



L-R: Ms. Rose Gamwera, Secretary General ULGA; Mr. Ben Kumumanya, PS. MoLG and Dr. Arthur Bainomugisha, Executive Director ACODE in a group photo with award winners at the launch of the 8th Local Government Councils Scorecard Report FY 2018/19 at Hotel Africana in Kampala on 10th March 2020

1.0 Introduction

This brief was developed from the scorecard report titled, “The Local Government Councils Scorecard FY 2018/19. The Next Big Steps: Consolidating Gains of Decentralisation and Repositioning the Local Government Sector in Uganda.” The brief provides key highlights of the performance of district elected leaders and council of Apac District Local Government during FY 2018/19.

1.1 Brief about Apac District

Apac is part of former Lango District which existed at Independence in 1962. Under the 1974 provincial Administration, Lango was divided into West Lango and East Lango, which became Apac and Lira Districts respectively. Apac lies North of Lake Kyoga and borders Masindi District in the West, Lira in the East, Gulu in the North and Nakasongola in the South. By 2020, Apac’s population was projected to be at 226,600; 112,400 males and 114,200 females (UBOS, 2018). A well distributed feeder-road network links most parts of the districts. The district is linked by a tarmac road

to Masindi, Gulu and Lira districts. There is also a railway line crossing Lira District to Gulu District. In the South, there is a water transport linking Apac to Nakasongola and Soroti District and not to forget the Ferry transport at the famous Masindi Port linking Apac to Masindi and Kiryandongo Districts. With the introduction of the LED concept Apac District Local Government could identify their niche and exploit the untapped tourism opportunities in the district to improve household incomes for the people; Lake Kyoga, Lake Bisina and Lake Kwanja all have tourism potential.

1.2 The Local Government Councils Scorecard Initiative (LGCSCI)

The main building blocks in LGCSCI are the principles and core responsibilities of Local Governments as set out in Chapter 11 of the Constitution of the Republic of Uganda, the Local Governments Act (CAP 243) under Section 10 (c), (d) and (e). The scorecard comprises of five parameters based on the core responsibilities of the local government Councils, District Chairpersons, Speakers and Individual Councillors. These

are classified into five categories: Financial management and oversight; Political functions and representation; Legislation and related functions; Development planning and constituency servicing and Monitoring service delivery. The parameters are broken down into quantitative and qualitative indicators. Separate scorecards are produced for the District Chairperson, Speaker, Individual Councillors, and Council as a whole.

The major rationale of the LGCSCI is to induce elected political leaders and representative organs to deliver on their electoral promises, improve public service delivery, ensure accountability and promote good governance through periodic assessments.

1.3 Methodology

The FY 2018/19 LGCSCI assessment used face-to-face structured interviews, civic engagement meetings, documents' review, key informant interviews, field visits and photography to collect the relevant data. The assessment was conducted between November and December 2019. A total of 21 elected leaders (19 District Councillors, Chairperson and Speaker) and Council were assessed.

2.0 Results of the Assessment

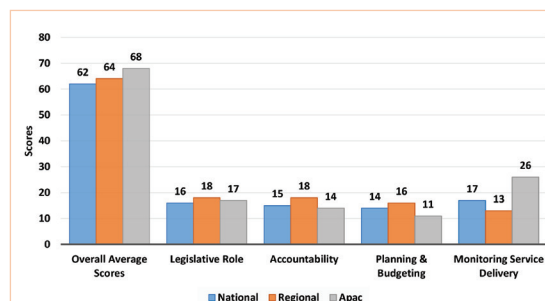
This section highlights the performance of Council, Chairperson, Speaker and Councillors of Apac District Local Government during the FY 2018/19.

2.1 Performance of Apac District Council

During the FY2018/19 Apac District Council was composed of 21 members (12 males and 9 females) including the District Chairperson and Speaker of Council. The district Council was ranked 12th out of the 35 district councils assessed at the national level. At the regional level, Apac was ranked 3rd out of the 6 district councils assessed in Northern Uganda. Apac District Council scored 68 out of a possible 100 points, an improvement from the 40 points in the 2016/2017 assessment. The Council's best performance was under the parameter of legislation in which it obtained 17 out of 25 points. This was facilitated by council's passing of lawful motions and ordinances as compared to the previous assessment. Council's performance under the parameter of planning and budgeting was hindered by the decrease

in the percentage contribution of local revenue to the annual budget while in monitoring, the performance was hindered by the fact that there was no sufficient evidence of monitoring reports and actions taken to address the existing service delivery gaps. Details of the Apac District Council Performance are presented in Figure 1 and Table 1.

