



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 is developed from the main 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 report highlights the performance of elected leaders and Council of Moroto District Local Government.

### 1.1 About the District

Moroto District is located in north eastern Uganda. It neighbours Napak district from west, south of Kaabong, north of Nakapiripirit and east of Kotido. Moroto district has 6 Sub Counties (including the divisions in the Urban Councils), and 2 counties of; Moroto Municipality and Matheniko. The District has 26

parishes and 169 villages (Moroto District Local Government, 2011). It has a total population of 104,539 people. In terms of gender, 51.4% are male and 48.6% female. The population growth rate for Moroto District was 2.52%.

### 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 Chairperson, Speaker, individual Councillors, and the District 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 2018/19 LGCSCI assessment was conducted over a period of four months, from July to September 2019. The scorecard used both qualitative and quantitative tools to collect data. These included: face-to-face structured interviews, civic engagement meetings, documents' review, key informant interviews, field visits and photography as well as secondary data especially where councilors were unavailable to be assessed directly by the research team. A total of 19 elected leaders (17 Councillors, District Chairperson and Speaker) and Council were assessed. Out of the elected leaders assessed, 9 were female and 10 were male (including the District Chairperson and Speaker).

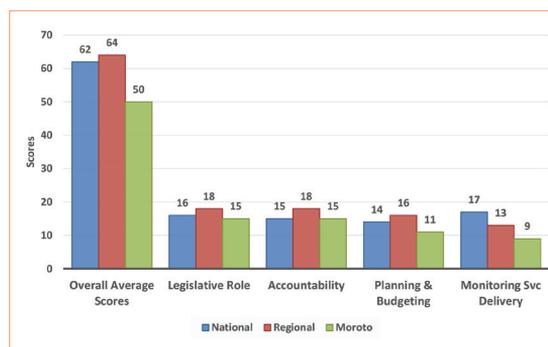
## 2.0 Results of the Assessment

### 2.1 Performance of Council

Council is the highest organ of the district. Moroto District has a council of 19 members including the District Chairperson and Speaker. Overall, Moroto District Council emerged number 28 out

the 35 district councils assessed. However, this performance was below both the national and regional performance in all parameters, with the poorest performance registered in monitoring service delivery (9 out of the 30 possible points). Figure 1 provides a comparative performance of council both at national and regional levels.

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

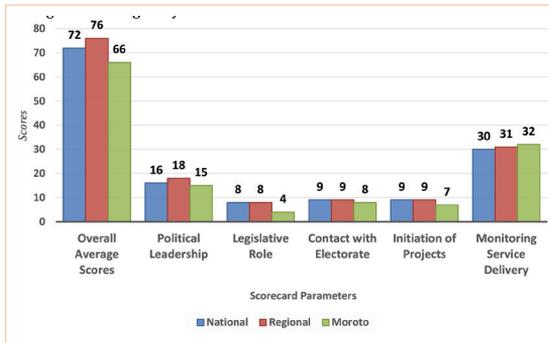


Source: Local Government Council Assessment FY 2018/19

### 2.2 Performance of the District Chairperson, Moroto District

Hon. Andrew Keem Napaja was the District political head during the year under review. He subscribed to the NRM party and was serving his first term in office as district chairperson. Hon. Andrew Keem Napaja obtained 66 out of a possible 100 points, reflecting an improvement from 63 points obtained in FY 2016/17. However, this performance was below the national and regional scores of 72 and 76 points respectively. His best performed parameter was contact with electorate (8 out of the 10 possible points) while the poorest was the legislative role (4 out of the 15 possible points). Figure 2 provides a comparative analysis of the chairperson's performance across national and regional performance.

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

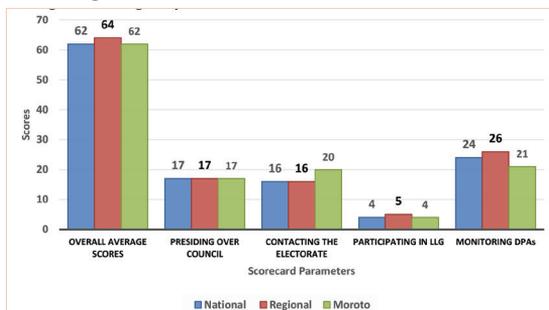


Source: Local Government Council Assessment FY 2018/19

**2.3 The Speaker of Council’s Performance**

The speaker of council during FY 2018/19 was Hon Rose Adero, the female councillor representing Nadunget Sub County. She was among the few women speakers in the country. Her performance of 62 points was a decline from 69 points garnered during FY 2016/17. This performance was equal to the national average of 62 points and slightly below the regional average of 64 points. The speaker’s best performed parameter was contact with the electorate where she scored maximum points (20 out of 20 possible points) while participation in Lower Local Government emerged as her worst performed parameter at 4 out of 10 points. The comparative performance of the Speaker is given in Figure 3.

