



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 Decentralization and Repositioning the Local Government Sector in Uganda.*” The brief provides key highlights of the performance of elected leaders and Council of Kabale District Local Government during FY 2018/19.

### 1.1 Brief about Kabale District

Kabale District is located in the Western part of Uganda and originally was part of Kigezi District before the Districts of Rukungiri, Kanungu and Kisoro were made autonomous districts. It is bordered by Rukungiri District to the north, Rukiga District to the northeast, Republic of Rwanda to the east and south, Rubanda District to the west and Kanungu District to the northwest. As of 2020, the total population of Kabale District is estimated at 248,700 people with males constituting 120,000 and females constituting 128,700 (UBOS, 2019). The District is largely

agrarian with majority of the population engaged in Agriculture. Some of the crops grown in the district include Irish potatoes, cereals, beans, coffee and matooke. Administratively, the district consists of 3 Counties of Ndoorwa East, Ndoorwa West and Kabale Municipality. The three counties are further sub divided into 12 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 District Chairperson, Speaker of Council, 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 Novembers to December 2019. A total of 30 elected leaders (28 District Councillors, Chairperson and Speaker of Council) and Council were assessed.

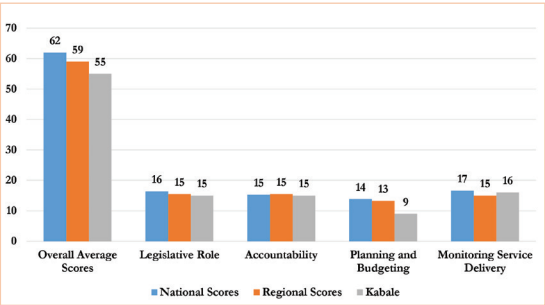
2.0 Results of the Assessment

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

2.1 Performance of Kabale District Council

Kabale District Council has 30 members (28 District Councillors, Chairperson and Speaker of Council). The council which is the highest decision making organ of the district was assessed on: executing the legislative mandate;

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



Source: Local Government Councils Scorecard Assessment FY 2018/19

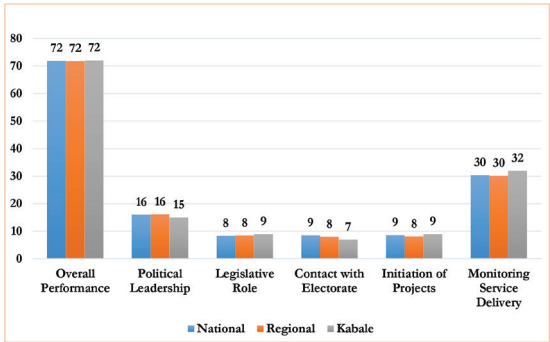
accountability; planning and budgeting and monitoring service delivery. The District Council scored a total of 55 out of 100 points. This was an improvement from the 36 points that it scored in the FY 2016/17 assessment. This performance placed Kabale District in the 25<sup>th</sup> position among the 35 district councils assessed nationally and 6<sup>th</sup> among the 11 district councils assessed in the western region. Figure 1 shows the performance of Kabale District Council per parameter.

The total council score was 7 points and 4 points below the national and regional average scores respectively. With regard to providing political and administrative accountability to the citizens, council scored 15 points, similar to the national and regional average scores. With such scores, council performed well. Results further showed that council had obtained 15 out of 25 points in its legislative function. However, this score was slightly below the national average. Kabale District Council’s performance was largely undermined by poor performance registered under monitoring service delivery where council scored 16 out of 30 points. Whereas the committees of council could have conducted monitoring in the various sectors there was limited evidence to substantiate this. In addition, there was minimal evidence of follow up actions undertaken to ensure positive changes arising from the monitoring exercises. Further details are shown in Table 1.

2.2 Performance of the District Chairperson

Hon. Patrick Keihwa was the Chairperson of Kabale District in the year under review. Hon Keihwa is a member of the ruling NRM party and

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



Source: Local Government Councils Scorecard Assessment FY 2018/19

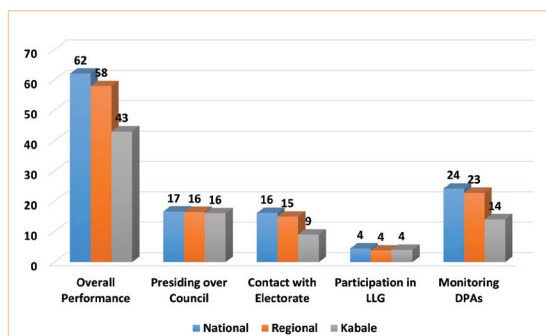
was serving his second term in office. Overall, Hon. Keihsa scored 72 out of 100 points. This is an improvement from the 67 points scored in the previous assessment. He was ranked 18<sup>th</sup> among the 33 district chairpersons assessed nationally and 6<sup>th</sup> among the 11 assessed district chairpersons from the western region. Figure 2 shows the details of performance.