Figure 1: Performance of the District Council on Key Parameters Relative to National and Regional Average Performances



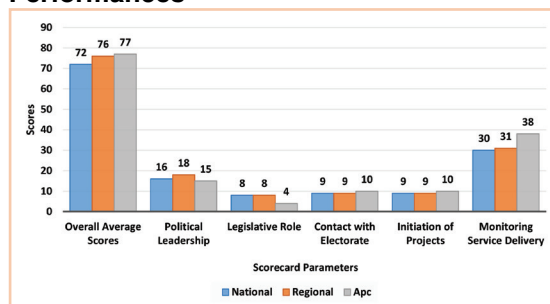
Source: Local Government Councils Scorecard Assessment FY 2018/19

2.2 Performance of the District Chairperson

Hon. Bob Okae was the Chairperson of Apac District in the year under review. He subscribes to the Uganda People's Congress (UPC) party. Chairman Okae was serving his second term in office having first been elected in 2011. The Chairman was assessed based on 5 parameters of; i) political leadership, ii) legislation, iii) contact with electorates, iv) initiation and participation in development projects, and v) monitoring services. He scored an overall 77 points from a possible 100, a huge improvement from the 48 points he scored in the previous assessment. This score ranked Chairman Okae in the 10th position out of the 33 district chairpersons assessed and 4th out of the Chairpersons assessed from Northern Uganda. Chairman Okae's overall performance was enhanced by his high scores under the parameter of contact with electorate and initiation of projects in which he obtained maximum points. Chairman also exhibited excellent performance in the parameter of monitoring service delivery scoring 38 out of a possible 45 points. However, Chairman Okae's overall performance was limited by low scores under the parameter on legislation which is attributed to failure on his part to attend the required number of meetings of council; he did not meet the threshold of up to 4 times. His performance was also limited by failure on the

part of the executive to table bills in council. A summary of the Chairman's performance is presented in Figure 2 and Table 2.

Figure 2: Performance of the District Chairperson on Key Parameters Relative to National and Regional Average Performances

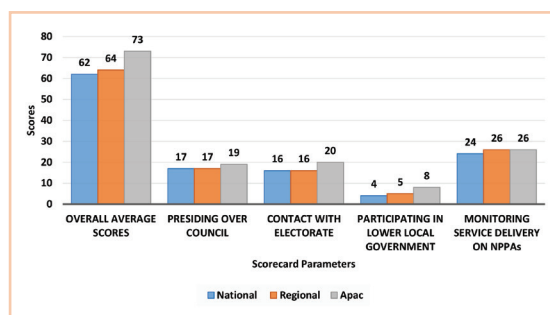


Source: Local Government Councils Scorecard Assessment FY 2018/19

2.3 Performance of the Speaker of Council

The Speaker of Council was Hon. Peter Obong Acuda who also represents the people of Akokoro Sub County in Apac District Council. He is a member of the UPC party and was serving his first term in office. Hon. Obong scored an overall 73 out of a possible 100 points, a score that ranked him 7th out of the 35 Speakers of Councils assessed. At a regional level, Hon. Acuda emerged 2nd among the Speakers of Councils in the 6 districts assessed from Northern Uganda. With the overall average score of 61 points for all the Speakers assessed in the 35 districts, Speaker Obong's performance was good. The Speaker achieved maximum scores under the parameter of contact with electorate and this was attributed to the frequent community

Figure 3: Speaker of Council's Performance on Key Parameters Relative to National and Regional Average Performances



Source: Local Government Councils Scorecard Assessment FY 2018/19

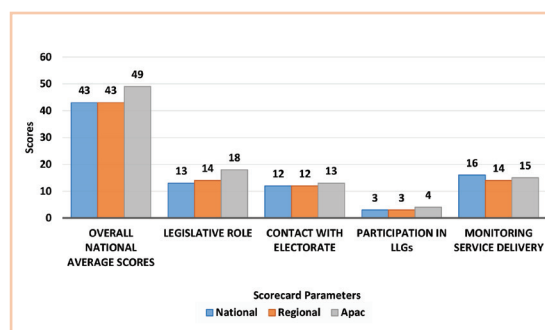
meetings he organized with the citizens; the Speaker also had a coordinating center in his constituency which enabled regular engagement with his electorate.

