



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 Agago District Local Government during FY 2018/19.

1.1 Brief about Agago District

Agago District, formerly part of Pader was created by an Act of Parliament and operationalized in July 2010. Now in its 10th year of existence, Agago consists of two counties of Agago County and Agago North County and has 16 lower local governments including; 3 town councils and 13 sub counties. The district together with 7 others form the greater Acholi sub region. It is located in the north eastern part of the country and is bordered by Pader, Otuke, Abim, Kitgum and newly created Karenga District. The district is predominantly a rural district with 80 per cent of the population engaged in subsistence agriculture as a major source of livelihood. Agago District is one of the poorest areas of the country and

a large proportion of the population lives in poverty - its local economy is agro-based and is financed largely by grants (conditional and unconditional) from government, donations from development partners and foreign agencies and locally generated revenues from taxes, fees, licenses and charges. According to the Uganda Bureau of Statistics (2014 National Housing and Population Census), the population of Agago District is estimated at 247, 200 (51.4 per cent female and 49.6 per cent male) with majority (87.2 per cent) residing in the rural areas.

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 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 33 elected leaders (31 District Councillors, Chairperson, Speaker) and 22 Councillors of these were assessed using secondary information.

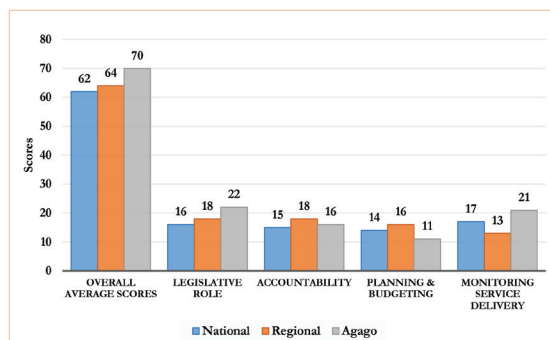
2.0 Results of the Assessment

This section highlights the performance of Council, Chairperson, Speaker and Councillors of Agago District Local Government during the FY2018/19.

2.1 District Council

Agago District Council comprises of a Chairperson, Speaker of Council and 31 councillors (13 females and 20 males) who were elected to represent sub counties and Special Interest Groups (Youth, Older Persons, and PWDs). The District Council was assessed on 4 parameters of; i) legislative role, ii) accountability, iii) planning and budgeting, and iv) monitoring service delivery. Agago District Council scored 70 out of 100 possible points, reflecting an

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



Source: Local Government Councils Scorecard Assessment FY 2018/19

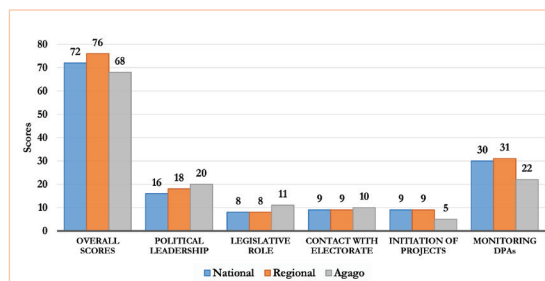
increase by 6 points from the previous assessment. These scores placed Agago District Council in the 10th position out of the 35 district councils assessed in FY 2018/19 and the second best performer at the regional level out of the 6 district councils assessed in Northern Uganda. Details of the council's performance are presented in Table 1.

Agago District Council registered a good performance in the parameters of legislation, monitoring of service delivery and accountability to citizens at 22 out of 25 points, 21 out of 30 points and 16 out of 25 points respectively. There was sufficient evidence of council having enacted numerous ordinances on; uptake of alcoholic drinks, gender based violence, and the Environment and Natural Resources Management. Despite the impressive performance, council had encountered a reduction in the percentage contribution of the local revenue to the district budget which affects the smooth running of the district activities.

