



## SHEEMA DISTRICT LOCAL GOVERNMENT COUNCIL SCORECARD ASSESSMENT FY 2018/19



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 Sheema District Local Government during FY 2018/19.

#### 1.1 Brief about the district

Sheema district is located in the southwestern Uganda; bordered by Buhweju district to the north, Mbarara district to the east, Ntungamo district to the south, Mitooma district to the southwest and Bushenyi district to the west. As of 2020, the projected population of the district is estimated at 220,500 people of whom 114,400 are females and 106,100 are males (UBOS, 2019).

### 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 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 June and September 2019. A total of 33 elected leaders (31 District Councillors, Chairperson and Speaker) and Council were assessed.

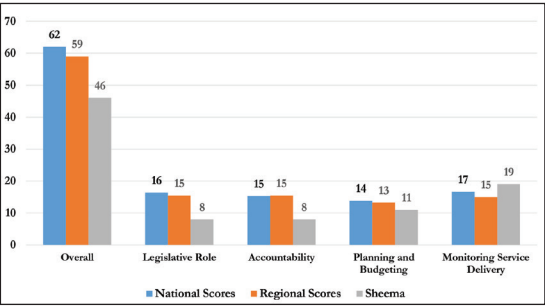
2.0 Results of the Assessment

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

2.1 Performance of Sheema District Council

Overall, a significant improvement was realized in the performance of Sheema District Council from 27 out of 100 points in the previous assessment to 46 out of 100 points in the year under review (2018/19). During the year under review, Sheema District Council emerged 31<sup>st</sup> out of the 35 assessed district councils. On the other hand, at regional level, Sheema District Council emerged 10<sup>th</sup> out of 11 councils assessed in western Uganda. In comparison with other assessed districts, Sheema District Council’s performance was relatively poor, with national and regional average scores at 62 out of 100 points and 59 out of 100 points respectively. The District Council’s best performed parameters were monitoring service delivery and planning and budgeting at 19 out of 30 points and 11 out of 20 points respectively. Regarding performance under the

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



Source: Local Government Council Scorecard Assessment FY2018/19

parameter on monitoring service delivery, which emerged as the best, council was able to carry out monitoring activities in at least most of the sectors (Education, Health, Water, Roads and Environment) as required. This performance was slightly higher than the regional and national average scores at 15 out of 30 points and 17 out of 30 points respectively. Table 1 presents details of the performance of the District Council.

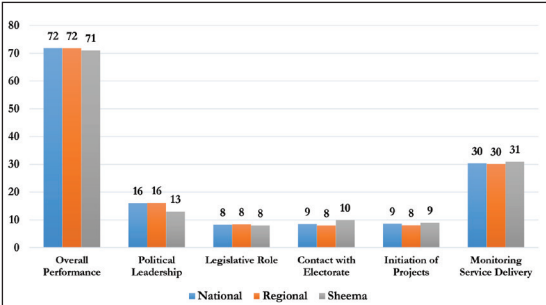
2.2 Performance of the District Chairperson

The scorecard assessment results show an improvement in the performance of the District Chairperson Hon. David Kabigumira from 50 points in FY 2016/17 to 71 points in the year under review (2018/19). The results also reveal that the District Chairperson moved in the 26<sup>th</sup> position held in the previous assessment to the 20<sup>th</sup> position in the current assessment. At the regional level (Western Region), the District Chairperson of Sheema District Local Government (DLG) was the second best rated chairperson in the current assessment (FY2018/19) compared to the 10<sup>th</sup> out of 11 district chairpersons assessed in FY 2016/17. The Chairperson’s best performance was registered in the areas of keeping close contact with the electorate where he emerged number one among the 33 Chairpersons covered by the assessment. With regard to initiating development projects, the district chairperson was the 2<sup>nd</sup> best in the region and 2<sup>nd</sup> among all the chairpersons assessed. Figure 2 presents detailed results. More details on the Chairperson’s performance are presented in Table 2.

2.3 Performance of the District Speaker of Council

The Speaker of Council for Sheema District Local Government for the year under review is Hon Nicholas Kwarija. The scorecard assessment

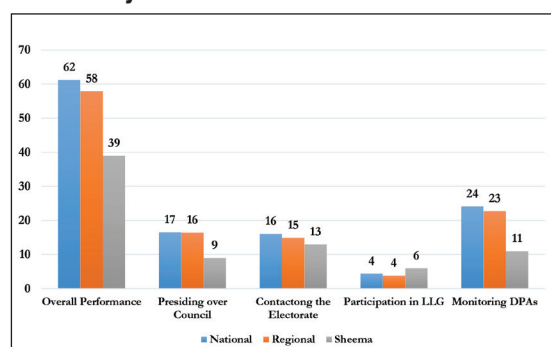
Figure 2: Sheema District Chairperson’s Performance in relation to National and Regional Performances



