various laws because they are not consulted during the process.

- In Moroto district, citizens **respect the law** to a large extent (**3.8.**). If citizens break the laws, they are **held accountable for violating national laws** (**3.93**). There was mention of some citizens who succeed in evading the law.

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The following shows a selection of qualitative responses on issues relating to rule of law in Moroto district.

Table 36: Answers on Rule of Law in Moroto

Examples from Respondents
Issues Raised

Rule of Law

• State actors engage in bribery and illegal actions (e.g. beating of citizens).
• The law is not always effected as citizens are unaware of many obligations, e.g. their obligation to pay taxes.
• There is lack of access to legal information for citizens; this leads to misinformation.

Breaches of the Law

• Some citizens intentionally break the law.

Discrimination and Equality before the Law

• Not all institutions are neutral or operate in accordance with the law.
• Certain persons are favoured; e.g. the rich and the influential are treated favourably.
• Corruption undermines state actors' neutrality.
• Citizens cannot be treated equally before the law as many have no access to a defence lawyer.
• Public buildings are not accessible to PWDs due to their nature of construction.

Development of the Law

• Citizens are not consulted in the formulation and amendment of laws.

Noteworthy positives

Rule of Law

• State actors know their roles and responsibilities.

Breaches of the Law

• Most citizens respect the legal framework.
• Those who break the law are usually held accountable and face consequences.

Freedoms that are upheld by the Law

• There is freedom of worship.
• Citizens are able to assemble and associate; many associations have been formed and used as advocacy platforms.

Human
Rights

Fig. 51: Human Rights in Moroto

Do citizens know the laws that protect their freedoms and rights?	3.4
Do citizens know that their rights and freedoms are upheld by state institutions?	3.49
Do citizens feel that their human rights and freedoms are protected?	3.6
Do state institutions and civil society groups promote rights and freedoms?	4.09

0.00   1.25   2.50   3.75   5.00

The above listed quantitative scores stem from key informant interviews, focus group discussions and surveys in Moroto district. Triangulated with the qualitative assessment, the following conclusion is drawn:

- Citizens are only to a fair extent **aware of the laws that protect their rights and freedoms** (**3.4**). There is slightly more awareness of the fact that **rights and freedoms are upheld by state institutions** (**3.49**). However, respondents note that citizens would need more information on laws and procedures in order to demand more efficiently for the upholding of their rights.

- Citizens in Moroto district feel to a fair extent that their **human rights and freedoms are protected** (**3.6**). It is noteworthy that the enforcement of women's and children's rights was criticised by several respondents, indicating that minority groups are left behind in this dimension.

- In Moroto district, **state institutions and civil society groups** perform excellently in **promoting rights and freedoms** (**4.09**).

Poor road in Tapac Sub county monitored and reported to the duty bearers.

The following shows a selection of qualitative responses on issues relating to human rights in Moroto district.

Table 37: Answers on Human Rights in Moroto

Examples from Respondents
Issues Raised

Awareness

• There is lack of access to information on citizen rights and obligations, which prevents citizens from demanding for their rights from duty bearers.

Protection

• Human rights are not enforced. People report issues to the respective institutions such as police but they are not responded to or followed up.
• There is a gap between the laws that exist and the laws that are implemented.
• Women's and children's rights are not upheld.
• Citizens do not demand their rights out of fear of repercussions.
• Women are scared to report their perpetrators in cases of GBV.

Noteworthy positives

Awareness
• Some citizens know the relevant laws that ensure that their rights and freedoms are protected.
• Citizens know that their rights and freedoms are upheld by police, Uganda Law Society and UHRC.

Protection
• Citizens feel that their fundamental human rights and freedoms are protected.
• Citizens attest to freedom of worship, freedom of movement and freedom to marry.

Promotion
• Institutions promote rights and freedoms; for instance, the Uganda Law Society introduced hearing of criminal cases.

Citizen
Participation

Fig. 52: Citizen Participation in Moroto

Do citizens freely and actively participate in the governance process?	3.4
Do citizens know they should participate in the governance process?	3.53
Do citizens ensure that political leaders account for their (in)actions?	3.29
Do citizens influence decisions in the governance process?	3.11

0.00   1.25   2.50   3.75   5.00

The above listed quantitative scores stem from key informant interviews, focus group discussions and surveys in Moroto district. Triangulated with the qualitative assessment, the following conclusion is drawn:

- In Moroto district, there is widespread awareness that **citizens should participate in the governance processes** (**3.53**) that are open to citizens. However, citizens only **participate in the governance processes** of the district to a fair extent (**3.4**). They attend community meetings, barazas and "people's parliaments", where some decisions are made.

- Citizens take even fewer action in **holding their political leaders to account** for their actions and/or inactions (**3.29**). Respondents expressed the desire to

obtain more information from leaders on how programmes are managed. They also hope that elected leaders who fail to deliver services can be voted out of office.

- Due to weak interactions of citizens in the governance and accountability processes, **citizens' decisions only rarely influence governance processes** (**3.11**). Respondents observed that, even though decision making takes place in public meetings like barazas, it is usually elders and elected representatives who take the final decisions..

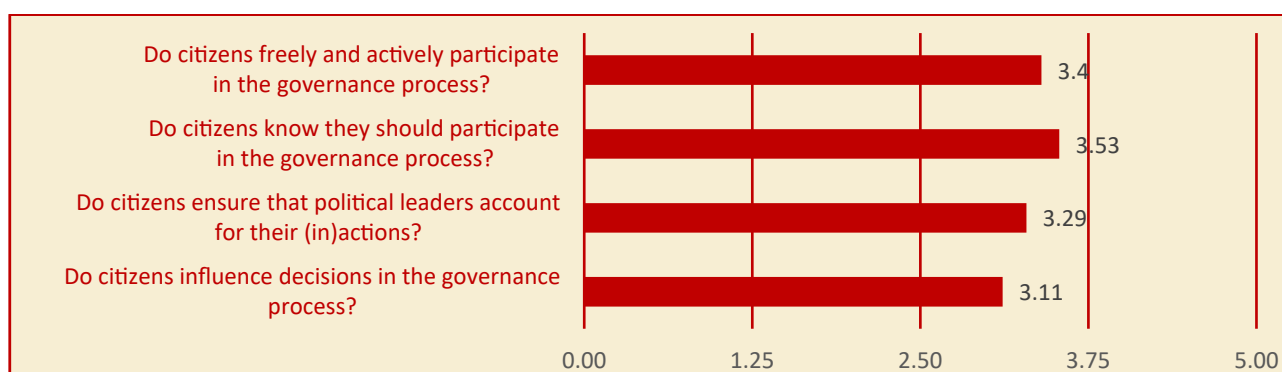*Service User Committee members of Rupa Sub-county in Moroto district monitoring Kidepo Health Center.*

The following shows a selection of qualitative responses on issues relating to citizen participation in Moroto district.

Table 38: Answers on Citizen Participation in Moroto

Examples from Respondents

Issues Raised

Participation

• Citizens raise issues regularly, but leaders fail to respond to them.
• Citizens lack awareness of existing programmes, which negatively impacts their ability to participate in them and in monitoring exercises.
• Citizens practise tokenism; they are easily swayed by money or refuse to participate without facilitation.

Influence

• Sometimes leaders promise to implement decisions of citizens but disappear or are transferred.
• Officials are not transparent in programmes and projects, thus hindering citizens from influencing decisions.
• Citizens cannot influence the way leaders prioritise the decisions taken in barazas.
• Inputs are lost within the bottom-up approach.
• Decisions are mainly made by top leadership. Citizens wait to follow what has already been decided.

Noteworthy positives

Participation

• Citizens attend barazas and "people's parliaments".
• Citizens use radio calls to provide feedback and raise issues ranging from service delivery to accountability and human rights.

Influence

Citizens use barazas to set an agenda, speak up and influence decisions.

Responsive
Service Delivery

Fig. 53: Responsive Service Delivery in Moroto
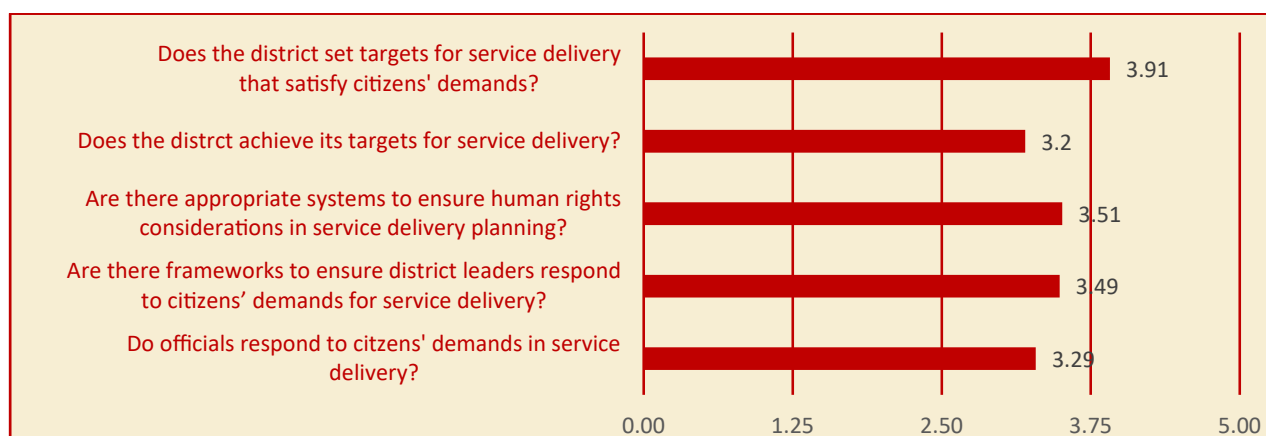
The above listed quantitative scores stem from key informant interviews, focus group discussions and surveys in Moroto district. Triangulated with the qualitative assessment, the following conclusion is drawn:

- Moroto district performs excellently with regard to **target setting** (**3.91**). Citizens are usually consulted by Parish and sub-county chiefs during village, parish and sub-county planning and budgeting meetings. Respondents also observed that projects are developed and targets are set that usually address citizens' needs, for example, those of the elderly, women, youth, orphans and refugees. It was however criticised that, sometimes, targets do not correspond to the actual needs of the citizenry.