2.2 District Chairperson

Hon. Leonard Opio Ojok of the NRM party was the District Chairperson of Agago at the time of the assessment. He was serving his first term in office having been elected in 2016. The Chairperson was assessed on five parameters of; i) political leadership, ii) legislative functions, iii) contact with electorate, iv) initiation and participation in development projects and v) monitoring service delivery. The chairman scored 68 from a possible 100 points which placed him in the 22nd position out of the 35 district chairpersons assessed. At a regional level, Hon. Opio emerged 5th out of the 6 district chairpersons assessed in Northern Uganda.

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



Source: Local Government Councils Scorecard Assessment FY 2018/19

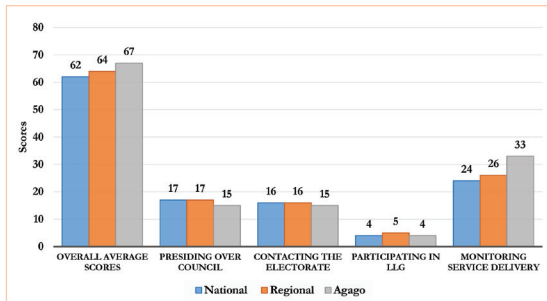
Chairman's best performance was under the parameters of political leadership and contact with electorates in which he scored maximum points. This performance was attributed to the fact that the chairman had solved many conflicts within the district and was constantly engaging

central government on issues of conflict especially caused by the Karimojong cattle rustlers. Under his supervision, majority of council resolutions had been implemented by the time of assessment. However, the chairman’s performance under the parameter of monitoring services was undermined by the lack of sufficient evidence of monitoring reports and follow up actions emerging from the monitoring undertaken to realise positive outcomes. Table 2 presents details of the Chairperson’s performance during FY 2018/19.

2.3 Speaker of Council

The Speaker of Council was Hon John Bosco Olwoch who also doubled as the councillor for Lokole Sub County. A member of the ruling NRM, Hon. Olwoch was serving the third year of his first term both as a Councillor and Speaker. He scored 67 out of 100 points; an improvement from the 52 points obtained in the previous assessment. This score placed Hon. Olwoch at 13th position out of the 35 speakers of councils assessed.

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



Source: Local Government Councils Scorecard Assessment FY 2018/19

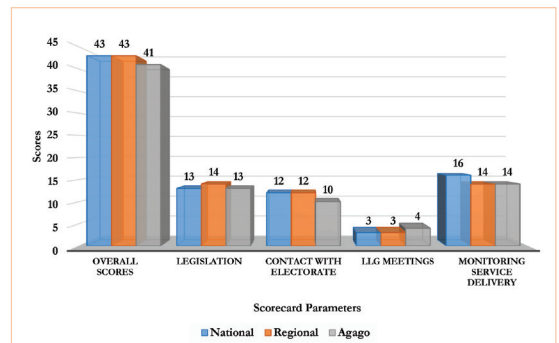
The Speaker exhibited impressive performance under the parameter of contact with electorate. There was evidence that the Speaker had held several community meetings in his Sub County and was instrumental in supporting the citizens of Ngudi Parish in raising their demands for operationalization of Lapirin HCII through a citizens’ petition. However, the Speaker’s performance was not impressive in the parameter of participation in lower local government. It was established that he attended only 2 meetings of council at Lokole Sub County. A detailed breakdown of the Speaker’s performance is presented in Table 3.

2.4 Performance of Agago District Councillors

Thirty One councillors were assessed in the year under review (22 using secondary data). The councillors were assessed on 4 parameters of;

i) legislative roles, ii) contact with electorate, iii) participation in the lower local government and, iv) monitoring service delivery. The councillors scored an average of 41 out of a possible 100 points, a slight decrease from the average 44 points scored in the previous assessment. Overall, Hon. James Cosmas Okidi (representing Lamiyo Sub County) emerged the best with a score of 86 points while Hon. Paska Akello Opio of Lira Palwo/Lamiyo Sub-county emerged the best performer among the female councillors with a score of 52 points out of a possible 100.