Speaker's performance in the parameter of presiding over meetings of council was undermined by the fact that he did not provide evidence of having delegated to his deputy in writing to preside over at least one council meeting and he also did not provide sufficient evidence of a written paper to guide council and committees on special or technical issues. Details of the Speaker's performance are presented in Figure 3 and Table 3.

2.4 Performance of Apac District Councillors

A total of 19 councillors of Apac District Council were assessed. The councillors scored an average of 49 out of a possible 100 points, an improvement from the average 43 points they scored in the previous assessment. The Deputy Speaker of Council Hon. Susan Achola Engola who also represents the women of Chegere Sub-county in the Council emerged as the best councillor with a score of 73 out of 100 points. The councillors' best performance was under their legislative role. This was facilitated by the fact that more councillors (12) had moved motions compared to the previous assessment; also more councillors had debated in council both at plenary and committee. The low performance by the councillors was largely attributed to failure by majority of the councillors to meet the thresholds particularly under participation at the lower local government level. Evidence showed that (9) nine councillors had not met the threshold of attending at least 4 meetings

Figure 4: Performance of the District Councillors on Key Parameters Relative to National and Regional Average Performances



Source: Local Government Councils Scorecard Assessment FY 2018/19

of council of the lower local governments. Figure 4 shows a summary of the councillors' average scores by parameter while Table 4 provides a breakdown of the same for each individual councillor.

3.0

Critical Factors Affecting Performance

3.1 Factors Enabling Performance

- **Training and induction:** Prior to the assessment, ACODE had undertaken capacity building for key organs of council. This enhanced the performance of the councillors.
- **Improved Documentation:** There was improved documentation especially by the District Chairperson, Speaker of Council and some few councillors – a number of councillors had documents to support their claims of performance especially in monitoring and meeting with the electorate.

3.2 Factors Hindering Performance

- **Lack of facilitation for monitoring:** Councillors reported difficulty in undertaking monitoring service delivery because they lacked facilitation to do so. This explains the low scores in the parameter of monitoring because many councillors had not met the threshold under the parameter of monitoring.
- **Conflicting schedules of council meetings:** Failure by many councillors to attend Sub-county meetings was blamed on the failure of Sub-county leaders to invite the district councillors for meetings as well as conflicting schedules of meetings at both council levels.
- **Poor documentation and record keeping:** While some few councillors improved on documentation and record keeping, the challenge of record keeping among members of council persisted. During the face to face interview, most councillors admitted not to have any documentation to support their claims of the work done in the financial year under review. Some councillors presented to the assessment team monitoring reports

that were prepared and printed as the assessment was on going and in most cases they were not signed.

- **Untimely production of council minutes:** It was very difficult for the assessment team to access the minutes of the District Executive Committee meetings, Council and different Standing Committee meetings. This challenge can either be attributed to lack of a substantive Clerk to Council or lack of supervision of the Clerk to Council by the Speaker of Council.

4.0

Recommendations

- Facilitate councillors to perform their monitoring role – Apac District Council should emulate best practices from councils such as Lira District Council who provide fuel every month to each individual councillor to enable them perform their monitoring function. On their part each councillor is required to submit a monitoring report to the Office of the Clerk to council as part of the accountability.
- During the drafting of the District Capacity Building Plan, the Principle Human Resource Officer should ensure a plan to continuously train councillors on their roles and duties.
- The Office of the Speaker of Council should liaise with the various Sub-county heads to develop a schedule of council meetings to avoid conflicting schedules.
- Council should invest in enhancing the local revenue so that councillors can be facilitated to undertake monitoring especially at committee level, and follow up on recommendations from committee monitoring.
- Councillors should improve on their record keeping by making use of tailor made councillors' diaries provided by ACODE and its partners. Also the Speaker of Council should strengthen supervision of the Clerk to Council to ensure that minutes of councils are produced in a timely manner and council records are kept well.