Source: Local Government Council Scorecard Assessment FY 2018/19

reveals a decline in the performance of the District Speaker from 56 out of 100 points in 2016/17 assessment to 39 out of 100 points in the current assessment. The results also show that the Speaker of council obtained scores that are below the national and regional averages of 61 out of 100 points and 58 out of 100 points respectively. The Speaker is ranked 11<sup>th</sup> out of the 11 speakers in the region and 34<sup>th</sup> out of the total 35 Speakers covered by the whole assessment. Figure 3 presents more details of the Speakers' Performance. However; the stronger area that is exhibited by the Speaker is his ability and commitment to participating in LLGs where he scored above the National and Regional averages (6 out of 10 points) compared to 4 out of 10 points respectively. More details on the District Speaker's performance are provided in Table 3.

**Figure 3: Speaker of Council's Performance on the Key Parameters of Assessment**



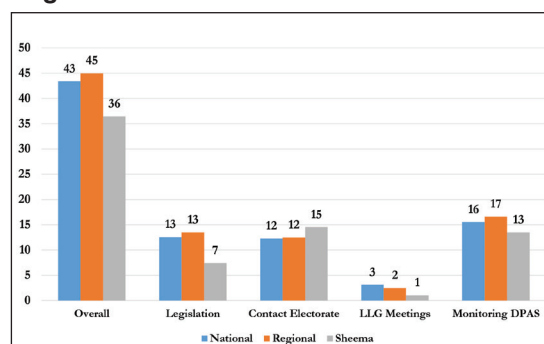
Source: Local Government Council Scorecard Assessment FY2018/19

## 2.4 Performance of Sheema District Councillors

Concerning the performance of the individual councillors, there is a slight decrease in the average performance from 41 out of 100 points in 2016/17 to 36 percent in the current assessment (2018/19). The results from the assessment for Individual Councillors reveal that Sheema District Council is composed of 31 Councillors out of which 12 are females. It is evidenced that on average, the Sheema District Councillors dropped in performance as compared to the previous assessment. Figure 4 presents the performance scores of Sheema District Councillors in relation to Regional and National Averages. The Figure reveals that Sheema District Councillors performed way below the average score of the Western Region and Nationwide average performance. The councillors on average scored 36 percent as opposed to 45 percent for Western Region and 43 percent for the national level scores.

The most improved Councillor is Hon. James Mbabazi (IND) representing older persons. He scored 31 points compared to just 1 point that he scored in the previous assessment. The second best improved councillor is Hon. Simplex Byaruhanga (NRM) representing Kitagata Constituency. He scored 47 out of 100 points as compared to just 27 out of 100 points that he scored in the previous assessment. Among the roles that Sheema District Councillors performed relatively poorly on, is the legislation role whereby they emerged the last at all levels (National and Regional level). Also, the District Councillors performed relatively poorly on conducting meetings with the Lower Local Governments (LLG) whereby nationally they ranked 29<sup>th</sup> out of the 35 districts and at regional level ranked 8<sup>th</sup> out of the 11 districts. Figure 4 illustrates the findings and details are presented in Table 4.

**Fig. 4: Sheema District Councillors' Performance in relation to National and Regional Scores**



Source: Local Government Council Scorecard Assessment FY 2018/19

## 3.0

### Critical Factors Affecting the Performance of the District

- Poor management of Council business:**  
 This was specifically noted on 29/03/2019 when the Business Committee sat, drafted an order paper (from 11:15 am to 12:20 pm) and on the same day, a council meeting was held. This questions the quality of deliberations that arise from such improper practices. Ideally, members of council are supposed to receive the order paper and other documents to be discussed in council for at least seven (7) days before a council meeting is held.
- Enforcement of Rules of Procedure:**  
 There was lack of strict adherence to the Standard Rules of Procedure while handling the business of council including holding



mandatory council meetings, sharing documents with members in time, and delegation to the deputy speaker among others.

- **Poor functionality of the committees of Council:** The results reveal that the committees of council were unable to meet at six (6) times as required by law. It was also established that the District Executive Committee did not manage to sit at least (twelve) 12 times. This implies that committees of council have been functioning at minimal levels.
- **Poor Performance of the legislative function by District Councillors:** The findings indicate that 25 out of 31 councillors covered by the assessment scored less than 50% of the total score on legislation (25 points). This means that most of the councillors were not able to attend at least four (4) meetings because council was unable to hold all the 6 mandatory meetings. Also, those that attended council either did not debate or if they did, the debates were not about delivery of services in the district. There was also lack of evidence of moving substantive motions on matters of service delivery in council.
- **Inadequate Monitoring by the Members of Council:** The results show that only two (2) councillors out of 31 scored more than 50 percent of the total scores on monitoring service delivery in their constituencies. Majority of those that attempted to conduct monitoring neither wrote reports nor followed-up on service delivery concerns to cause change. Similarly, there was observed poor performance on monitoring key service delivery units especially water services, road works, functional adult literacy and Environment and Natural Resources (ENR).
- **Untimely production of minutes:** The results also show that there was no timely production of minutes of council and standing committees.
- **Failure to attend council meetings at the Lower Local Government Level:** The results show that the 23 out of 31 councillors did not attend councils in the sub-counties or divisions they represent in council.
- **Conflict among district leaders:** The findings indicate that during the period under review, there was a sharp conflict between the District Chairperson and the Speaker of council. This constrained operations of