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



Source: Local Government Councils Scorecard Assessment FY 2018/19

The councillors’ overall performance in the parameter of legislation improved (25 of the councillors were found to have debated at least 4 times during plenary) as well as in the parameter of contact with electorate in which they scored an average of 10 points. Majority of the councillors were found to have organised meetings in their sub counties and supported their electorate to demand for better service delivery. However, the councillors’ overall performance was undermined by their failure to attend meetings in lower local governments and to conduct adequate political monitoring. A detailed breakdown of individual councillors’ scores is presented in Table 4.

3.0 Critical Factors Affecting Performance

3.1 Factors Enabling Performance

- **Innovation by Speaker of Council:** It was established through review of the minutes of council that the Speaker of Council had introduced a question time for secretaries as a permanent fixture on the order paper. This enhanced the performance of the council in the parameter of legislation as the question time gave the secretaries opportunity to

report on the implementation of council resolutions.

- **Continuous capacity building:** Councillors in Agago especially the women councillor received a number of capacity building trainings especially in legislation for example from Uganda Women Network (UWONET). Analysis of the council minutes revealed an improved trend in debate in council and moving motions which the female councillors attributed to these trainings. In the year under review, five female councillors moved motions during plenary compared to two in the previous assessment.
- **Improved contact with electorates:** There was evidence of improved contact with the electorate majorly because about 80 per cent of councillors had coordinating centres in their constituencies; this facilitated contact with electorate. More councillors (10) had organised their electorates to demand for better services and submitted to council citizens' demands in the year under review compared to four (4) in the previous assessment.

3.2 Factors Hindering Performance

- **Lack of documents and poor record keeping:** There was difficulty in accessing records from the Office of the Clerk to Council and at lower local governments. Some records of committee meetings and monitoring reports of committees were found missing. Only 5 sets of minutes of DEC were available while no record of the Business and Welfare committees was available. This affected the performance of councillors under parameter of participation in committees. Similarly, the Chairperson and Speaker lost points under the indicators of DEC and business committee respectively.
- **Conflicts:** Agago district faced a multipronged conflict; there were conflicts between the DEC and council as well as the political and technical wing. There were also boundary conflicts between Paimol and Omiya Pacwa and inter district conflict between Agago and Abim over the activities of the Karimojong cattle rustlers. These conflicts consumed the greater part of council's time in trying to mitigate them.
- **Failure to participate in the assessment:** Majority of the councillors (22) declined to be assessed and were subsequently assessed

through secondary data. This affected their overall performance as the secondary data could not provide adequate information about their performances.

- **Large constituencies that limited political monitoring by councillors:** Some sub counties in Agago District (Wol, Lapono, Lira Palwo and Kotomor) are exceptionally big and councillors representing these sub counties reported difficulties in doing political monitoring. Also, representatives of special interest groups (youths, PWDs and older persons) reported difficulty to ably do monitoring as their constituency span across the district. It was evident from findings of the assessment that special interest group representatives performed dismally in the parameter of monitoring
- **Dormant structures of interest groups that affected contact with electorates:** Structures like Youth Council, Disability Council and Older Persons' Council were not very active and did not meet regularly. This affected the performance of representatives of special interest groups in the parameter of contact with electorate.

4.0

Recommendations

- The Chief Administrative Officer should invest in building the capacity of officers deployed to perform the function of the clerk to council.
- The political and technical arms of the district should invest in harmonising the relationship between the two distinct but complementary organs of the district.
- The district leaders should invest in resolving the conflicts within and from outside of the district.
- The district council should invest in reviving the Local Revenue Enhancement Committee with a view of enhancing local revenue.
- The district council should appropriate some funds out of their local revenues to facilitate monitoring activities of councillors.
- Both the technical and political leaders of the district should consider improving on documentation and record keeping.