- The feasibility of the targets must be questioned as Moroto district shows significant shortcomings in **achieving the set targets** (**3.2**). Respondents observed that not all targets are met and that the reasons for falling behind in achieving targets are not usually discussed.

- Moroto received a good score for including **human rights considerations in service delivery planning** (**3.51**). However, some respondents observed that some citizens are unaware of the systems or mechanisms that have been put in place. Leaders, in turn, are usually aware of these mechanisms.

- While, to a certain extent, there are **frameworks in place to ensure that district leaders respond to citizens' demands for service delivery** (**3.49**), officials do not always **respond** adequately **to demands** for service delivery (**3.29**). Respondents exemplified this response by stating that at the end of the Financial Year, district officials call citizens to attend *barazas* to hear their views. These are then followed up by the District Local Government. However, responses to issues raised usually take long and sometimes require support of NGOs to drive them forward.

The following shows a selection of qualitative responses on issues relating to responsive service delivery in Moroto district.

Table 39: Answers on Responsive Service Delivery in Moroto

Examples from Respondents

Issues Raised

Target Setting

• Targets do not satisfy citizens' demands but speak only to selected individuals and groups.
• Some citizens do not know the systems or mechanism that have been put in place, e.g. area councilors.

Delivered Services

• Late responses to needs of communities.
• Citizens lose confidence in the ability of district officials to deliver services.
• Concrete shortcomings:
• Poor access roads, e.g. no connection to Lokeriat in spite of this having been raised.
• Water shortage has been raised but intervention is lacking.
• Prevailing insecurity has been raised but intervention is lacking.
• Nataparakwangan and Nakiloro have no health services and citizens die from treatable diseases.

Attainment of Targets

• Targets are not met fully.
• Citizens are left unaware of why targets were not met.
• Government programmes and promises by officials have not been implemented.
• Promised sustainable support to the citizens through Emyooga, NUSAF, and SAGE was not accomplished.

Noteworthy positives

Citizens' Demands
• Mechanisms are in place for citizens to voice demands, e.g. at the end of the Financial Year, citizens are called by district officials to barazas; inputs are followed up by the District LG.

Target Setting
• Targets are set after consultation with parish and sub-county chiefs (during village, parish and sub-county planning meetings)
• Generally, the district develops projects that address the needs of certain target groups, e.g. the needs of elders, orphans, and refugees.
• Human rights considerations are present in project planning.

Delivered Services
• Services usually respond to needs.
• Sometimes NGOs support citizens with service delivery. The CSO landscape in this regard is very active.

Men Volunteering to support women in leadership in Katikekile S/C, Moroto district.

Gender
Inclusion

Fig. 54: Gender Inclusion in Moroto
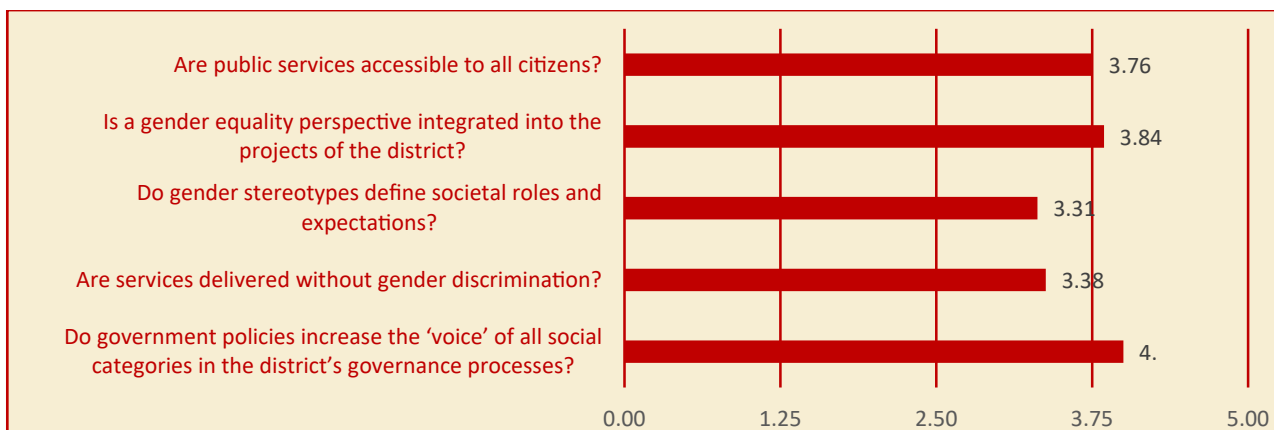
The above listed quantitative scores stem from key informant interviews, focus group discussions and surveys in Moroto district. Triangulated with the qualitative assessment, the following conclusion is drawn:

- In Moroto, the officials have taken strong action to advance gender inclusion. Hence, public **services** are usually **accessible to all citizens** (**3.76**).

- In addition, the district has emphasised the i**ntegration of a gender equality perspective into its projects** (**3.84**). Respondents attested that this perspective is integrated into all stages of the planning process; however, respondents are not entirely sure how this translates into budget allocations.

- These efforts do not always translate into actions as **gender stereotypes** still **define societal roles and expectations** to a fair extent (**3.31**) and **service delivery** is still biased to gender discrimination (**3.38**). As a result, institutions like health centres and schools are generally accessible to all but the prevalent gender stereotypes favour certain groups of society to receive the services. Additionally, there are several cases where respondents reported that chairpersons favoured certain groups. Nevertheless, men and women alike hold positions at leadership level in Moroto district.

- Government policies have gone far and significantly **increased the voice of all social categories in the district's governance process** (**4.0**). Respondents exemplified this issue by saying that during barazas, both men and women share their opinions and make decisions on community issues. In addition, vulnerable groups have elected leaders who "voice" their issues for consideration in the governance process.

The following shows a selection of qualitative responses on issues relating to gender inclusion in Moroto district.

Table 40: Answers on Gender Inclusion in Moroto

Examples from Respondents

Issues Raised

Awareness

• There is a lack of awareness of gender roles.
• Societal norms continue to dictate that women are assigned roles in domestic work and men dominate public leadership and economic activities.

Accessibility of Services

• Chairpersons prioritise their own electorate for access to certain services.
• Families tend to favour the boy child when sending children to school.

Noteworthy positives

Inclusion in decisions, processes and programmes

• Government policies have amplified the voices of both men and women in the workplace and in service delivery; for example:
(a) during barazas men and women are given the opportunity to speak and decide on community issues.
(b) women councilors exist at all levels and in all development project committees.
• Vulnerable groups elected leaders who" voice" their issues for consideration in the governance processes.
• Gender is mainstreamed through government programmes for the youth, women and PWDs (e.g. UWEP and YLP) and is present at all stages and levels of programmes.

Accessibility of Services

• Public services are generally accessible to everyone, e.g. health and education.

Awareness

• Gender stereotypes are addressed through programmes such as YLP and women's programmes.

Summary of
Moroto District

The following figure lists the average scores of Moroto district for each dimension that was measured.

