



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 elected leaders and council of Nwoya District Local Government (NDLG) during the FY 2018/19.

1.1 About the District

Nwoya District was created by an Act of Parliament and operationalized on July 1, 2010. Prior to its creation, Nwoya was part of Amuru District. It is bordered by Amuru District in the north, Omoro District in the east, Buliisa District in the south west, Masindi and Kiryandongo Districts in the south, Oyam District in the south east, and Nebbi District in the west. The District consists of 8 lower local governments which include; 1 Town Council and 7 Sub Counties namely; Anaka Town

Council, Anaka, Alero, Koch Goma, Purongo, Lungulu, Lii and Got Apwoyo. According to Nwoya District Development Plan 2015/2016-2019/2020, the district has a total population of 201,194 (99,417 male and 101,778 female). The local economy of Nwoya is hinged on agriculture which is mainly practised at a subsistence level, although there is a growing number of large scale commercial farmers mainly in Purongo, Got Apwoyo, Alero and Koch Goma Sub Counties.

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

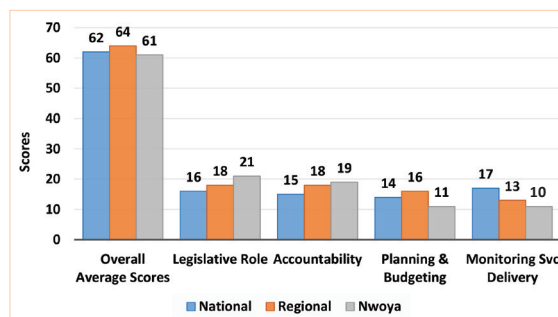
The 2018/19 LGCSCI assessment used face-to-face structured interviews, civic engagement meetings, documents’ review, key informant interviews, field visits and photography to collect the relevant data. The assessment was conducted between July and September 2019. A total of 22 elected leaders (20 District Councillors, Chairperson and Speaker) and Council were assessed.

2.0 Results of the Assessment

2.1 Council Performance

Nwoya District council has a total of 22 members including the Chairman and Speaker of council. The council scored 61 out of a possible 100 points. With the average scores of 62 for all councils assessed in the 35 districts, this score ranked the district council 24th out of the 35 district councils assessed nationally and 6th out of the 6 district councils assessed in northern Uganda. The council performed well in the parameters of legislation and accountability. However, poor performance was registered under the parameters of monitoring public service delivery, planning and budgeting. This performance was attributed to the failure by the research team to access evidence and the required documentation. Figure 1 presents details of the Council’s performance relative to national and regional performances.

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

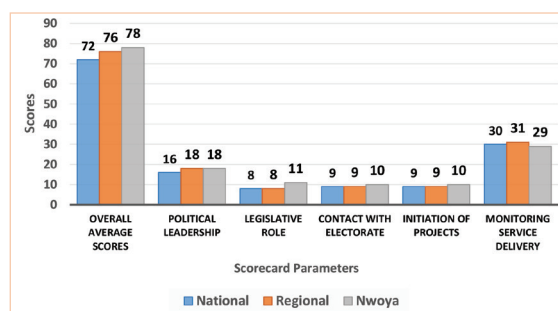


Source: Local Government Scorecard Assessment FY 2018/19

2.2 The Chairperson’s Performance

During the year under review, the District Chairperson was Patrick Okello Oryema who was serving his second term in office, and was elected to council on the Independent ticket. In terms of performance, Hon. Okello obtained 78 out of the 100 possible points. This performance was a slight decline from the 84 out of 100 possible points obtained in the previous assessment. This ranked him 9th out of the 33 chairpersons assessed nationally and 3rd out of the 6 assessed in the northern region. The Chairman registered a good performance in the roles of contacting the electorate and initiating projects where he garnered maximum points (10 out of 10 points) for both parameters.