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

Performance		Legislation										Accountability					Planning and Budgeting				Monitoring Service Delivery										
	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
Max Score	100	2	2	3	3	3	1	2	4	2	3	25	4	8	8	2	3	25	5	4	11	20	5	5	5	4	4	4	4	4	30
Agago	64	2	2	1	3	3	1	2	3	2	3	22	4	5	5	2	0	16	5	4	2	11	4	4	4	3	3	3	0	4	21
Average	51	2	1	2	2	2	1	1	1	3	1	2	3	5	5	2	2	15	5	4	5	14	3	3	2	2	2	1	2	17	

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

Identifiers		Performance		Political Leadership							Legislative Role			Contact with Electorate		Initiation of Projects				Monitoring Service Delivery									
Name	Gender	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	Issues by Electorate	Meetings Electorate	Projects Initiated	Communal Projects	NGOS	Sub Total	Agriculture	Health	Schools	Roads	Water Sources	FAL	Environment	Sub Total
Leonard Opio Ojok	M	Agago	77	100	3	5	2	4	2	4	20	2	8	5	5	5	10	3	2	5	10	7	7	7	7	7	5	5	45
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: Speaker of Council's Performance, Agago District FY 2018/19

Identifiers	Performance			Presiding over Council						Contact Electorate		Monitoring Service Delivery										
	2016/17	2018/19	% Change	Charing Council	Rules of Procedure	Business Committee	Records Book	Record of Motions	Special Skills	Sub Total	Meetings Electorate	Coordinating Centre	Sub Total	LLG	Health	Education	Agriculture	Water	Roads	FAL	Environment	Sub Total
Maximum Scores	100	100		3	9	3	2	3	5	25	11	9	20	10	7	7	7	7	7	5	5	45
John Bosco Olwoch	52	67	29	2	7	1	2	3	0	15	10	5	15	4	5	5	5	5	5	4	4	33
Average	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 Agago District Councillors FY 2018/19

Name	Identifiers		Performance			Legislation				Contact Electorate			Monitoring Service Delivery										
	Political	Constituency	Terms Served	2016/17	2018/2019	% Change	Plenary	Committee	Motion	Special Skills	Sub Total	Meeting Electorate	Office	Sub Total	LLG	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
James Cosmas Okidi	NRM	Lamiyo	1	62	86	39	8	8	0	0	16	11	9	20	10	7	7	7	7	7	0	5	40
Morrish Ocana	NRM	Wol	1	51	84	65	8	8	5	0	21	11	9	20	4	7	7	7	7	2	2	39	39
John Bosco Oloya	NRM	Omiya Pacwa	1	69	82	19	8	8	5	0	21	7	9	16	6	7	7	7	7	2	2	39	39
John Kennedy Anywar	FDC	Kalongo TC	2	78	71	-9	8	8	5	0	21	11	9	20	4	7	7	3	3	3	1	2	26
Joel Ogal	IND	Lapono	2	80	71	-11	8	0	5	0	13	8	9	17	4	7	7	1	5	5	5	5	37
Aldo Okwera*	NRM	Patongo	1	74	64	-14	8	0	5	1	14	10	5	15	10	5	5	5	5	0	0	0	25
Charles Bright Ongaya*	IND	Paimol	1	22	63	186	8	8	2	0	18	10	5	15	10	5	5	0	5	5	0	0	20
Samuel Ojok Kitang*	NRM	Lira Palwo	2	71	61	-14	8	8	5	0	21	10	5	15	4	5	5	0	5	5	1	0	21
Paska Akello Opio*	NRM	Lamiyo/ Lira Palwo	1	47	52	11	8	0	5	0	13	10	5	15	4	5	5	0	5	5	0	0	20
San Santo Ongom	NRM	Adilang	1	36	49	36	8	0	5	0	13	7	5	12	4	5	5	0	1	5	0	4	20