Figure 55: Average scores for each indicator in Moroto
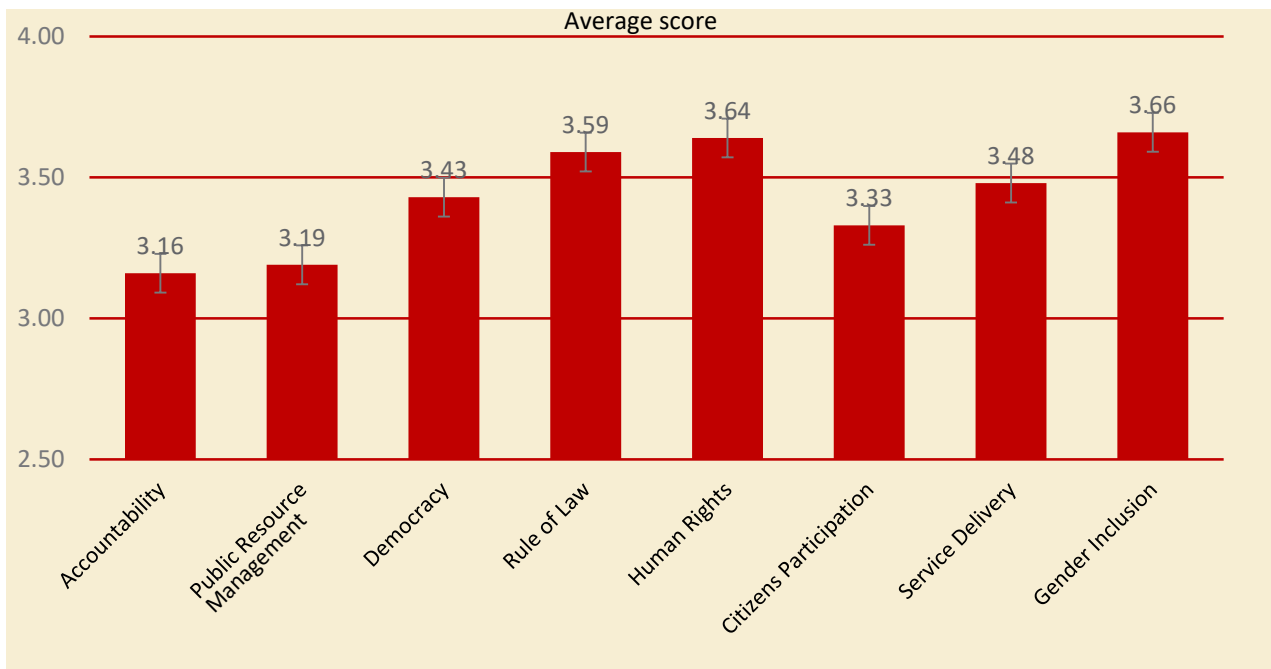
Citizens assessing the functionality of a borehole – Loputuk sub-county in Moroto district.
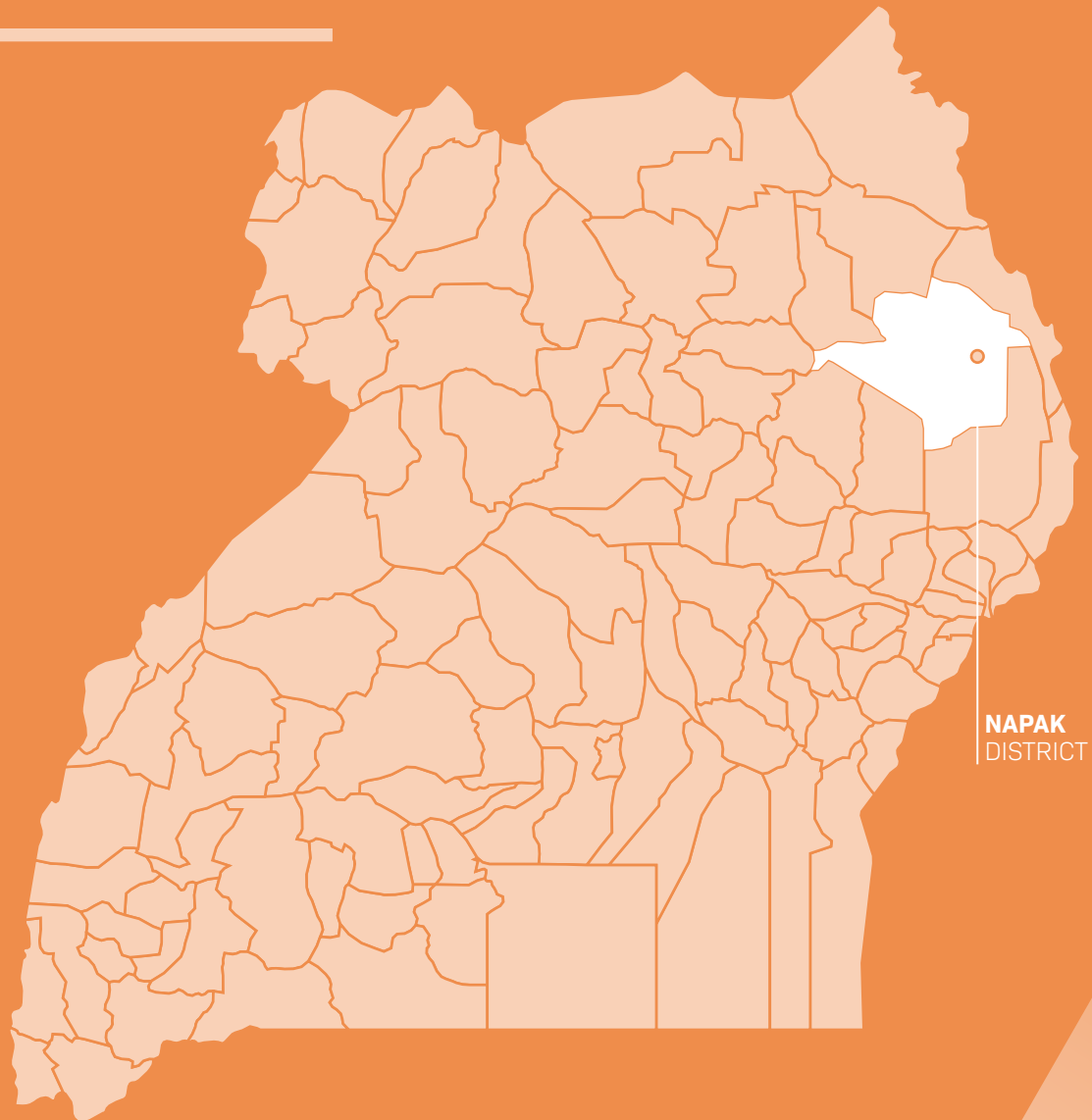
Napak
District

Accountability

Fig. 56: Accountability in Napak
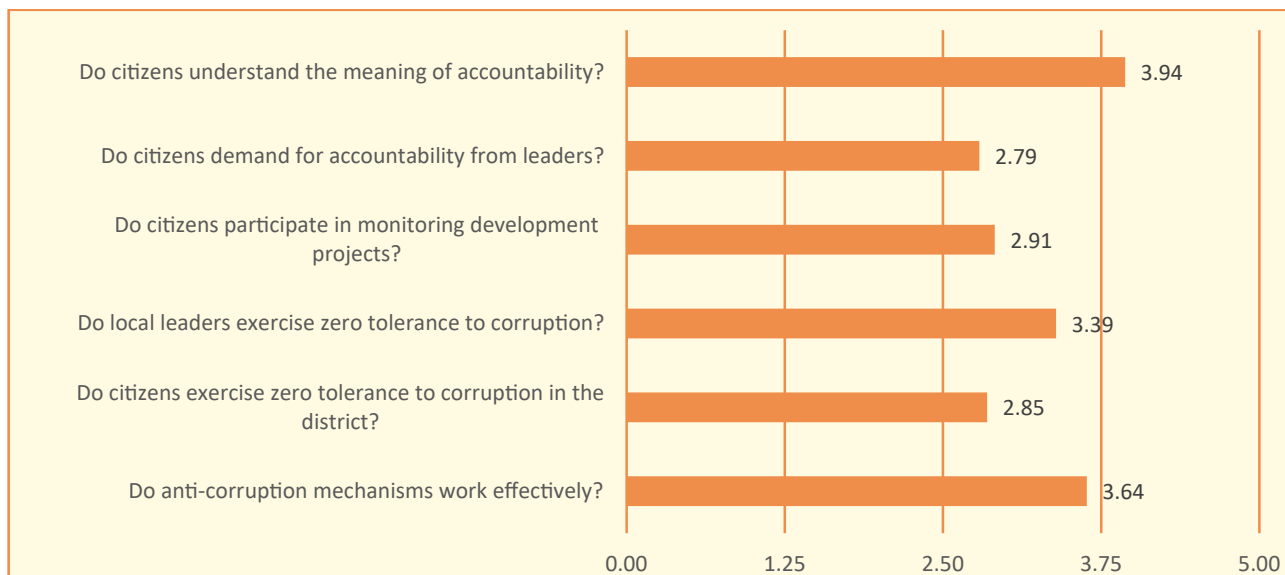
The above listed quantitative scores stem from key informant interviews, focus group discussions and surveys in Napak district. Triangulated with the qualitative assessment, the following conclusion is drawn:

- Respondents from Napak district indicated that citizens have an **understanding of the meaning of accountability** (**3.94**). However, some respondents indicated that not all citizens understand the meaning of accountability.

- Citizens in Napak fail to **demand accountability from their leaders** (**2.79**). Citizens are mostly unaware that it is their responsibility to demand accountability. Citizens' efforts in **monitoring development projects** are also inadequate (2.91).

- There is a communication gap between citizens and duty bearers. Citizens oftentimes fail to understand procedures which are formulated in English. Duty bearers oftentimes cannot communicate with the citizenry because they do not speak their language.

- Another issue in the area of accountability is corruption in Napak district. While **leaders** take a somewhat established **stance against corruption** (**3.39**), **citizens** are tolerant of **corruption** (**2.85**) except for corruption at the community level. There were reports of corrupt local leaders in the district.

- **Anti-corruption mechanisms** and corruption reporting mechanisms in Napak work fairly well (**3.64**) according to those respondents who are aware of them. Some respondents are unaware that such mechanisms exist.

The following shows a selection of qualitative responses on issues relating to accountability in Napak district.

Table 41: Answers on Accountability in Napak District

SPOTLIGHT - Testimonies of Respondents

Issues Raised

Accountability
• Citizens lack understanding of accountability and how it can be demanded.
• Citizens are unaware of their rights and roles regarding good governance and accountability.
• Citizens lack power to demand accountability as leaders push citizens away and explain that they are not to involve themselves in demanding for accountability.
• Only an informed minority demand accountability.
• There is a language barrier in understanding accountability processes published in English.
• Some duty bearers cannot speak the local language, so communication becomes a challenge.

Monitoring
• Citizens lack knowledge of monitoring and their roles in the monitoring process.
• There is minimal participation in monitoring.
• Citizens are unaware of the costs and benefits of programmes that they are involved in.

Corruption
• Leaders are reported as corrupt.
• In Matany sub-county, beneficiaries for maize distribution were not from the targeted area.
• Anti-corruption mechanisms are not enforced in the rural areas.
• There is nepotism in the recruitment process of teachers.
• Some citizens are corrupt at district level.

Reporting Corruption
• Citizens fear to report corruption because charges will not be pressed and the whistle-blower will become a scapegoat.

Prosecution of Corruption
• Corrupt officials are rarely prosecuted; they walk away freely after paying bribes.
• Sometimes, corrupt officials are merely transferred to another district.

Noteworthy positives

Monitoring
• Some citizens involved in projects (e.g. NUSAF) are also involved in monitoring activities.
• Meetings at LC I level occur.

Corruption

• A leadership structure from LC I to LC V exists. Abuse of public funds can be reported therein.
• Citizens exercise zero tolerance to corruption at community level.

Demanding for Accountability

• If involved, citizens play a pivotal role in overseeing efficient use of public resources. When the Matany hospital ambulance was stolen, citizens followed it up to recovery.
• Empowered citizens participate in accountability forums, dialogues and ably demand accountability from duty bearers.

Prosecuting of Corruption

• A sub-county chief was detained by the police and had to return stolen funds in 2019.

Flora Apuun, a citizen of Napak educating participants on the impact of gender inclusion amongst them, during a district leaders-citizen dialogue.