Table 1: Performance of Apac District Council FY 2018/19

Performance			Legislation										Accountability						Planning and Budgeting				Monitoring Service Delivery								
District		2018/19	Rules of Procedure	Membership to ULGA	Committees of Council	Motions passed by the Council	Ordinances	Conflict Resolution Initiatives	Public Hearings	Legislative Resources	Petitions	Capacity Building	Sub Total	Fiscal Accountability	Political Accountability	Administrative Accountability	Involvement of CSO	Principles of accountability	Sub Total	Plans, Vision and Mission	District Budget	Local Revenue	Sub Total	Education	Health	Water	Roads	Agriculture	FAL	ENR	Sub Total
	2016/17	100	2	2	3	3	3	1	2	4	2	3	25	4	8	8	2	3	25	5	4	11	20	5	5	4	4	4	4	4	30
	Apac	40	2	0	2	2	3	1	0	3	1	3	17	4	5	3	2	0	14	5	4	2	11	3	5	4	4	4	2	4	26
Average	51	62	2	1	2	2	2	1	1	3	1	2	16	3	5	5	2	0	15	5	4	5	14	3	3	2	2	2	1	2	17

Table 2: Performance of Apac District Chairperson FY 2018/19

Identifiers				Perfor mance		Political Leadership							Legislative Role				Contact with Electorate		Initiation of Projects				Monitoring Service Delivery									
Name	Gender	District	Political Party	Terms	2016/17	2018/19	DEC	Monitoring Admin	State Of Affairs	Oversight Civil Servants	Commissions/ Boards	Central Gov't	Sub Total	Council	Motions Executive	Bills by Executive	Sub Total	Meetings Electorate	Issues By Electorate	Sub Total	Projects Initiated	Communal Projects	NGOs	Sub Total	Agriculture	Health	Schools	Roads	Water Sources	FAL	Environment	Sub Total
					100	100	3	5	2	4	2	4	20	2	8	5	15	5	5	10	3	2	5	10	7	7	7	7	7	5	5	45
	Bob Okae	M	Apac	UPC	2	48	77	3	4	2	0	4	15	0	4	0	4	4	5	5	10	3	2	5	10	7	5	5	4	7	5	38
	Average Score				62	72	2	4	2	3	2	3	16	2	5	2	9	4	4	8	3	1	5	9	5	5	5	5	4	2	3	29

Table 3: Performance of the Speaker of Council, Apac District FY 2018/19

Identifiers					Performance			Presiding over Council						Contact Electorate		LLG	Monitoring Service Delivery										
Name	Political Party	Constituency	District	Gender	Terms Served	2016/17	2018/19	% Change	Chairing Council	Rules of Procedure	Business Committee	Records Book	Record of Motions	Special Skills	Sub Total	Meetings Electorate	Coordinating Centre	Sub Total	Participation in LLG	Health	Education	Agriculture+	Water	Roads	FAL	Environment	Subtotal
						100	100		3	9	3	2	3	5	25	11	9	20		10	7	7	7	7	7	5	5
Peter Obong Acuda	UPC	Akokoro	Apac	M	1		73		2	9	3	2	3	0	19	11	9	20	8	7	5	5	4	1	0	4	26
Average					2	57	62	18	3	7	2	2	2	0	17	8	8	16	4	5	4	3	4	4	1	3	24

Table 4: Performance of Apac District Councillors FY 2018/19

Identifiers			Performance		Legislation				Contact Electorate		LLG	Monitoring Service Delivery												
Name	Political	Constituency	Gender	Terms Served	2016/17	2018/2019	% Change	Plenary	Committee	Motion	Special Skills	Sub Total	Meeting Electorate	Office	Sub Total	Sub County Meetings	Health	Education	Agriculture	Water	Roads	FAL	ENR	Sub Total
Maximum Scores					100	100		8	8	5	4	25	11	9	20	10	7	7	7	7	7	5	5	45
Susan Achola Engola	UPC	Chegere	F	1	68	73	7	8	8	5	0	21	7	9	16	10	4	5	5	5	1	1	5	26
Odongo Asanti	UPC	Ibuje	M			73		8	8	5	0	21	10	9	19	10	7	7	3	3	0	0	23	
Tony Jasper Odongo	UPC	Apac S/C	M	2	89	70	-21	8	8	5	0	21	8	9	17	2	1	1	7	7	7	2	5	30
David Odora	NRM	Chegere	M	1	38	67	76	8	8	2	0	18	8	6	14	10	5	5	5	1	0	4	25	
Opor De Apac	UPC	Older Persons	M	1		63		8	8	0	1	17	8	9	17	0	1	5	5	5	5	4	4	29
Andrew Awany	UPC	Atik Div	M	1		60		8	8	2	0	18	11	9	20	4	0	5	1	0	7	1	4	18

