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

### **Nwoya District Council Score-Card Report FY 2013/2014**

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#### **OVERVIEW OF NWOYA DISTRICT DURING FY2013/14**

#### **BACKGROUND AND RATIONALE**

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

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

Nwoya District Local Government is managed by both political and technical leadership who work in tandem to deliver services to the electorate. The political wing is headed by Chairman Hon. Patrick Okello Oryema who works with the Speaker, Hon. Innocent Komakech, and the District Councilors. Mr. Moses Bukonya Seguya manages the technical wing of the District Council which works to implement the decisions taken by Nwoya District Council.

Nwoya District is home to a population of 55,500 people which is growing at an annual rate of 3 per cent. The district population is predominantly young as those below the age of 18 years make up 48 per cent of the total district population. The main economic activity in Nwoya District is agriculture (predominantly at subsistence level) which employs about 95 per cent of the population. Crop production, livestock rearing, bee keeping and poultry are the key agricultural activities of the sector which is supported under the production department and funded by the National Agriculture Advisory services (NAADS), the Peace Recovery Development Plan (PRDP) and the Production and Marketing Grant.

Nwoya District has enjoyed relative peace for eight years now and now presents a conducive environment for investment. Recently, crude oil deposits were discovered in Purongo Sub-county and commercial exploration has commenced. The district has also proposed to develop a modern landing site at Alero Sub-county on the shores of the River Nile that will further boost economy growth through increased local revenue.

Nwoya District had 44 government-aided primary schools, 3 private primary schools and 23 community primary schools with the enrolment rate at 25,763 pupils for FY2013/14. Despite the sector being one of

the most heavily-funded sectors of the district budget (39.1 per cent), key education indicators demonstrated a great discrepancy between the national targets and district's achievements. For example the Pupil Teacher Ratio for FY2013/14 was at 92:1 and the Pupil to Classroom Ratio at 70:1 despite the national standard for both being set at 53:1. Such discrepancies explain the poor performance exhibited in most of the government aided primary schools in the district.



**Figure 1:** Children in a makeshift classroom at Labworomor P7 School, Alero Sub County (Credit: ACODE Digital Library)

In Nwoya district, access to clean water is 62 per cent, with functionality of the water sources at 77 per cent. Household pit latrine coverage stands at 71 per cent across the district. Although these figures paint an impressive picture, findings revealed that most of the safe water sources were concentrated in the urban centers and former internally displaced persons (IDP) camp sites. Residents in rural areas had challenges accessing safe water; sometimes trekking more than 1km only to access water from unprotected sources.

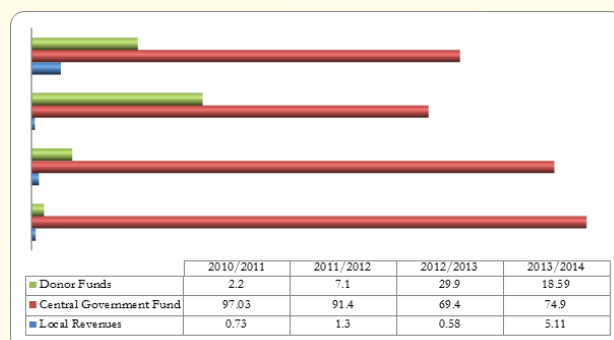


**Figure 2:** A woman washes clothes at a water source in Onyomtil, Anaka Town Council (Credit: ACODE Digital Library)

## FACTORS AFFECTING SERVICE DELIVERY IN NWOYA DISTRICT

- a) **Budgetary Constraints:** Nwoya District relies on central government for the majority of its funds. By the end of quarter three, Nwoya District Local Government received UGX12,053,529,000 against an approved budget of UGX 30,498,520,000. For FY 2013/14, central government funding accounted for 75 per cent of the Local Government District budget whilst local revenue contributed 5 per cent and donor funds accounted for 19 per cent of the total budget. Central government transfers are mainly in form of conditional grants - as such there is little or no room for re-allocation of funds to other service delivery priorities.