Public Resource
Management

Fig. 57: Public Resource Management in Napak
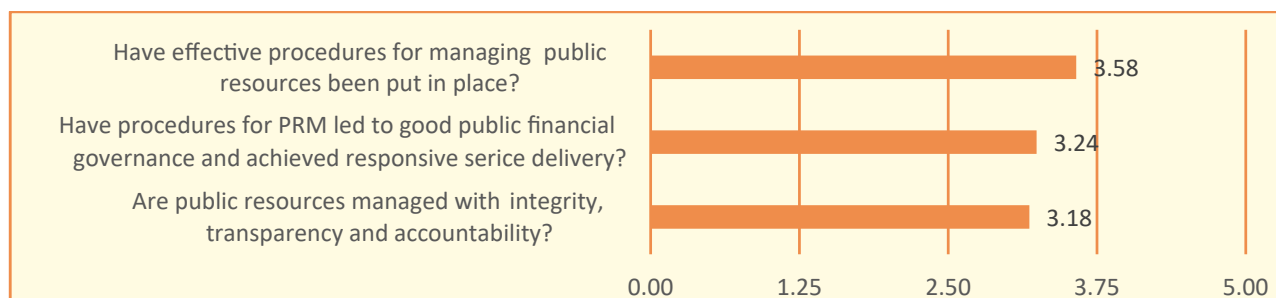
The above-listed quantitative scores stem from key informant interviews, focus group discussions and surveys in Napak district. Triangulated with the qualitative assessment, the following conclusion is drawn:

- In Napak, respondents believe that effective **procedures for managing public resources** are generally in place (**3.58**), though not all respondents were aware of this.

- However, procedures for Public Resource Management have not sufficiently **resulted in good public financial governance** (**3.24**).

- Public resources in Napak are not always **managed with integrity, transparency and accountability** (**3.18**). Respondents had differing views on this and some respondents were actually affirmative.

A radio talkshow on gender inclusion in Karamoja.

135

The following shows a selection of qualitative responses on issues relating to public resource management in Napak district.

Table 42: Answers on Public Resource Management in Napak

SPOTLIGHT - Testimonies of Respondents

Issues Raised

Implementation of PMR Procedures

• No efficient and effective monitoring of PMR by councils. These are tasked to monitor resources but often times lack understanding of the formal technicalities of PMR.

Integrity

• The public decries misuse and abuse of public resources by public service officers, e.g. ambulances carry construction materials; government vehicles transport public goods like goats and charcoal.
• Auditors are bribed.

Accountability

• Mismanagement of public resources is covered up by bribes by public officers.

Noteworthy positives

Procedures for PRM

• The procedures for public resource management are clear and known to the majority of the community.

Implementation

• Government has put in place guidelines for the implementation of public programmes.

Democracy

Fig. 58: Democracy in Napak

The above listed quantitative scores stem from key informant interviews, focus group discussions and surveys in Napak district. Triangulated with the qualitative assessment, the following conclusion is drawn:

- There was a positive answer of respondents who believe that **"power belongs to the people"** (**3.82**). However, respondents raised the issue that those who are designated to run for electoral positions require colossal sums of money to do so. The commercialisation of politics was criticised.

- According to the respondents in Napak, citizens also do very well in **participation in the political process** (**3.82**) but their intentions are inhibited by shrinking spaces for civic participation.

- There is **pluralism** in Napak district but it faces restrictions (**3.24**). The respondents' perception was that local citizens understand multi-party dispensation as an essential prerequisite for democracy but they noted some restrictions in its execution. Similarly, regarding the restrictions to pluralism, **parties operate generally freely but with restrictions** (**3.15**). The restrictions were mostly felt during the electoral period.

- Political actors only sometimes accept and **respect the rules of democracy** (**3.22**). Respondents noted that some actors who are defeated accept defeat without complaint but there were also reports of electoral fraud, manipulation and disregard of the rules guiding free and fair elections.

- **Separation of powers** is fairly well established in Napak (**3.55**). However, some respondents raised issues and stated that separation of powers is not always clear at the community level. There were complaints that officials do not entirely understand their roles, which undermines separation of powers.
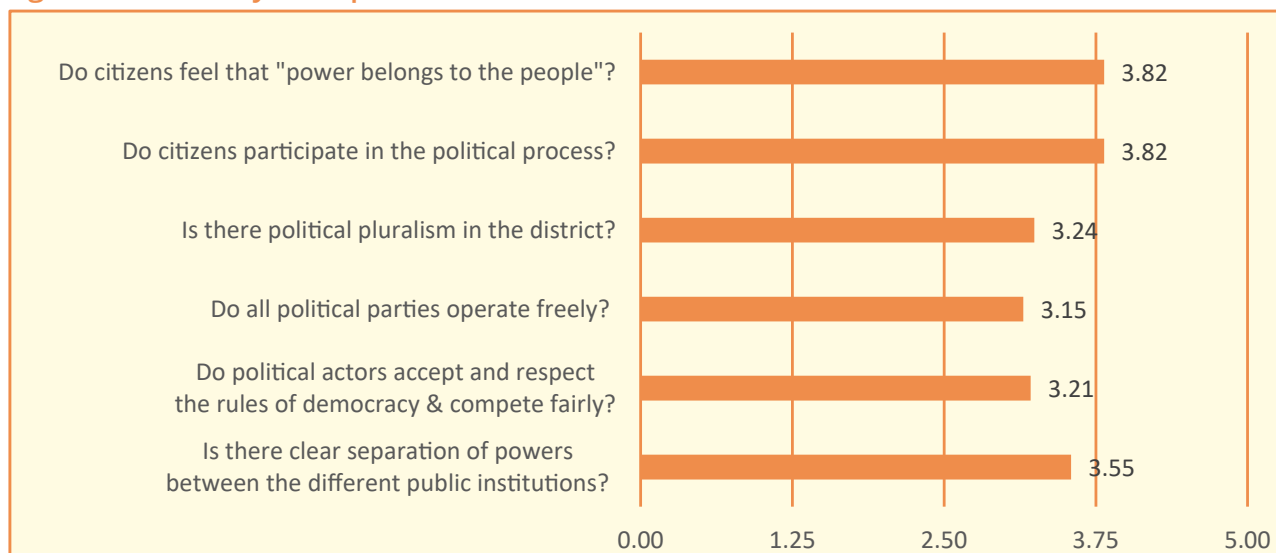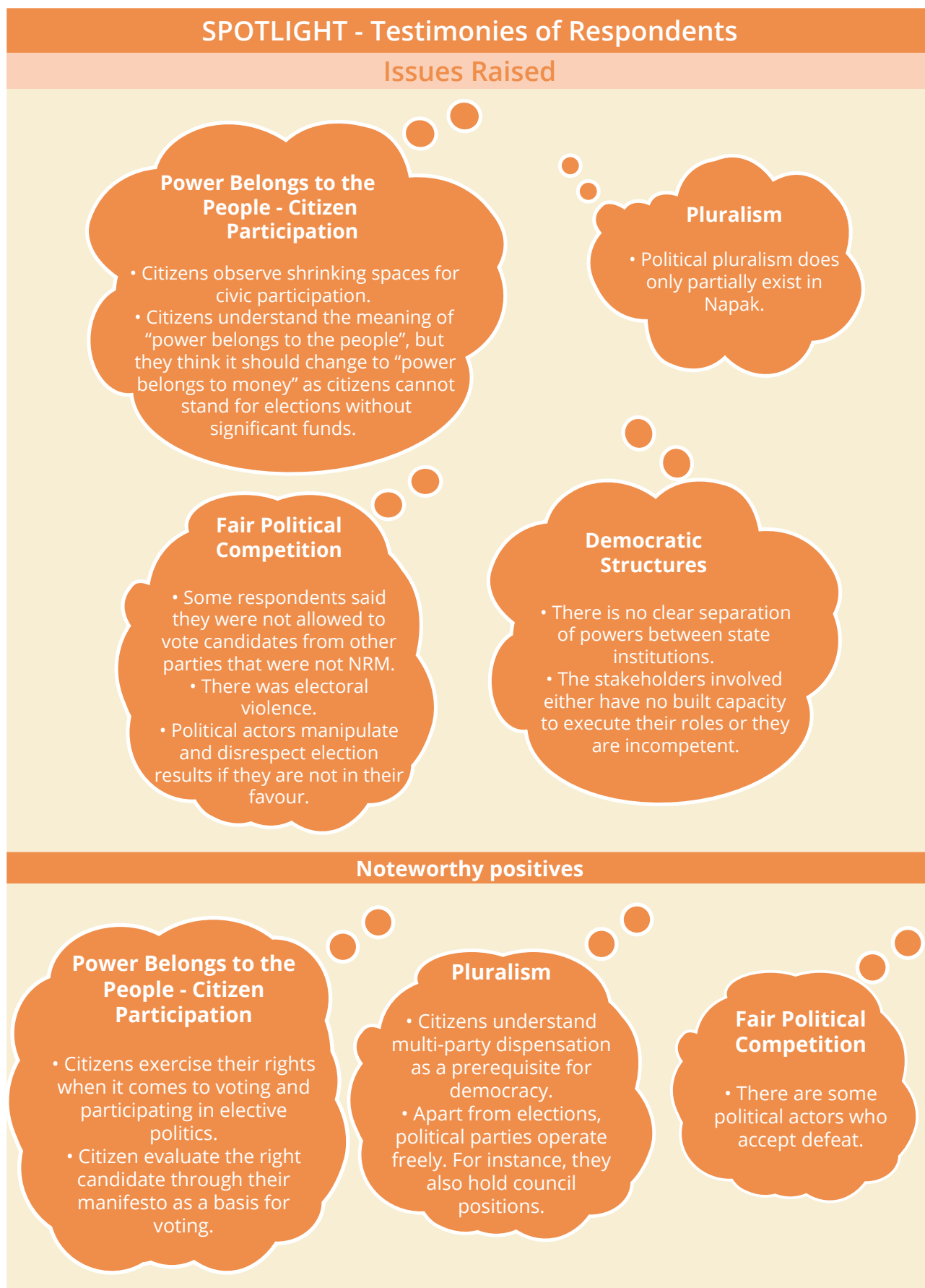
The following shows a selection of qualitative responses on issues relating to democracy in Napak district.