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

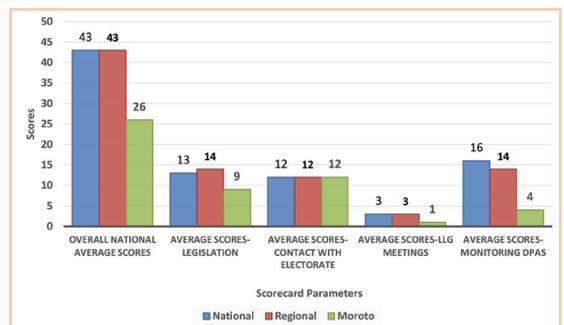


Source: Local Government Council Assessment FY 2018/19

**2.4 Performance of Councillors**

The average performance of the Moroto district councillors was 26 points out of the 100 possible points, a steep decline from 45 points attained in FY 2016/17. The poorest performed indicator was participation in lower local governments (1 out of 10 possible points), monitoring service delivery (4 out of 45 possible points) and legislative role (9 out of 25 possible points). The best performing councillor was Hon. Hellen Kiyai, the Female Youth Councillor who scored 68 out of 100 points. The comparative performance of the councillors at national and regional levels is illustrated in Figure 4.

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



Source: Local Government Council Assessment FY2018/19

**2.5 Key Factors Affecting Performance**

- Poor performance was mainly attributed to poor documentation across the board, from council minutes to individual councillors’ reports. Council minutes were poorly written with no proper attribution to what the councillors discussed in council which greatly affected their performance on their legislative role. In addition, minutes for the several committees (District Executive Committee,

Standing Committees and Business Committee) were very scanty and wanting.

- Poor record keeping by individual councilors as evidence of the work they had undertaken was noted during the assessment. Most of the work done could only be reported verbally hence the poor performance.
- Level of education was yet another factor that affected the councillors' performance. Some councillors were unable to debate in council as well as articulate themselves on pertinent issues affecting their electorate.
- There was limited contact with the electorate as a result of the high expectations from the communities they represented majorly in form of monetary assistance. This emerged from the un fulfilled promises (such as taking disadvantaged children to school, drilling bore hole, constructing roads among others) made by the political leaders during campaigns.
- Claims arose on failure of leaders of lower local governments to invite the councillors to attend their meetings hence lacked reference to issues affecting their electorate.
- The weak performance was also attributed to some categories of councillors (representatives of workers and older persons) being new in council and hence not yet well versed with their roles and responsibilities.

### 3.0

### Recommendations

Based on the challenges affecting the performance of Moroto DLG, the following recommendations were suggested:

- The district should plan for more capacity building for councillors to improve on their roles, most especially the new councillors. This will enable the councillors to participate effectively in development decision making, lobbying and advocacy.
- Continue to follow up and back stopping on rules of procedures to improve councillors' performance.
- The district should develop more innovative ways for resource mobilization to increase local revenue base which will support councillors' monitoring of service delivery in the District. For instance, increase utilisation of local resources like sand, quarry site. In addition, council should demand for budgetary allocation for monitoring exercises and revisit the district investment plan.
- District councilors should be encouraged to participate regularly in LLG meetings, monitoring service delivery and conducting meetings with their electorates.
- District councillors should be encouraged to develop a positive attitude towards assessments since they are meant to improve their performance so as to serve their electorate better.

Table 1: Performance of Moroto District Council

Performance		Legislation				Accountability						Planning and Budgeting				Monitoring Service Delivery																	
District	2016/17	100	2	2	3	3	1	2	4	2	3	25	5	4	11	20	5	4	4	4	4	4	4	4	4	4	30						
	2018/19	100	2	2	3	3	1	2	4	2	3	25	4	8	2	3	25	4	8	2	3	25	4	8	2	3	25	4	8				
		40	50	2	1	0	1	3	1	3	15	4	5	3	2	1	15	5	4	2	1	15	5	4	2	1	15	5	4	2	1		
<b>Average</b>		<b>51</b>	<b>62</b>	<b>2</b>	<b>1</b>	<b>2</b>	<b>2</b>	<b>1</b>	<b>3</b>	<b>1</b>	<b>2</b>	<b>16</b>	<b>3</b>	<b>5</b>	<b>5</b>	<b>2</b>	<b>15</b>	<b>5</b>	<b>5</b>	<b>4</b>	<b>4</b>	<b>15</b>	<b>5</b>	<b>4</b>	<b>5</b>	<b>14</b>	<b>3</b>	<b>3</b>	<b>2</b>	<b>2</b>	<b>1</b>	<b>2</b>	<b>17</b>