council as a policy and decision making body that further affected the delivery of some services in the district including laying and approval of district budgets and work plans.

#### 4.0

#### Recommendations

The report highlights the results for Local Government Council Scorecard Initiative for Sheema District Performance Assessment for the year 2018/19. The results reveal some significant improvements by the Council and the District Chairperson. There is a significant decline in the performance of the district Council Speaker and the District Councillors compared to the FY 2016/17 assessment. The key factors that explain the underperformance of many of the District elected leaders in Sheema DLG is mainly failure to observe the critical roles that the elected leaders are supposed to execute, inadequate monitoring and reporting, poor management of business of council and conflict among elected leaders that polarized council that affected the general performance.

- There is need for the Speaker of Council to ensure strict compliance and adherence to the standard rules of procedure in conducting business of council.
- The district should regularly plan and budget for political monitoring activities for members of council and other structures of council like the District Executive Committee; Standing Committees of Councils and individual councillors in their own electoral areas.
- There is need to develop and popularize a standard reporting system for elected leaders in council so that reporting about service delivery concerns is done in an organized manner.
- There is need for the Speaker of council to continuously supervise the Clerk to Council and ensure timely production of minutes of council, committees of council and other council reports.
- There is need for the district to prioritize capacity building of members of council to: equip elected leaders with more skills on matters of legislating in council; address concerns of role conflict where elected leaders become overzealous and overstep their mandates thus clashing with each other and technical officers.

Table 1: Performance of Sheema District Council FY2018/19

Performance			Legislation												Accountability						Planning and Budgeting				Monitoring Service Delivery							
District	2016/17	2018/19	Rules of Procedure	Membership to ULGA	Committees of Council	Motions passed by the council	Ordinances	Conflict Resolution	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	
	100	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	
	27	46	0	0	0	3	0	1	0	3	0	1	8	0	3	2	2	1	8	5	4	2	11	5	5	4	2	0	1	2	19	
	National 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 the Sheema District Chairperson FY2018/19

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	2	4	20	13	15	2	8	5	15	5	5	10	3	2	5	10	7	7	7	7	7	5	5	45
					50	71	1	4	0	2	2	4	2	4	4	6	0	8	5	5	10	5	5	10	3	1	5	9	7	7	7	2	3	0	5	31
					62	72	2	4	2	3	2	3	16	2	5	2	9	4	4	8	4	4	8	3	1	5	9	5	5	5	5	5	4	2	3	29
David Kabigumira	M	Sheema	NRM	1																																
Average Score					62	72	2	4	2	3	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 Sheema 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	Participation in 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
Nicholas Kwarija	NRM	Youth	Sheema	M	1	56	39	-30	1	4	1	0	3	0	9	11	2	13	6	0	1	0	1	7	1	1	11
National 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: Sheema District Councillors' Performance FY2018/19

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
Titus Tindamanyire	NRM	Sheema TC	M	1	50	61	22	8	8	0	0	16	8	9	17	6	5	5	5	1	0	1	22	
Olivia Ssemenda	NRM	Bugongi & Rugarama	F	1	51	58	14	1	0	2	0	3	8	9	17	6	5	5	5	4	5	4	32	
Emmy Kasikizi Niweainebyona	NRM	Kigarama	M	1	50	56	12	8	8	5	0	21	11	9	20	0	0	5	1	4	1	0	4	15
Jane Natwijiuka	NRM	Kabwohe	F	1		52		1	8	0	0	9	11	9	20	2	5	1	1	5	5	0	4	21
Ronald Nkwasiabwe	IND	Kitagata	M	1	45	52	16	8	8	0	0	16	11	9	20	0	1	5	0	4	5	0	1	16
Ham Kanyongororwa	NRM	Kashozi	M	1	54	51	-6	8	8	0	0	16	7	9	16	2	5	5	1	1	1	0	4	17
Robert Nkwemereire	NRM	Masheruka	M	2	63	48	-24	8	0	0	0	8	8	9	17	6	5	5	1	1	0	1	4	17
Nantale Mwane Mwamura	NRM	Kagango/ Sheema TC	F	1	50	47	-6	1	8	0	0	9	4	9	13	0	5	5	1	5	1	4	4	25
Simplex Byaruhanga	NRM	Kitagata	M	2	27	47	74	1	8	5	0	14	11	9	20	0	1	5	1	1	0	1	4	13