Table 43: Answers on Democracy in Napak

SPOTLIGHT - Testimonies of Respondents

Issues Raised

Power Belongs to the People - Citizen Participation

• Citizens observe shrinking spaces for civic participation.
• Citizens understand the meaning of "power belongs to the people", but they think it should change to "power belongs to money" as citizens cannot stand for elections without significant funds.

Pluralism

• Political pluralism does only partially exist in Napak.

Fair Political Competition

• Some respondents said they were not allowed to vote candidates from other parties that were not NRM.
• There was electoral violence.
• Political actors manipulate and disrespect election results if they are not in their favour.

Democratic Structures

• There is no clear separation of powers between state institutions.
• The stakeholders involved either have no built capacity to execute their roles or they are incompetent.

Noteworthy positives

Power Belongs to the People - Citizen Participation

• Citizens exercise their rights when it comes to voting and participating in elective politics.
• Citizen evaluate the right candidate through their manifesto as a basis for voting.

Pluralism

• Citizens understand multi-party dispensation as a prerequisite for democracy.
• Apart from elections, political parties operate freely. For instance, they also hold council positions.

Fair Political Competition

• There are some political actors who accept defeat.

Rule
of Law

Fig.59: Rule of Law in Napak

The above listed quantitative scores stem from key informant interviews, focus group discussions and surveys in Napak district. Triangulated with the qualitative assessment, the following conclusion is drawn:

- In Napak, citizens enjoy significant freedoms as they are able to **assemble and associate** (**4.21**) and they can **freely and openly express their thoughts and practise their religion** (**4.21**).

- Generally, **state institutions** in Napak are mostly **neutral and operate within the law** (**3.7**). In addition, the actions of state actors are mostly viewed as **guided by laws** (**3.97**). However, a fair number of respondents lamented over lack of neutrality and complained about actions by the state actors that were conducted outside the law.

- **Citizens** in Napak **respect the law** (**3.73**). If violations of the law occur, **citizens are held accountable** (**4.21**).

- In Napak district, citizens are however not generally treated **equally before the law** (**3.24**). There have been serious accusations of better treatment of wealthier citizens with serious implications for those of lesser socioeconomic status. Since there is no magistrate's court in Napak district, justice is inaccessible and cases have been tried before police, local government, IGG and DISO. These are not neutral and oftentimes they promote the views of the ruling party.

- To a big extent, laws are **revised following laid down legal-formal procedures** (**3.58**), though many respondents were not aware of these procedures.
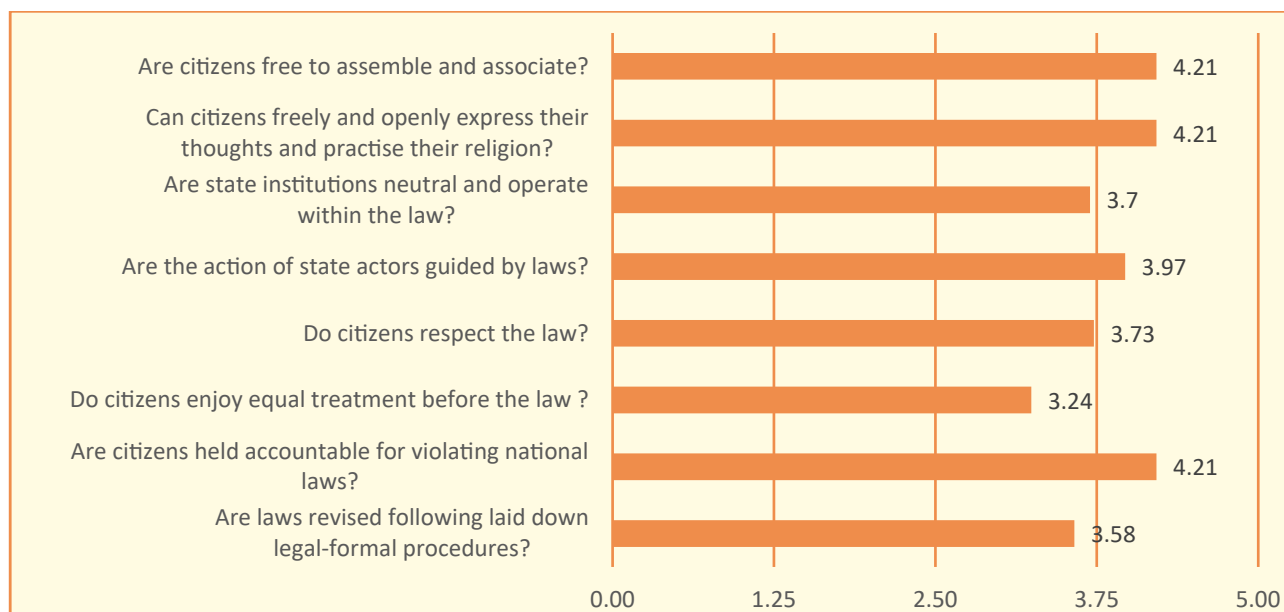
The following shows a selection of qualitative responses on issues relating to rule of law in Napak district.

Table 44: Answers on Rule of Law in Napak

SPOTLIGHT - Testimonies of Respondents

Issues Raised

Discrimination and Equality before the Law

• There is discrimination based on financial status:
• Money has dominated the law; you can get anything with money.
• In Matany hospital, patients without money are left unattended to. This has resulted in deaths.
• Those in positions of power and wealth receive better treatment before the law.
• Since there is no magistrate court in Napak district, justice is inaccessible and cases have been tried before police, local government, IGG and DISO. These are not neutral and oftentimes promote the views of the ruling party.

Breaches of the Law

• There is corruption; perpetrators are let free by the courts of law as long as they bribe the lawyers/judges.
• Actions of state actors - particularly security forces - are not always guided by the law.

Development of the Law

• Citizens are unaware of the procedures of legal revision.

Noteworthy positives

Freedoms that are Upheld by the Law

• Citizens freely express their thoughts.
• There is freedom of worship.
• There is freedom to associate, e.g. development associations and savings groups have been formed.

Breaches of Law

• Most citizens respect the law.
Citizens breaking the law are held accountable.

Human
Rights

Fig. 60: Human Rights in Napak
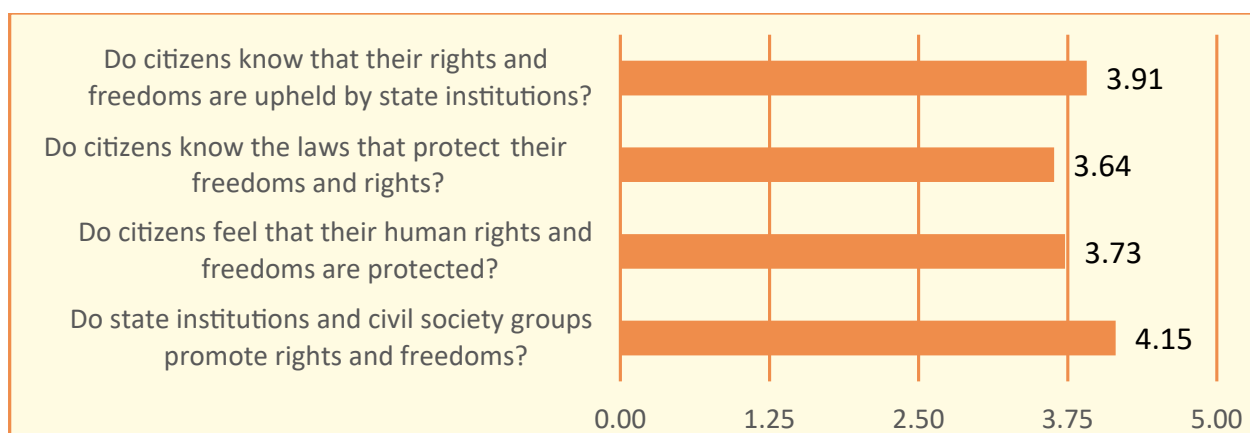
The above listed quantitative scores stem from key informant interviews, focus group discussions and surveys in Napak district. Triangulated with the qualitative assessment, the following conclusion is drawn:

- In general, citizens in Napak are well aware that their **rights and freedoms are upheld by state institutions** (**3.91**) but not all citizens know **the laws that protect these rights and freedoms** (**3.64**). Respondents indicated that mainly the elite are aware of the concrete laws that protect rights and freedoms. Even if citizens do not know the concrete laws, they are well aware of the responsible institutions and bodies that

enforce them. Overall, citizens in Napak feel that their **rights are protected** well (**3.73**).

- There has been a noticeably positive trend in **state institutions and civil society groups promoting rights and freedoms** (**4.15**). However, there have been reports of intimidation of CSOs that enforce and uphold citizens' rights.

A focus group discussion facilitated by Lucy Akello in Lotome Sub-county, Napak district.

The following shows a selection of qualitative responses on issues relating to human rights in Napak district.

Table 45: Answers on Human Rights in Napak

SPOTLIGHT - Testimonies of Respondents

Issues Raised

Awareness
• Only the elite are aware of the protection of rights and freedoms.

Protection
• CSOs advocating for good governance and accountability are intimidated by state institutions.

Noteworthy positives

Awareness
• Citizens are partially aware of the laws that protect their rights and freedoms.
• Citizens are aware of institutions and bodies that are to enforce rights and freedoms like NGOs, FIDA, Police, and the UPDF.

Protection
• Security personnel protect laws and rights.
• Local authorities have issued ordinances to promote people's rights.

Promotion
• State institutions and civil society groups promote human rights and freedoms. This is done, for instance, by Police, churches, Human Rights Commission, Sub-county and Community Development Offices (CDO).