Table 2: Performance of District Chairperson

Identifiers	Performance		Political Leadership								Legislative Role			Contact with Electorate		Initiation of Projects				Monitoring Service Delivery							
	Terms	2016/17	2018/19	Monitoring Admin	State of Affairs	Overnight Civil Servants	Commissions/Boards	Central Gov't	Sub Total	Council	Motions Executive	Bills by Executive	Sub Total	Issues by Electorate	Sub Total	Projects Initiated	Communal Projects	NGOs	Sub Total	Agriculture	Health	Schools	Roads	Water Sources	FAL	Environment	Sub Total
Name	Gender			DEC	3	5	2	4	2	4	20	2	8	5	15	5	5	10	3	2	5	10	7	7	7	5	45
	Political Party				1	5	2	3	1	3	15	2	2	0	4	3	5	8	0	2	5	7	6	6	4	32	
Andrew Keem Napaja	M	63	66																								
<b>Average Score</b>		<b>62</b>	<b>72</b>																								

Table 3: Speaker of Council's Performance

Identifiers	Performance			Presiding over Council					Contact Electorate			LLG		Monitoring Service Delivery									
	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
<b>Maximum Scores</b>	100	100		3	9	3	2	3	5	25	11	9	20	20	10	7	7	7	7	7	5	5	45
Rose Adero		62	-10	3	7	2	2	3	0	17	11	9	20	4	4	5	5	1	5	1	0	4	21
<b>Average</b>	57	62	18	3	7	2	2	2	0	17	8	8	16	4	4	5	4	3	4	4	1	3	24

Table 4: Performance of District Councillors

Identifiers	Name	Political	Constituency	Gender	Terms Served	Performance		Legislation					Contact Electorate			LLG		Monitoring Service Delivery						
						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
<b>Maximum Scores</b>						100	100	8	8	5	4	25	11	9	20	10	7	7	7	7	5	5	45	
Hellen Kiyai	NRM	Youth	F	1	67	68	9	1	8	0	2	11	11	9	20	10	6	6	3	7	0	0	5	27
John Baptist Lotee	NRM	Katikeile	M	2	45	50	16	1	8	0	0	9	11	9	20	2	5	5	1	5	1	1	1	19
Abdallah Lomongin	NRM	PWD	M	2	51	39	-24	1	8	0	0	9	8	9	17	0	1	5	1	1	5	0	13	
Charles Topoth	NRM	Workers	M	1		37		1	8	0	0	9	11	9	20	0	5	1	0	1	0	0	8	
Christine Akot	NRM	South Div	F	1	22	35	114	1	8	0	0	9	11	9	20	0	1	1	1	1	0	1	6	
Clementina Lochoro*	NRM	Rupa	F	2	59	20	-66	1	8	0	0	9	0	9	9	0	1	1	0	0	0	0	2	

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	
					100	100		8	8	5	4	25					11	9	20	10	7	7	7	7	7
<b>Maximum Scores</b>					100	100		8	8	5	4	25	11	9	20	10	7	7	7	7	7	5	5	5	45
Margaret Lotee*	NRM	Katikekile	F	2	53	19	-64	1	8	0	0	9	0	9	9	0	1	0	0	0	0	0	0	1	
Christine Onyang Smith	NRM	Older Persons	F	1	30	19	-37	1	8	0	0	9	1	9	10	0	0	0	0	0	0	0	0	0	
Joseph Lomilo	NRM	Older Persons	M	1	21	18	43	1	8	0	0	9	0	9	9	0	0	0	0	0	0	0	0	0	
Andrew Pulkol Lochigai*	NRM	Nadunget	M	4	55	18	-64	1	8	0	0	9	0	9	9	0	0	0	0	0	0	0	0	0	
Calisto Iriama	NRM	North Div	M	4	62	18	-68	1	8	0	0	9	0	9	9	0	0	0	0	0	0	0	0	0	
Joseph Otita*	IND	Rupa	M	2	49	18	-59	1	8	0	0	9	0	9	9	0	0	0	0	0	0	0	0	0	
Stephanie Adupa*	NRM	Tapac	F	1	67	18	-70	1	8	0	0	9	0	9	9	0	0	0	0	0	0	0	0	0	
Emmanuel Lokii*	FDC	Youth	M		50	18	-60	1	8	0	0	9	0	9	9	0	0	0	0	0	0	0	0	0	
Cosmas Ayepa*	NRM	Northern Div	M	2	32	18	-44	1	8	0	0	9	0	9	9	0	0	0	0	0	0	0	0	0	
Betty Akuu*	NRM	PWD	F	2	19	18	-5	1	8	0	0	9	0	9	9	0	0	0	0	0	0	0	0	0	
Margaret Awasi Lokii	NRM	Workers	F	1		18		1	8	0	0	9	0	9	9	0	0	0	0	0	0	0	0	0	
<b>Average</b>					<b>45</b>	<b>26</b>	<b>-25</b>	<b>1</b>	<b>8</b>	<b>0</b>	<b>0</b>	<b>9</b>	<b>3</b>	<b>9</b>	<b>12</b>	<b>1</b>	<b>1</b>	<b>1</b>	<b>0</b>	<b>1</b>	<b>0</b>	<b>0</b>	<b>0</b>	<b>4</b>	

\*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 it's 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.

### ABOUT THE AUTHORS

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