Figure 2: Nwoya District Chairperson’s Performance in relation to National and Regional Scores



Source: Local Government Scorecard Assessment FY 2018/19

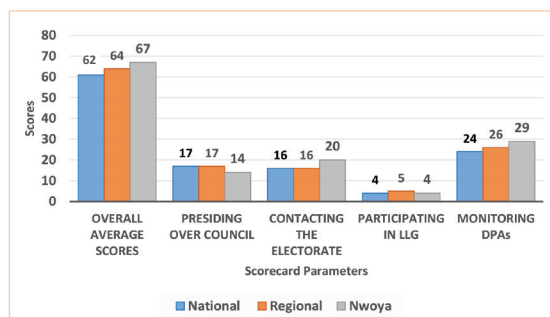
Interestingly, the Chairperson had developed an elaborate plan to meet his electorate, and there was sufficient evidence of his swift response to the issues that arose from the electorate to

the District Executive Committee and Council for action. Figure 2 presents details of the Chairperson's performance relative to national and regional performances.

2.3 Speaker of Council

The Speaker of council was Hon. Tony Okello and he was serving his first time in office. Hon. Okello subscribes to the NRM party and he scored 67 out of a possible 100 points. This was an improvement from the previous score of 59 in the 2016/17 assessment. The scores ranked him 14th amongst the 35 speakers of councils assessed nationally and 4th amongst the 6 assessed in the northern region. Hon. Okello exhibited an excellent performance in maintaining contact with his electorate, where he scored all the possible points (20 out of 20 points). This was attributed to his consistency in following up matters raised by his electorate for instance on the rehabilitation of Goro-Poli-St. Thomas Road. On the other hand, the Speaker's performance in participation in the lower local government was undermined by the fact that he did not meet the threshold of having attended at least 4 meetings at the sub county. Figure 3 presents details of the Speaker's performance relative to the national and regional performances.

Figure 3: Speaker of Council's Performance in Relation to National and Regional Scores



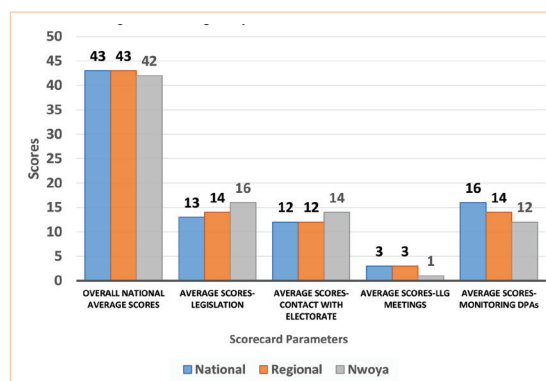
Source: Local Government Scorecard Assessment FY 2018/19

2.4 Councillors' Performance

Overall, the performance of the district councillors on average was, 42 out of the 100 possible points. This was a slight improvement from 38 points out of the possible 100 points obtained as an average score for councillors in 2016/17. Generally, over half of the councillors

scored below the average mark. The councillors performed better on legislation and contact with the electorate. On the other hand, poor performance was realised in the parameters of monitoring service delivery and participating in Lower Local Government council sittings. This was because majority of the councillors had no evidence of monitoring reports as well as having participated in LLG council meetings at least 4 times. Figure 4 presents details of the Councillors' performance.

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



Source: Local Government Scorecard Assessment FY 2018/19

3.0 Critical Factors Affecting Performance

3.1 Key Factors Enabling Good Performance

Capacity building on legislation: A CODE with support from GAPP invested in building the capacity of the elected political leaders in workshops convened at the District Council hall. The workshop focused on training leaders on their legislative role among others.

3.2 Key Factors Affecting Performance

- **Induction of newly elected Councillors for Special Interest Groups (Workers, Older Persons):** Due to lack of resources, both the Ministry of Local Government and the local governments have not been

able to adequately induct new councillors who were elected in the year under review that is the workers' representatives and older persons. These councillors had not received induction on what they are supposed to do in council which affected their performance.