Citizen Participation

Fig. 61: Citizen Participation in Napak

The above listed quantitative scores stem from key informant interviews, focus group discussions and surveys in Napak district. Triangulated with the qualitative assessment, the following conclusion is drawn:
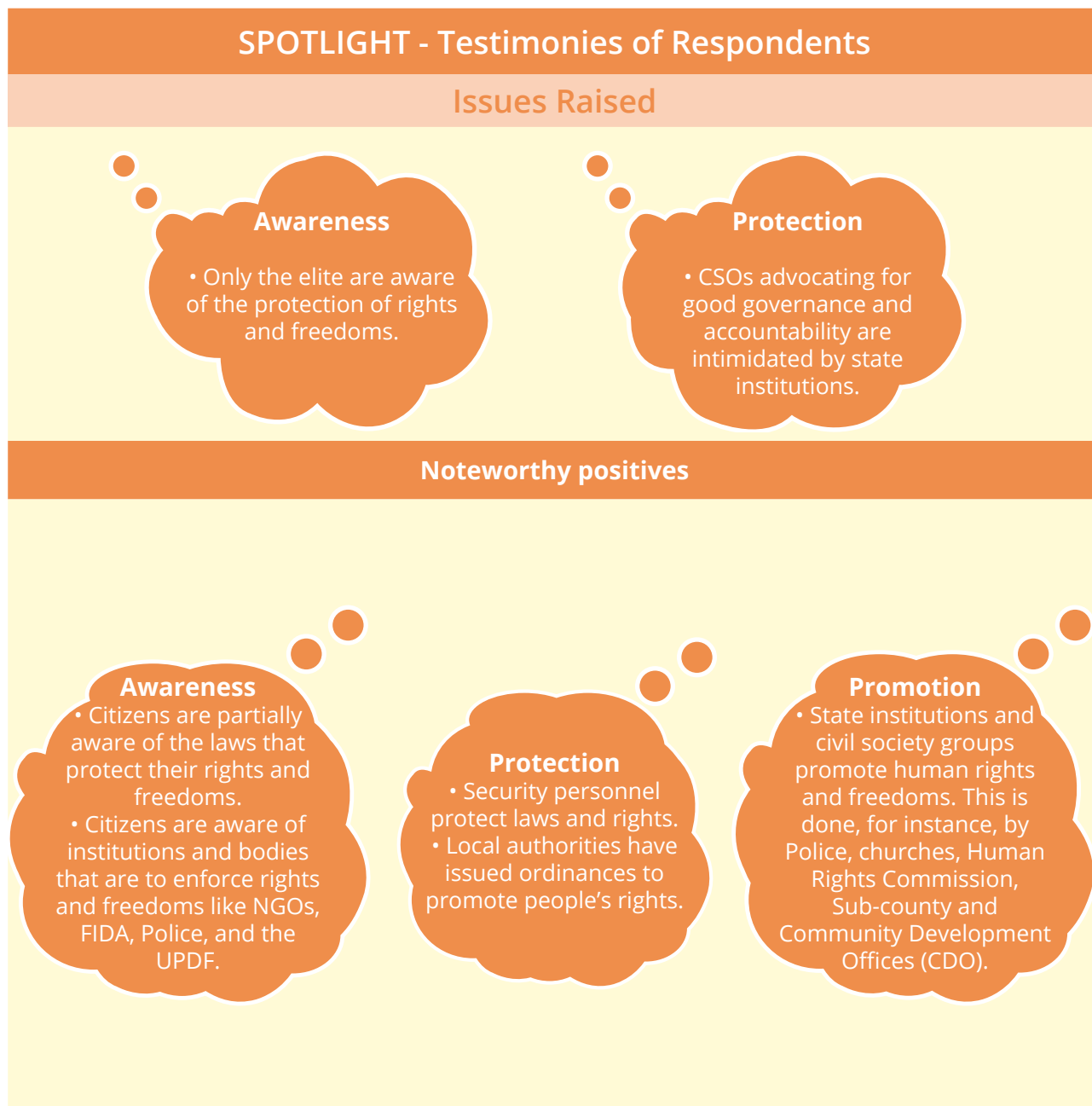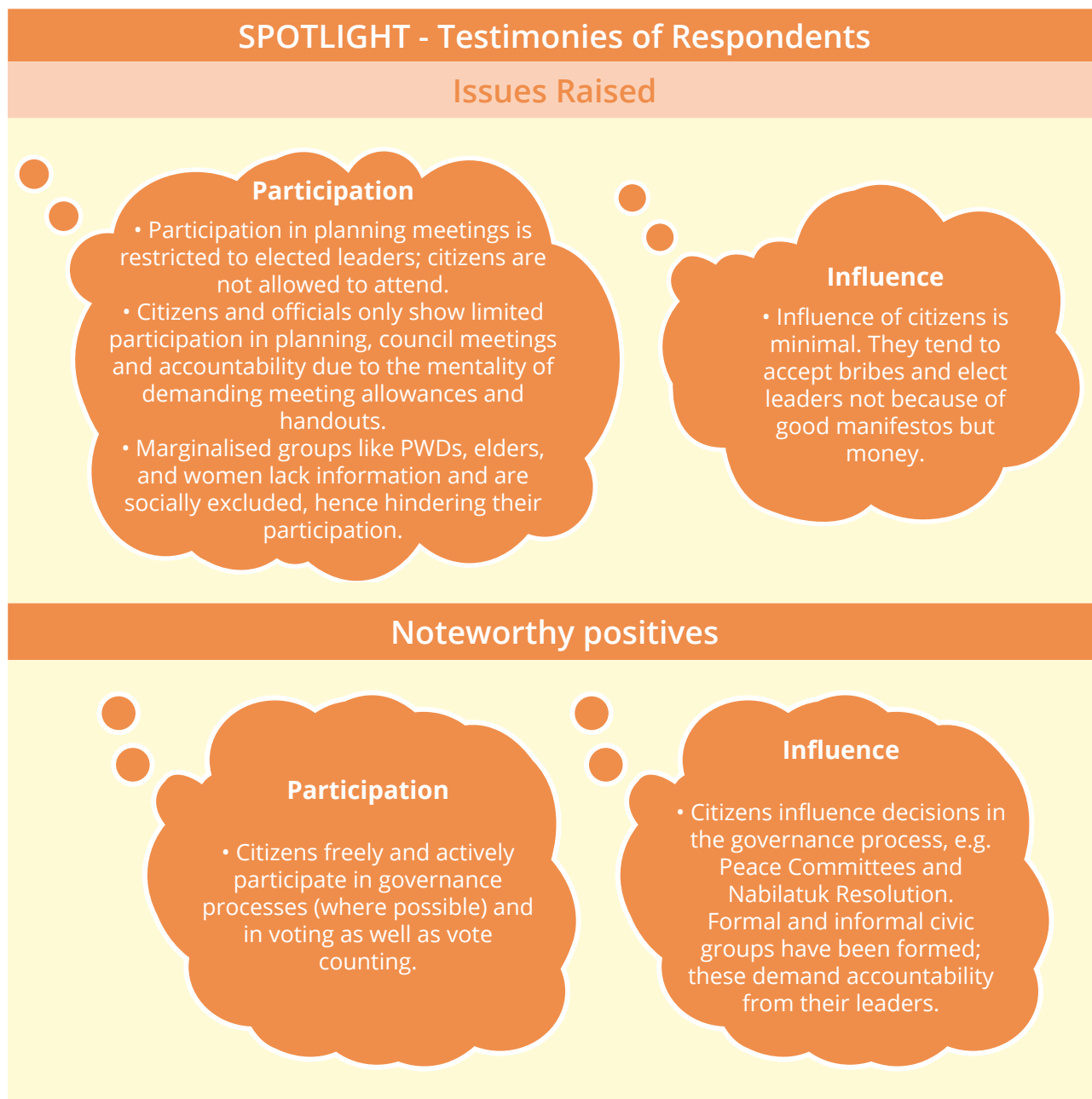
- Citizens in Napak are aware that **they should participate in the governance process** (**3.45**) but free and **active participation** is not widespread (**3.0**). Citizens are sometimes barred from attending meetings. In other cases, respondents complained about the mentality that many citizens and duty bearers only attend meetings when handouts are given. On a positive note, citizen participation is common during elections.

- Some citizens nevertheless ensure that **political leaders are accountable** (**3.42**).

- Citizens only rarely **influence decisions in the governance process** in Napak (**3.06**). There was mention of some processes in which citizens influence decisions but the examples were few.
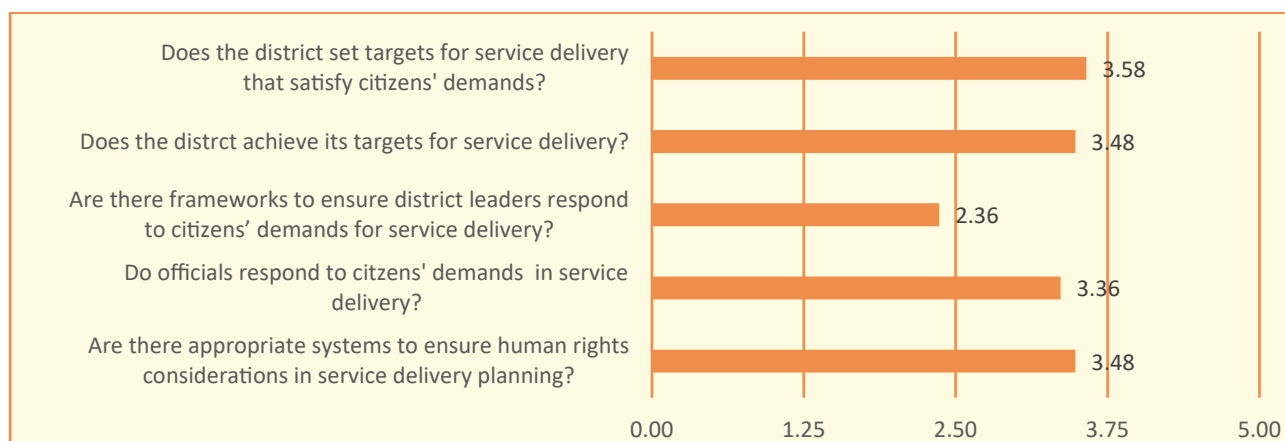
The following shows a selection of qualitative responses on issues relating to citizen participation in Napak district.