**Figure 3:** Nwoya District's revenue performance over the years (FY2010/11-2013/14)



Source: Nwoya District Budget FY 2013/2014

- b) **Limited Support Supervision:** Due to human resource gaps, support supervision of service delivery points was limited and resulted in shoddy and delayed work by contractors, staff absenteeism, staff reporting late and staff leaving their stations early.
- c) **Lack of Civic Ownership of the Development Process:** The citizenry demonstrated disinterest and a lack of ownership during FGDs regarding their role in demanding for and monitoring effective services. Researchers noted a distinct "don't care" attitude from citizens towards their role in ensuring effective services such as the maintenance of the available water sources.
- d) **Challenges related to Population and Development:** According to the UBOS 2002 population projection, the total population estimate of Nwoya district was approximately 55,500 people. However, taking into account the resettlement process, the actual population may be way beyond the estimated figure. This discrepancy posed a challenge in the planning and budgeting process of the District Local

Government, putting a burden on the limited resources.

- e) **Poor Documentation and Record Keeping by Councilors:** Many councilors could not deduce evidence to back their claims of undertaking monitoring activities and holding meetings with their electorate. This affected their performance in parameters of contact with electorates and monitoring service delivery and resulted in zero marks being awarded where evidence was not availed.

## SCORE-CARD PERFORMANCE

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

As the political head of the district, the district chairperson is also assessed on their political leadership as well as the initiation of and participation in development projects in their electoral area. The speaker is assessed primarily as a councilor with an additional scoring requirement of presiding over and the preservation of order in council. The district council, the highest organ in the district, is assessed against planning and budgeting requirements and in providing accountability to citizens.

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

		2013/14	68	100	
		% change			
Parameter	Indicator	Score	Max Score	Explanatory Remarks	
LEGISLATIVE ROLE	Rules of Procedure	2	2	Standard Rules of Procedure were adopted and the District Council passed the Food Security Ordinance after holding a public hearing in all the sub-counties. Council held a capacity building seminar on legislation funded by Save the Children and had study tours in Hoima and Kabarole.	
	Membership to ULGA	2	2		
	Committees of Council	3	3		
	Motions passed	0	3		
	Ordinances	0	3		
	Conflict Resolution	1	1		
	Public Hearings	2	2		
	Legislative resources	2	4		
	Petitions	2	2		
	Capacity building	3	3		
	<b>Sub total</b>	<b>17</b>	<b>25</b>		
ACCOUNTABILITY TO CITIZENS	Fiscal Accountability	3	4	There was evidence of revenue sharing between the district with sub-counties retaining 65% whilst the district remained with 35% however there was no evidence of council debating and taking action on PAC reports.	
	Political Accountability	7	8		
	Administrative Accountability	3	8		
	Involvement of CSO	2	2		
	Principles of accountability	1	3		
	<b>Sub total</b>	<b>16</b>	<b>25</b>		
PLANNING & BUDGETING	Plans, Vision and Mission	5	5	The draft budget was laid on table on 14 March 2014. Local revenue increased from 1.6% to 2% in FY 2013/2014.	
	District Budget	4	4		
	Local Revenue	9	11		
	<b>Sub total</b>	<b>18</b>	<b>20</b>		
MONITORING SERVICE DELIVERY ON NPPAS	Education	3	5	Committees carried out substantial monitoring and prepared reports that were presented before council. However, in most cases follow up action on service delivery facilities, especially in FAL and environmental service points, was not completed.	
	Health	3	5		
	Water and sanitation	3	4		
	Roads	3	4		
	Agriculture	3	4		
	FAL	0	4		
	ENR	2	4		
	<b>Sub total</b>	<b>17</b>	<b>30</b>		