- **Untimely production of minutes:** This was attributed to the fact that the role of clerk to council is an assigned role. The officers assigned the responsibility of Clerks to Councils equally have other demanding responsibilities which they seemed to give more priority hence a delay in production of council minutes.
- **Insufficient follow-up by councillors** to ensure that their actions translate into tangible outcomes in terms of improvement in service delivery. Most councillors do monitoring but because they do not follow up on their actions it hard to realise changes in service delivery.
- **Failure to engage lower local governments:** Majority of the councillors did not meet the threshold of participating in at least 4 LLG Council meetings. Some meetings in sub counties had conflicting schedules with district council meetings while others did not provide minutes to substantiate claims by councillors of having engaged their lower local councils.
- **Poor documentation and record keeping:** A number of councillors did not avail documents to support their performance claims especially on contact with electorate and monitoring services. In some cases, councillors presented documents that were not relevant to the indicators in the score-card. Many councillors missed points especially because they could not provide evidence of meetings held in communities, information shared with lower local government or follow-up actions taken after monitoring. The challenge of record keeping was also noted in some sub counties, the research

team could not access records of council meetings.

- **Conflict in council:** There was a poor relationship between the District Chairperson and Speaker, District Executive Committee (DEC) and Councillors which affected the smooth running of business of council.

4.0 Recommendations

- The district leadership should strengthen orientation and training for councillors: This can be achieved by partnering with Civil Society Organisations like ACODE in cases where resources cannot be mobilised by the district. The trainings should be at least once in a financial year. Such trainings should be thematic to cover aspects like (i) the Legislative roles, (ii) contact with the electorate, (iii) participation in the lower local government, (iv) monitoring service delivery on national priority programme areas, (v) rules of procedure, among others. It is also important that refresher courses be organized to provide other relevant information and skills to the councillors.
- The Speaker's office should closely monitor the Clerk to Council to ensure timely production of minutes. While the District Chairperson should closely supervise the Secretary to DEC to ensure that minutes and reports timely.
- The Speaker should communicate and share council schedule with LLGs, such that meetings at the different levels are harmonised so as to avoid collisions.
- Council should work with the technical team to develop a standard monitoring tool for councillors in order to standardise monitoring and follow ups.
- There is need for councillors to make use of the diaries given to them by ACODE to keep records of their activities and improve on documentation.

Table 1: Performance of the Nwoya District Council FY 2018/19

Performance	Legislation										Accountability			Planning and Budgeting			Monitoring Service Delivery																			
	2018/19	2016/17	2018/19	2016/17	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			
Max Score	100	100	2	3	3	1	2	4	2	4	2	3	25	4	8	2	3	25	5	4	11	20	5	5	5	4	4	4	4	4	4	4	4	4	4	30
Nwoya	44	61	2	1	3	1	2	3	1	2	3	2	3	21	3	6	8	19	5	4	2	11	2	4	2	5	4	4	1	1	1	1	0	1	10	
Average	51	62	2	2	2	1	1	3	1	1	3	1	16	3	5	5	15	5	5	4	5	14	3	3	3	2	2	2	2	2	2	1	2	17		

Table 2: Performance of the Nwoya District Chairperson FY2018/19

Name	Identifiers		Performance		Political Leadership									Legislative Role			Contact with Electorate			Initiation of Projects				Monitoring Service Delivery							
	Gender	District	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	
Max Score			100	100	3	5	2	4	2	4	20	2	8	5	15	5	10	3	2	5	10	7	7	7	7	7	5	5	45		
Patrick Okello Oryema	M	Nwoya	84	78	3	5	2	4	2	2	18	2	6	3	11	5	5	10	3	2	5	3	3	3	7	7	3	3	29		
Average Score			62	72	2	4	2	3	2	3	16	2	5	2	9	4	8	3	1	5	9	5	5	5	5	4	2	3	29		