Table 46: Answers on Citizen Participation in Napak

SPOTLIGHT - Testimonies of Respondents

Issues Raised

Participation

• Participation in planning meetings is restricted to elected leaders; citizens are not allowed to attend.
• Citizens and officials only show limited participation in planning, council meetings and accountability due to the mentality of demanding meeting allowances and handouts.
• Marginalised groups like PWDs, elders, and women lack information and are socially excluded, hence hindering their participation.

Influence

• Influence of citizens is minimal. They tend to accept bribes and elect leaders not because of good manifestos but money.

Noteworthy positives

Participation

• Citizens freely and actively participate in governance processes (where possible) and in voting as well as vote counting.

Influence

• Citizens influence decisions in the governance process, e.g. Peace Committees and Nabilatuk Resolution.
Formal and informal civic groups have been formed; these demand accountability from their leaders.

RESPONSIVE
SERVICE DELIVERY

Fig. 62: Responsive Service Delivery in Napak

The above listed quantitative scores stem from key informant interviews, focus group discussions and surveys in Napak district. Triangulated with the qualitative assessment, the following conclusion is drawn:

- Respondents in Napak underscored the fact that there are **frameworks** in place for service delivery but they have so far failed **to ensure that district leaders respond to citizens' demands** in service delivery (**2.36**).

- In Napak, the district **sets good targets for service delivery that satisfy citizens demands** daily (**3.58**). Nevertheless, it was noted that some targets do not correspond to citizens' demands. The respondents noted that the District's Technical Planning Committee (TPC), and sub-county and parish chiefs are responsible for target setting. The district however only **meets these targets** to a negligible extent (**3.48**) and officials only **respond** fairly **to citizens'**

demands (**3.36**). Respondents complained that services only serve citizens' demands after protracted periods of time and that services are concentrated in urban areas. In addition, there is widespread dissatisfaction with the quality and availability of the services provided to the citizenry.

- To a negligible extent, there are systems to ensure **human rights considerations in service delivery planning** (**3.48**). The responses to this question differed; while some areas seem to have such systems in place, they are absent in others.

The following shows a selection of qualitative responses on issues relating to responsive service delivery in Napak district.

Table 47: Answers on Responsive Service Delivery in Napak

SPOTLIGHT - Testimonies of Respondents
Issues Raised

Target Setting
• The district has no formalities in place that oblige it to respond to citizens' demands.
• Targets that have been set usually do not reflect citizens' demands.

Services Delivered
• Delivery of services is delayed.
• There are regular conflicts over the services and there is dissatisfaction with the quality and availability.
• Services do not meet citizens' demands.
• Services are focused on urban areas, thus excluding rural areas.
• Vulnerable groups fail to access education.

Noteworthy positives

Target Setting
• Policies are in place to ensure that the district responds to citizens' demands.
• Targets are set by sub-county and parish chiefs.
• District sectoral committees exist to monitor and plan for services in the district.

Services delivered
• Services that are delivered are based on budgets, plans and targets that had previously been set.
Cases of quick service delivery have been positively noted by the communities, e.g. communities complained about the inaccessibility of the road to Locholi, which the district consequently worked on.

Gender
Inclusion
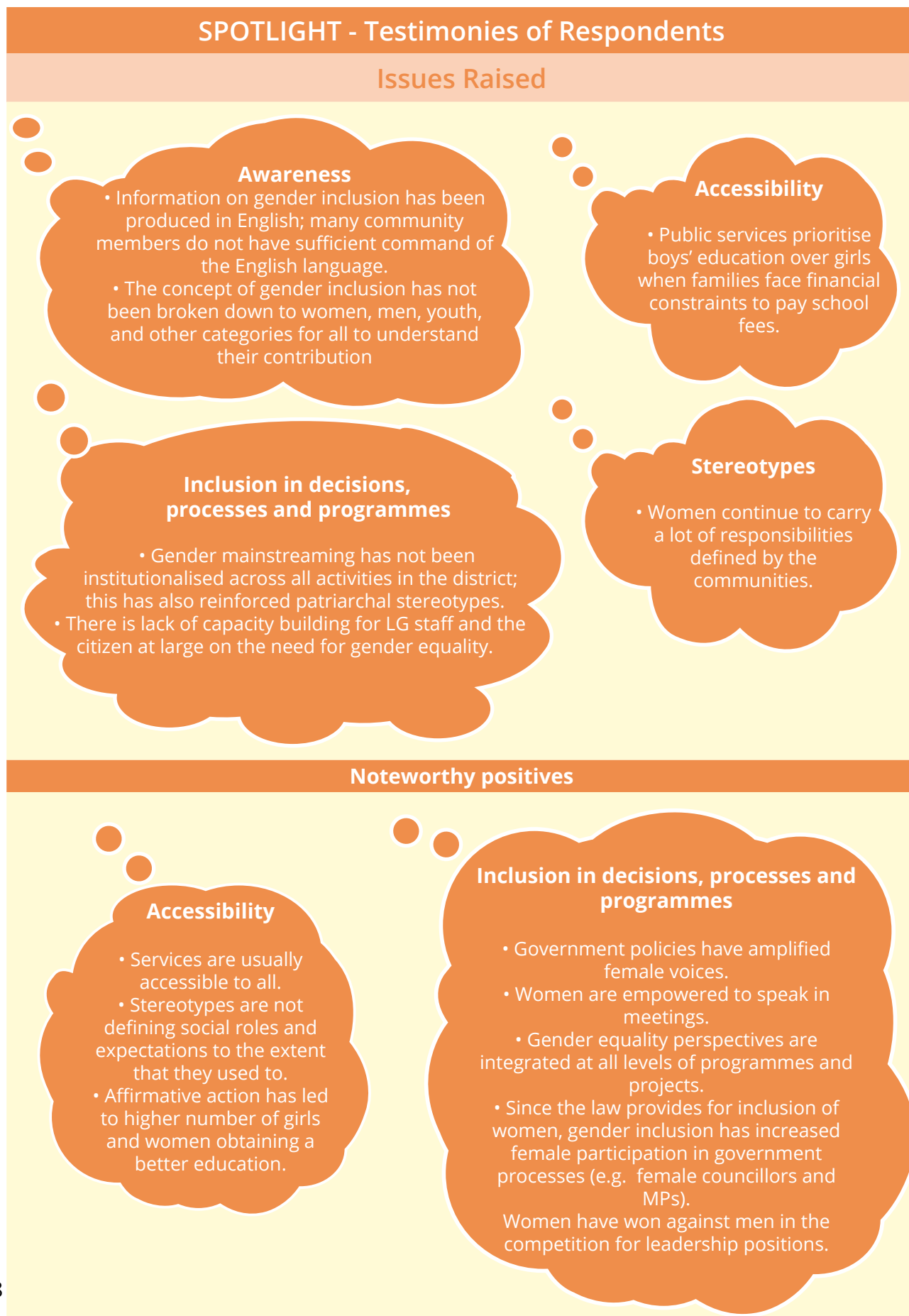
Fig. 63: Gender Inclusion in Napak
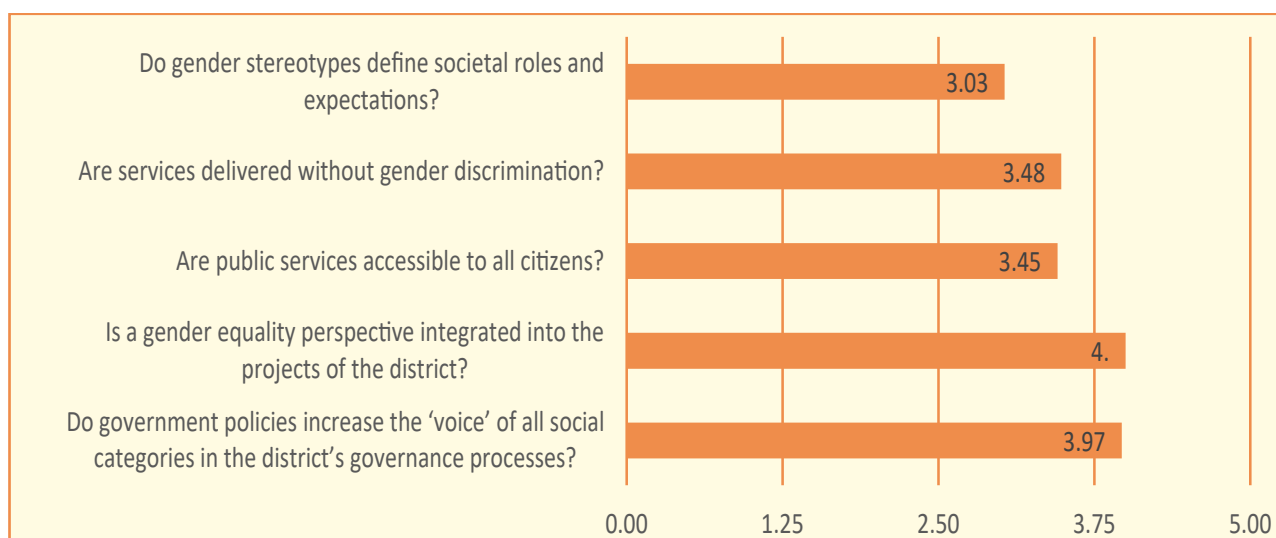
The above listed quantitative scores stem from key informant interviews, focus group discussions and surveys in Napak district. Triangulated with the qualitative assessment, the following conclusion is drawn:

- To some extent, gender **stereotypes continue to define societal roles and expectations** in Napak (**3.03**). Women still face some limitations and continue to carry responsibilities that the communities have defined for them.

- In Napak district, **services** are mostly **delivered without gender discrimination** (**3.48**) and **available to all** citizens (**3.45**). However, in some cases, there has been a noticeable preference for boys over girls.

- Overall, there is a **gender equality perspective integrated into** most **projects** of the district (**4.0**). Mainstreaming the gender perspective is not present throughout all projects. There are also gaps in the provision of appropriate content for gender inclusion so some categories are not yet able to access information about gender equality.