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

Patrick Okello Oryema				
2013/14                      70                      100				
% change				
Parameter	Indicators	Score	Max Score	Explanatory Remarks
<b>POLITICAL LEADERSHIP</b>	DEC	3	3	The Chairman chaired at least 8 DEC meetings and delegated twice to the Vice Chairperson. The Chairman engaged MoLG on creation of three new sub-counties following a council resolution. He held a land conflict mediation meeting in Lugitang Village.
	Monitoring admin	4	5	
	State of affairs	1	2	
	Oversight civil servants	2	4	
	Commissions/Boards	2	2	
	Central gov't	4	4	
	<b>Sub Total</b>	<b>16</b>	<b>20</b>	
<b>LEGISLATIVE ROLE</b>	Council	2	2	The Chairman attended at least 4 council meetings and DEC presented a motion on Food Security Ordinance however, no bill was presented.
	Motions Executive	4	6	
	Bills by Executive	0	7	
	<b>Sub Total</b>	<b>6</b>	<b>15</b>	
<b>CONTACT WITH ELECTORATE</b>	Meetings Electorate	5	5	The Chairman possessed a program for meetings with electorate and resolutions were posted on public notice boards across all the sub-counties, constituting feedback to the electorate.
	Issues by electorate	5	5	
	<b>Sub Total</b>	<b>10</b>	<b>10</b>	
<b>PROJECTS</b>	Projects Initiated	3	3	The Chairman initiated the Purongo Cultural Centre and Amatheon projects. He wrote a concept note to ZOA on Gender Based Violence Prevention Project and contributed money to Corom SACCOS.
	Communal Projects	2	2	
	NGOs	5	3	
	<b>Sub Total</b>	<b>10</b>	<b>10</b>	
<b>MONITORING SERVICE DELIVERY ON NATIONAL PRIORITY PROGRAMME AREAS</b>	Agriculture	5	7	The Chairman carried out monitoring and submitted reports to council. Some of the follow-up actions the Chairman took include ordering the arrest of a NAADS coordinator of Purongo on allegation of embezzlement, setting up the annual head teachers' meeting with district leadership to address performance and the decision to impound, with the help of police, charcoal sacks at Koch Goma Sub-county.
	Health	5	7	
	Schools	5	7	
	Roads	5	7	
	Water Sources	5	7	
	FAL	0	5	
	Environment	3	5	
	<b>Sub Total</b>	<b>28</b>	<b>45</b>	

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

Innocent F. Komakech				
Nwoya				
FDC				
Anaka				
Male				
1				
2013/14                      65                      100				
% change				
Parameter	Indicator	Score	Max Score	Explanatory Remarks
<b>Legislative Function</b>	Chairing council	2	3	The Speaker chaired 5 meetings however there was no evidence of delegation of the deputy speaker as the position was vacant. Evidence demonstrated that he frequently referred to the rules of procedure for guidance.
	Rules of procedure	9	9	
	Business Committee	3	3	
	Records book	2	2	
	Record of motions	3	3	
	Special skills	0	5	
<b>Sub Total</b>	<b>19</b>	<b>25</b>		
<b>Contact with Electorate</b>	Meetings Electorate	9	11	Records of community meetings held were available and the Speaker had an office-shop in the Town Council.
	coordinating center	9	9	
	<b>Sub Total</b>	<b>18</b>	<b>20</b>	
<b>LLG</b>	Participation in LLG	4	10	Records availed showed that the Speaker attended only one sub-county meeting however he shared information frequently with the sub county.
<b>Monitoring NPPAs</b>	Health	2	7	The Speaker carried out substantial monitoring in service delivery facilities mainly in the education, agriculture, environment, water and roads. However, his monitoring role was found wanting in health and FAL.
	Education	7	7	
	Agriculture	7	7	
	Water	3	7	
	Roads	3	7	
	FAL	0	5	
	Environment	2	5	
	<b>Sub total</b>	<b>24</b>	<b>45</b>	