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	7	5	5	45
Maximum Scores					100	100		8	8	0	0	8	11	5	16	0	10	7	1	5	5	5	0	1	18
Simon Abaho	NRM	Kyangyenyi	M	1		42		8	0	0	0	8	11	5	16	0	10	1	5	5	5	0	1	18	
Kadri Kafureeka	NRM	Kabwohe	M	2	32	41	28	1	0	0	0	1	8	9	17	2	5	1	0	5	5	1	4	21	
Yokoyada Gumananye	NRM	Musheruka TC	M	1		40		8	0	0	0	8	8	9	17	0	4	1	1	0	5	0	4	15	
Juliet Nagaba Nabaasa	NRM	Workers	F	1		40		8	0	0	0	8	4	9	13	0	5	5	1	1	5	1	1	19	
Jackson Musinguzi	NRM	PWD	M	2	43	39	-9	3	0	0	0	3	11	9	20	6	1	1	5	1	1	0	1	10	
Dinavence Kasande	NRM	PWD	F	2	31	39	26	1	0	0	0	1	8	9	17	0	5	1	5	1	1	4	4	21	
Fred Kamugisha	NRM	Rugarama	M	2	46	39	-15	1	8	0	0	9	11	9	20	0	1	1	1	5	1	0	1	10	
Denis Kiiza	NRM	Bugongi	M	1	28	38	36	1	0	0	0	1	11	9	20	0	5	5	1	1	1	0	4	17	
Lauben Byanyima	NRM	Kitagata T/C	M	1		38		3	0	0	0	3	11	9	20	2	1	5	0	1	5	0	1	13	
Eldard Mwesigye	NRM	Kasaana	M	2	37	37	0	8	0	5	0	13	1	9	10	0	5	5	0	1	1	1	1	14	
Grace Tumusinguze	NRM	Kasaana	F	2	33	36	9	3	1	0	0	4	7	9	16	0	5	5	0	1	5	0	0	16	
Justine Tuhumwire	NRM	Masheruka T/C	F	1		35		1	0	0	0	1	7	9	16	0	5	5	1	1	0	1	18		
Edinah Aineomugisha	NRM	Shuuku & Kashozi	F		59	35	-41	1	0	2	0	3	11	9	20	0	1	5	1	0	4	0	1	12	
Edith Kabagambe	NRM	Kyangyenyi	F	1	29	31	7	1	1	0	1	3	0	9	9	0	5	5	0	0	5	0	4	19	
James Mbabazi	IND	Older Persons	M	1	1	31	300	1	8	0	0	9	8	9	17	0	1	0	1	1	1	0	1	5	
Patience Ayesiga	NRM	Youths	F			25		1	0	2	0	3	11	9	20	0	1	0	0	0	0	1	0	2	
Bens Nuwasasira Kamukuha	NRM	Shuuku TC	M	1	37	25	-32	1	8	0	0	9	4	9	13	0	1	1	0	0	0	0	1	3	
Grace Mwebesa	NRM	Older Persons	F	1	18	19	6	3	0	0	0	3	0	9	9	0	1	1	1	1	1	1	1	7	
David Kamukama*	NRM	Kagango	M	2	51	11	-78	1	8	2	0	11	0	0	0	0	0	0	0	0	0	0	0	0	
Emmanuel Mukama*	NRM	Workers	M			8		8	0	0	0	8	0	0	0	0	0	0	0	0	0	0	0	0	
Winfred Kabarokole Nkuba*	NRM	Masheruka & Kigarama	F		40	6	-85	1	0	5	0	6	0	0	0	0	0	0	0	0	0	0	0	0	
Vianney Muhwezi*	NRM	Kyangyenyi	M	1	58	3	-95	3	0	0	0	3	0	0	0	0	0	0	0	0	0	0	0	0	
Average					41	36	7	4	3	1	0	7	7	8	15	1	3	3	1	2	2	1	2	13	

\*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.

## ABOUT THE AUTHORS

**Dr. Arthur Bainomugisha** is the Executive Director of ACODE. He is a Lecturer of Peace and Conflict studies, in the Faculty of Religion and Peace Studies at Makerere University and a senior teaching fellow in the department of Public Administration and Governance at Uganda Christian University Mukono. He formerly worked as a Civil Society Fellow at the International Peace Institute in New York. He has authored various research publications. He holds a PhD and an MA in Peace Studies, a Post Graduate Diploma in Research Methods from the University of Bradford (UK) and a BA in Mass Communication from Makerere University.

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