- In general, government policies have succeeded in **increasing the voice of all social groups** in Napak's governance process (**3.97**).

The following shows a selection of qualitative responses on issues relating to gender inclusion in Napak district.
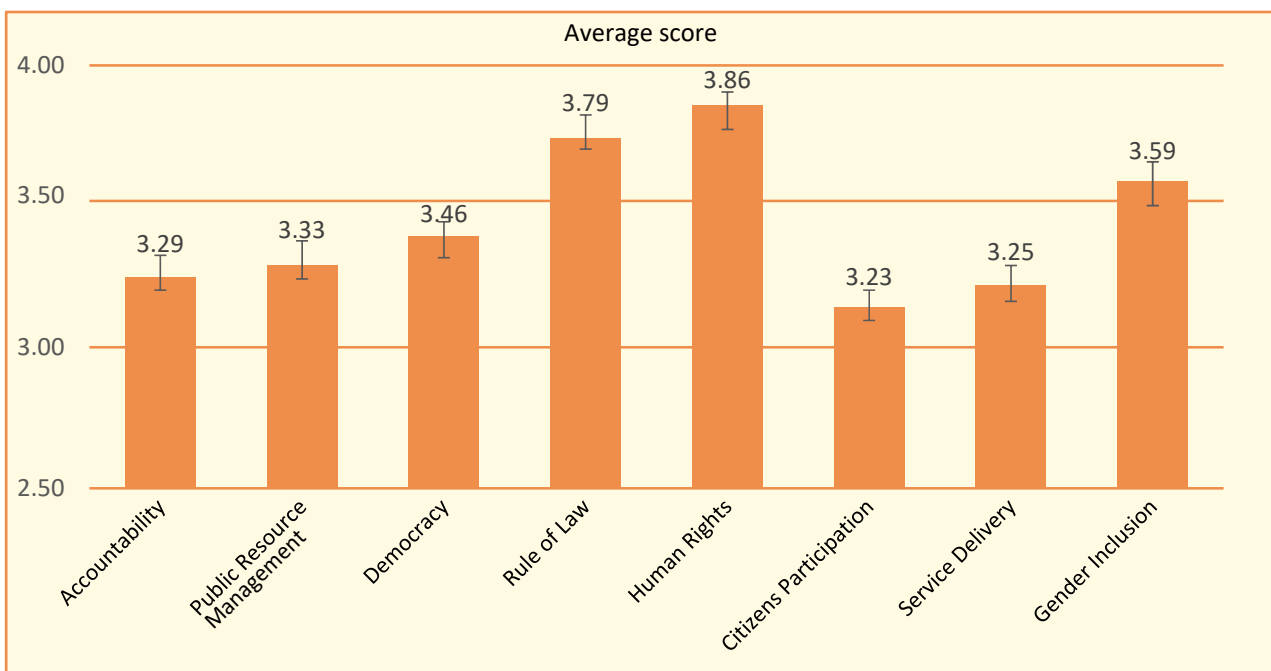
Table 48: Answers on Gender Inclusion in Napak

SPOTLIGHT - Testimonies of Respondents

Issues Raised

Awareness
• Information on gender inclusion has been produced in English; many community members do not have sufficient command of the English language.
• The concept of gender inclusion has not been broken down to women, men, youth, and other categories for all to understand their contribution

Accessibility
• Public services prioritise boys' education over girls when families face financial constraints to pay school fees.

Inclusion in decisions, processes and programmes
• Gender mainstreaming has not been institutionalised across all activities in the district; this has also reinforced patriarchal stereotypes.
• There is lack of capacity building for LG staff and the citizen at large on the need for gender equality.

Stereotypes
• Women continue to carry a lot of responsibilities defined by the communities.

Noteworthy positives

Accessibility
• Services are usually accessible to all.
• Stereotypes are not defining social roles and expectations to the extent that they used to.
• Affirmative action has led to higher number of girls and women obtaining a better education.

Inclusion in decisions, processes and programmes
• Government policies have amplified female voices.
• Women are empowered to speak in meetings.
• Gender equality perspectives are integrated at all levels of programmes and projects.
• Since the law provides for inclusion of women, gender inclusion has increased female participation in government processes (e.g. female councillors and MPs).
Women have won against men in the competition for leadership positions.

Summary of
Napak District

The following figure lists the average scores of Napak district for each dimension that was measured.

Figure 64: Average scores for each indicator in Napak.

Average score

Accountability	3.29
Public Resource Management	3.33
Democracy	3.46
Rule of Law	3.79
Human Rights	3.86
Citizens Participation	3.23
Service Delivery	3.25
Gender Inclusion	3.59

Recommendations

In the course of the assessment, several issues and challenges emerged from various categories of respondents. These issues and challenges have the potential of constraining the prospects for good governance and responsive service delivery in the districts. They, therefore, must be addressed to embed good governance at the local level. This section offers workable recommendations on the eight indicators.

Based on the findings and conclusions, the following recommendations can be drawn:

● Accountability

- Government should put in place a transparent framework for the implementation of programmes and projects which is in a user-friendly form and is accessible to the citizens.

- Government should have an independent audit - besides the annual reports released by the Auditor General - of all programmes and projects being implemented in the districts for purposes of producing value-for-money audits which can then be followed up by the responsible authorities.

- Districts should promote transparent planning and budgeting and build capacities for budget analysis by Councilors and policy analysis and social impact assessment among the technical personnel.

- Districts should ensure the availability of information and statistics necessary to monitor the realisation of programmes and projects.

- The government should crack the whip on corrupt district leaders.

- Technical personnel, led by CAOs, should embrace information and communication technology (ICT) to improve transparency and accountability, which are seen as pillars of social transformation and economic development.

● Public Resource Management

- Given that some local citizens are not aware of the procedures of resource management, they should be sensitised by reputable organisations to acquire the necessary knowledge and skills to follow up on how district leaders are using public resources meant for service delivery.

- Any district leader (political and technical) found abusing his or her office by mismanaging public resources should be punished accordingly.

● Democracy

- Citizens who do not know their rights and freedoms should be educated on these rights and freedoms if they are to know that "power belongs to the people" and to prevent some state operatives from mistreating them, e.g. during electoral cycles.

- Any citizen who breaks the rules governing democratic practices should be punished in accordance with existing laws.

● Rule of Law

- For human rights to be protected, a person who claims that their rights have been violated should be able to obtain redress from the person or persons responsible for the violation from institutions such as the Courts of Judicature, Uganda Human Rights Commission (UHRC), Inspector General of Government (IGG), Tribunals, and Local Council Courts (LCCs).

- Any state official who abuses their official powers and ends up mistreating any citizen, should be brought to book.

● Human Rights

- Government should intensify its monitoring of abuses of human rights and fundamental freedoms by some security personnel as well as act on the findings immediately.

- The Judiciary should ensure that victims of human rights abuse obtain redress within the shortest time possible in accordance with the law so prescribed.

- The GoU and CSOs should continuously educate and sensitise the public about human rights issues.

- Parliament should exercise its oversight role by focusing on human rights issues. For example, it could establish Committees with human rights-based mandates, overseeing compliance by government with international human rights obligations, and on-spot monitoring visits.

- The police and other security operatives should desist from carrying out wrongful arrests and detentions of citizens who have not been subjected to the due process of the law. Any person to be arrested should be duly informed of the reason or reasons for the arrest in a language he or she can understand, and his or her next of kin should be informed of the arrest as soon as practically possible.

- Citizens should not be detained for more than 48 hours without being charged in a Court of Law and in accordance with the 1995 Constitutional provisions.[1]

- Government should ensure that citizens whose rights have been violated have access to mechanisms of redress through the justice, law and order (JLO) institutions.

- Districts should ensure that non-state actors (e.g. private and non-governmental) comply with human rights standards in all their activities.

● Citizen Participation

- Districts must ensure that they go beyond perfunctory consultations in policies, programmes and projects so that local citizens can actually be involved in agenda setting to hold government and other actors accountable.

- Districts should be cognisant of the fact that it is inadequate simply to "invite" local citizens to participate in agendas that have been set from "above". They must ensure that local citizens are actually part and parcel of the agenda-setting process. Indeed, councilors should consult the electorate before holding their council meetings and provide feedback to their constituents after the meetings.

- Citizens need to be informed of their centrality in influencing decisions through participation in the governance of the districts.

● Responsive Service Delivery

- There is a need for strong supervision of all government facilities such as health centres to improve on the quality of services they offer.

- The GoU should ensure that health facilities have the right number of personnel to implement health policies.

- The GoU and other non-state actors should see how to involve or integrate local citizens in service delivery.

- Local leaders should frequently supervise the health centres and their facilities. They should produce reports that can be acted upon by the Central Government and LGs.

- Officers responsible for poor service delivery should be made to account for their actions and/or inactions.

- The procurement process in government needs to be streamlined to ensure that it is speedy and free from unethical practices.

- Local leaders must become more serious in ensuring that they monitor and evaluate service delivery in their respective jurisdictions. Any anomaly must be promptly brought to the attention of the responsible authorities.

- District officials should focus on their role of delivering services to local citizens. They should understand that they, as technocrats, are crucial in putting systems and mechanisms in place for purposes of delivering services to the citizenry.

● Gender Inclusion

- There is a need to engender development so that gender gaps and discriminations are dealt with.

- Women should be part of policy making, lobbying, and deliberating on governance issues from an informed position.

- There is urgent need to ensure that there is a clear path for women to obtain elective positions.;

- There is a need to overcome the many barriers, especially at the Lower Local Government (LLG) levels, to the delivery of services to local citizens, especially the marginalised.

- Central Government and LGs should devise means and ways of increasing the number of women occupying top leadership positions in the districts, e.g. as Chairpersons of LCVs.

- Civil society groups that deal with women in governance should also enhance their role in emancipating women so that they can acquire the skills, competences and courage to struggle to join the leadership terrain.

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