Table 3: Performance of the Speaker of Nwoya District Council FY2018/19

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	Health	Education	Agriculture+	Water	Roads	FAL	Environment	Sub Total
Maximum Scores						100	100		3	9	3	2	3	5	25	11	9	20	7	7	7	7	7	5	5	45
Tonny Okello	NRM	Lii	Nwoya	M	1	59	67	14	3	7	2	2	0	0	14	11	9	20	3	7	3	7	7	0	2	29
Average					2	57	62	18	3	7	2	2	2	0	17	8	8	16	5	4	3	4	4	1	3	24

Table 4: Performance of Nwoya 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
Fredrick Okecha	IND	Purongo S/C	M	2	31	72	132	8	8	5	0	21	11	9	20	4	0	7	3	7	3	2	5	27
Everlyn Anena Ocan	DP	Koch Goma S/C	F	1	27	69	156	8	8	0	0	16	11	9	20	4	7	1	0	7	7	5	2	29
Daniel Opiyo Okumu	NRM	Anaka T/C	M	1	40	65	63	8	8	5	0	21	11	9	20	4	5	3	0	5	5	2	0	20
Milly Lamaro Otim	DP	Alero S/C	F	2	46	64	39	8	8	5	0	21	11	9	20	0	7	7	0	0	7	0	2	23
Alfred Okello Okot	IND	Koch-Goma S/C	M	1	31	59	90	8	8	5	0	21	8	9	17	0	3	2	3	3	3	2	5	21
Christine Auma	NRM	Lungulu S/C	F	1	50	54	8	8	3	0	0	11	11	9	20	0	7	3	3	3	2	2	2	23

Identifiers			Performance				Legislation				Contact Electorate			LLG	Monitoring Service Delivery							
Name	Political	Constituency	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
David Okello	IND	Youth	38	49	29	8	8	5	0	21	4	9	13	0	0	4	3	3	5	0	0	15
Grace Akidi	IND	Got Apwoyo/Purongo S/C	55	40	-27	8	0	2	1	11	4	9	13	0	0	3	7	3	3	0	0	16
Michael Odong	NRM	Older Persons	28	39	39	8	8	0	0	16	1	9	10	0	0	0	3	0	0	5	5	13
Charles Odong Akena	NRM	PWD	23	37	61	3	8	0	0	11	8	9	17	0	0	0	7	0	0	2	0	9
Betty Kibwota	IND	Anaka S/C & Anaka TC	54	35	-35	8	0	5	0	13	0	9	9	0	1	2	3	0	7	0	0	13
Fred Ocitti Lugacha	DP	Alero S/C	47	32	-32	8	8	5	0	21	0	9	9	0	1	1	0	0	0	0	0	2
Betty Atim	FDC	Lii S/C	36	32	-11	8	8	5	0	21	0	9	9	0	1	1	0	0	0	0	0	2
Denish Odong	FDC	Lungulu S/C	41	32	-22	8	8	0	0	16	0	9	9	0	0	0	0	0	7	0	0	7
Paul Nimorod Kisuki	IND	Workers		32		8	8	0	0	16	1	9	10	0	0	3	3	0	0	0	0	6
Prossy Pamela Ajok	IND	Workers		32		8	8	0	0	16	4	9	13	0	0	0	3	0	0	0	0	3
Geoffrey M. Ojok	IND	Anaka S/C	54	31	-43	8	8	0	0	16	4	9	13	0	1	1	0	0	0	0	0	2
Jennifer Apiyo Lagweno	NRM	PWD	36	27	-25	3	8	0	0	11	1	9	10	0	0	0	0	3	0	2	1	6
Florence Ajok	NRM	Youth	34	22	-35	3	8	0	0	11	0	9	9	0	1	1	0	0	0	0	0	2
Kelamentina Acayo	NRM	Older Persons	12	20	67	1	8	0	0	9	0	9	9	0	1	1	0	0	0	0	0	2
Average			38	42	25	7	7	2	0	16	5	9	14	1	2	2	2	2	3	1	1	12

*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.

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