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

Identifiers	Sub-county		Gender	Terms	Score	Legislative role					Contact with electorate			LLGs	Monitoring NPPA									
	Political Party	Sub-county				Plenary	Committee	Motion	Special skill	Sub total	Meeting electorate	Office	Subtotal		Health	Education	Agriculture	Water	Roads	FAL	ENR	Sub Total		
						8	8	8	5	4	25	11	9	20	10	7	7	7	7	7	7	5	5	45
						8	8	8	0	0	16	9	9	18	4	3	7	7	7	7	5	1	0	25
Tito Okello	NRM	Youth	M	1	63	8	8	8	0	0	16	9	9	18	4	3	7	7	7	7	5	1	0	25
Geoffrey M Ojok	FDC	Anak	M	1	56	5	8	0	0	13	5	7	12	6	7	7	7	7	7	7	1	1	1	25
Fred Ocitti Lugacha	DP	Alero	M	1	51	8	8	0	1	17	9	4	13	4	5	5	3	1	1	1	1	1	1	17
Frederick Okecha	FDC	Purongo	M	1	51	8	8	0	0	16	2	4	6	4	7	7	1	7	1	1	1	1	1	25
Grace Akidi	FDC	Purongo	F	1	50	8	8	0	0	16	9	4	13	4	3	1	3	7	1	1	1	1	1	17
Joyce Alanyo	NRM	PWD	F	1	45	8	0	5	0	13	9	6	15	4	3	3	3	1	1	1	1	0	2	13
Charles Odongo Akena	NRM	PWD	M	1	42	8	8	0	0	16	5	0	5	0	3	7	7	1	1	1	1	1	1	21
Tom Ocitti Onyema	Ind	Koch Goma	M	1	39	8	8	0	0	16	7	0	7	0	1	1	7	1	1	1	1	0	5	16
Getrude Odora Adong	FDC	Anaka T.C	F	2	37	8	8	0	0	16	0	0	0	0	6	5	1	5	1	1	1	1	1	15
Milly Lamaro Otim	DP	Alero	F	1	32	5	5	0	0	10	0	9	9	0	3	1	3	1	1	1	3	1	1	13
Mercy Doreen Aloyo	FDC	Anaka	F	1	28	1	5	0	0	6	5	6	11	0	1	3	1	1	5	0	0	0	0	11
Susan Akello	NRM	Youth	F	1	20	1	8	0	0	9	0	0	0	6	1	1	1	1	1	1	1	1	0	5
Patrick Ojok	NRM	Male Youth	M	1	11	4	0	0	0	4	0	0	0	0	1	1	1	1	1	1	1	1	1	7
<b>Average Score</b>					<b>40</b>	<b>6</b>	<b>6</b>	<b>0</b>	<b>0</b>	<b>13</b>	<b>5</b>	<b>4</b>	<b>8</b>	<b>3</b>	<b>3</b>	<b>3</b>	<b>4</b>	<b>2</b>	<b>1</b>	<b>1</b>	<b>1</b>	<b>1</b>	<b>1</b>	<b>16</b>

**NB:** Councilors marked with \* were assessed using secondary information because they could not avail themselves for interviews with the research team. The councillor (Hon. Rose Alaka) with no scores passed on just before the assessment.

## **POLICY RECOMMENDATIONS FOR IMPROVED SERVICE DELIVERY**

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

1. The Central Government consider increasing the budgetary allocation for Nwoya Local Government to meet service delivery priorities.
2. Nwoya District Council should devise measures to increase its revenue base and local revenue performance by developing a robust local revenue generation and enhancement plan.
3. Nwoya District Council should actively engage citizens in appreciating their roles in service delivery. For instance, Council can initiate a citizens' day for service delivery in which citizens will be required to voluntarily clean service delivery units like health center compounds, village roads and water points.
4. Nwoya District Council should pass a resolution that makes it mandatory for the technical staff to provide council with reports of completed supervision and technical back-stopping.
5. Nwoya District Council should institutionalize the practice of the production of monitoring reports by the elected leaders.
6. Nwoya District Council should include more capacity building initiatives for council members and elected leaders on report writing, record keeping and minute taking.

The full report on these findings can be accessed on ACODE's online information center at:  
<http://www.acode-u.org/>

### **About the Authors**

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