Identifiers				Performance		Legislation				Contact Electorate		LLG	Monitoring Service Delivery											
Name	Political	Constituency	Gender	Terms Served	2016/17	2018/2019	% Change	Plenary	Committee	Motion	Special Skills	Sub Total	Meeting Electorate	Office	Sub Total	Sub County Meetings	Health	Education	Agriculture	Water	Roads	FAL	ENR	Sub Total
Maximum Scores				100	100			8	8	5	4	25	11	9	20	10	7	7	7	7	7	5	5	45
Monica Amono	UPC	Apac S/C	F	1		59		8	8	5	0	21	1	9	10	10	5	5	1	1	5	0	1	18
Susan Aromorac	UPC	Akokoro	F	1		53		8	8	0	0	16	7	2	9	10	5	5	1	1	5	0	1	18
Dorcus Otim Angwec	UPC	Arocha& Atik	F	3		53		8	8	5	0	21	8	9	17	6	1	3	1	3	0	0	1	9
Florence Acuma	IND	Youth	F	2	23	52	126	8	8	2	0	18	7	9	16	6	0	5	1	0	5	0	1	12
Geoffrey Otim Malakwang	UPC	Arocha Div	M	1		47		8	8	5	1	22	1	5	6	2	5	5	1	0	1	0	5	17
Caroline Adong Jobal	UPC	Ibuje	F	3		47		8	8	0	0	16	7	9	16	0	5	4	5	0	1	0	0	15
Veronica Opimo	UPC	Akere & Agulu Div	F	1		43		1	8	0	0	9	11	5	16	0	1	1	1	5	5	1	4	18
Christopher Agum	IND	Youth	M	1	37	33	-11	8	8	2	0	18	10	2	12	0	0	0	1	0	1	0	1	3
Sarah Alem Acheng**	NRM	PWD	F		21	32	52	3	8	5	0	16	0	9	9	0	7	0	0	0	0	0	0	7
Fred Odur Ojok	UPC	Akere Div	M	1		31		8	8	2	0	18	0	2	2	0	0	1	0	5	5	0	0	11
Gilbert Egwel Opyene	NRM	Agulu Div	M	3	40	26	-35	8	8	5	0	21	0	5	5	0	0	0	0	0	0	0	0	0
Nelson Abili**	NRM	PWD	M		26	26	0	8	8	0	0	16	0	9	9	0	0	1	0	0	0	0	0	1
Margaret Ewany	IND	Older persons	F	1	44	19	-57	1	8	0	0	9	4	5	9	0	0	0	0	0	0	0	1	1
Average					43	49	15	7	8	3	0	18	6	7	13	4	2	3	2	2	3	0	2	15

**Councillors assessed using secondary data

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About ACODE: The Advocates Coalition for Development and Environment (ACODE) is an independent public policy research and advocacy Think Tank based in Uganda, working in the East and Southern Africa sub-regions on a wide range of public policy issues. Our core business is policy research and analysis, outreach and capacity building. Since its founding 19 years ago, ACODE has emerged as one of the leading regional public policy think tanks in Sub-Saharan Africa. For the last 8 consecutive years, ACODE has been recognized among the Top-100 Think Tanks worldwide by the University of Pennsylvania's annual Global-Go-To Think Tank Index Reports.

About LGCSCI: The Local Government Councils Scorecard Initiative (LGCSCI) is a policy research and capacity building initiative implemented by ACODE and ULGA. The initiative is a strategic social accountability initiative that enables citizens to demand excellence of their local governments and enables local governments to respond effectively and efficiently to those demands with the aim of improving service delivery.

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