Name		Identifiers		Performance		Legislation				Contact Electorate			LLG	Monitoring Service Delivery											
		Political	Constituency	Gender	Terms Served	2016/17	2018/2019	% Change	Plenary	Committee	Motion	Special Skills		Sub Total	Meeting	Office	Sub Total	Sub County Meetings	Health	Education	Agriculture	Water	Roads	FAL	ENR
Maximum Scores						100	100		8	8	5	4	25	11	9	20	10	7	7	7	7	7	5	5	45
	Aquilino Lukoch Okello*	NRM	PWD	M	2	24	49	104	8	8	5	1	22	3	5	8	4	5	5	0	5	0	0	0	15
	John Risto Eleki Okeny*	IND	Parabongo	M	1	48	46	-4	8	8	5	0	21	3	5	8	10	1	0	0	5	0	0	0	7
	Nighty Alaro Olwoch*	NRM	Patongo/ Kotomor	F	2	46	46	0	8	8	2	0	18	3	5	8	0	5	5	0	5	0	0	0	20
	Berna Achuma*	NRM	Adliang	F	1	83	41	-51	1	0	0	0	1	7	5	12	4	5	5	0	5	0	4	4	24
	Charles Kidega*	FDC	Arum	M	1	47	41	-13	8	8	2	0	18	0	9	9	4	5	5	0	0	0	0	0	10
	Teddy Lalam	NRM	Patongo TC	F	1	25	40	60	8	0	2	0	10	10	5	15	4	5	5	0	0	0	0	1	11
	Deogratious Menya*	NRM	Patongo TC	M	1	40	33	-18	8	8	2	0	18	0	5	5	0	5	5	0	0	0	0	0	10
	Rosemary Akumu*	NRM	Kalongo TC	F	1	51	32	-37	1	8	0	0	9	3	5	8	4	5	1	0	0	5	0	0	11
	Denis Bua*	UPC	Kotomor	M	2	30	32	7	8	8	0	0	16	0	5	5	4	5	1	0	0	1	0	0	7
	Florence Lamunu K	IND	Older Persons	F	4	51	31	-39	8	0	2	1	11	0	9	9	4	7	0	0	0	0	0	0	7
	Charles Okidi Anikiton*	NRM	Youth	M	1	25	31	24	8	0	5	0	13	0	5	5	4	0	0	5	0	0	4	9	
	Santo Opoka*	IND	Agago TC	M	1	28	29	4	8	8	2	0	18	0	5	5	0	1	5	0	0	0	0	0	6
	Anna Grace Apio	NRM	Agago TC	F	1	42	27	-36	8	0	0	0	8	3	5	8	10	0	0	0	0	1	0	0	1
	James Opio*	NRM	Older Persons	M	1	3	24	700	1	8	0	0	9	0	5	5	0	5	5	0	0	0	0	0	10
	Scovia Vento Akot*	NRM	PWD	F	2	25	19	-24	8	0	2	0	10	0	5	5	4	0	0	0	0	0	0	0	0
	Mary Akello Ojera*	FDC	Lapono	F	1	42	14	-67	1	8	0	0	9	0	5	5	0	0	0	0	0	0	0	0	0
	Joseph Opang Ongwech*	FDC	Omot	M	1	42	14	-67	1	8	0	0	9	0	5	5	0	0	0	0	0	0	0	0	0
	Pamela Denish Akur *	FDC	Paimol/Omiya Pacwa	F	1	17	13	-24	8	0	0	0	8	0	5	5	0	0	0	0	0	0	0	0	0
	Anna Florence Alanyo*	NRM	Wol	F	1	45	13	-71	8	0	0	0	8	0	5	5	0	0	0	0	0	0	0	0	0
	Pamela Ayot Ocan*	NRM	Youth	F	1	22	13	-41	8	0	0	0	8	0	5	5	0	0	0	0	0	0	0	0	0
	Rose Mary Akot*	NRM	Omot/ Arum	F	1	38	5	-87	0	0	0	0	0	0	5	5	0	0	0	0	0	0	0	0	0
Average						44	41	20	7	4	2	0	13	4	6	10	4	4	3	1	2	2	0	1	14

*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 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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