Hon. Keihsa's performance was impressive under the parameter of initiation of projects and monitoring service delivery at 9 out of 10 points and 32 out of 45 points respectively. These scores are especially under the parameter of monitoring was slightly higher than the regional and national average scores. There was sufficient evidence that the Chairperson had undertaken monitoring, prepared reports, had these reports discussed in the District Executive Committee, followed up with different offices to ensure that actions are undertaken.

### 2.3 Performance of the District Speaker of Council

During the 2018/19 assessment, the Speaker of Council for Kabale District was Hon. Loy Zikampereza who also represents Butanda Sub County in council. Hon. Zikampereza was among the three female speakers of councils covered by the assessment in FY 2018/19. She scored 43 out of 100 points and was ranked 32<sup>nd</sup> amongst the 35 speakers of councils assessed nationally and 8<sup>th</sup> among the 11 speakers assessed from the western region. Hon. Zikampereza registered a decline in her performance compared to the FY 2016/17 assessment where she had scored 52 out of 100 points. Details are shown in Figure 3.

**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

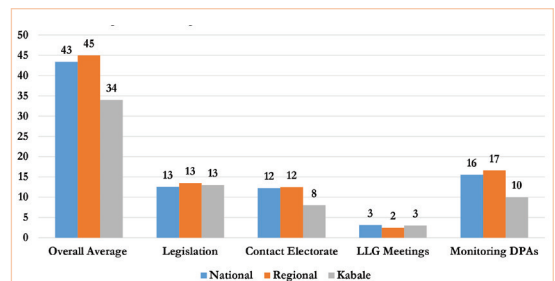
The decline in Hon. Zikampereza's performance can be explained by low scores under maintaining close contact with electorates (9 out of 20 points), participation in the lower local government council meetings (4 out of 10 points) and monitoring services in her electoral area (14 out of 45 points). These scores are attributed to the fact that the Speaker had not attended at least 4 council meetings at the sub county. In addition, he also did not have any evidence of having monitored at least half of the service delivery points in his constituency. Further details of Speaker's performance are presented in Table 3.

### 2.4 Performance of Kabale District Councillors

A total of 28 councillors (16 male and 12 female) were covered by the assessment. This assessment was based on the four parameters of; i) legislative roles, ii) contact with electorate, iii) participation in the lower local government, and iv) monitoring service delivery. Overall, the councillors scored an average 34 out of 100 points, an improvement from 30 points scored in the FY 2016/17. Hon. Johnson Baguma of Buhara Sub-county emerged as the best rated councillor with 67 out of 100 points. On the other hand, Hon. Bridget Asiinga Tumwesigye was the best rated female councillor with a score of 47 points. Figure 4 shows the details.

These results also show that the average performance of Councillors in Kabale District was 9 points and 11 points below the national and regional average performance. Their average performance in contact with the electorate and monitoring service delivery in their respective

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



Source: Local Government Councils Scorecard Assessment FY 2018/19

electoral areas was also below the national and regional averages as shown in Figure 4. This was mainly due to poor recording keeping practices among the councillors. Further details of these findings are presented in Table 4.

### 3.0

#### Critical Factors Affecting Performance

- **Limited number of motions and use of special skills in council:** With regard to legislation, 22 out of 28 councillors were not able to move any motions in council. In addition, there was no record, all the councillors were not able to use their special skills acquired from elsewhere to assist council in making informed decisions.
- **Failure to actively participate in Council Meetings:** The results show that 15 out of 28 councillors did not debate at least 4 times in council in the FY 2018/19. It's therefore not enough to attend council. All members of council should continuously contribute to debates on the floor of the house.
- **Failure to monitor the delivery of public services:** The average score for councillors' monitoring was 10 out of 45 points. This shows that there was very limited monitoring and lack of documentation of monitoring activities. Although some the elected leaders in the district made attempts to monitor service delivery majority of them failed to compile monitoring reports.
- **Large and multiple electoral areas for some leaders:** Some councillors especially women, youth and PWDs reported difficulty in monitoring and touching base with their electorates because of the exceptionally huge size of their constituencies and the fact that they represent more than one sub county. It was reported that there are some women who represent more than two constituencies in council and thus find it difficult to service them without adequate facilitation.
- **Limited participation in the LLGs council meetings:** This was partly due to lack of facilitation and high community expectations based on the unrealistic promises made during campaigns.

- **Limited follow up on service delivery concerns after monitoring:** Whereas it councillors did monitoring, few took the step of following up to ensure that the issues they identified were addressed.
- **Conflicting schedules of council meetings.** It was noted that schedule of council meetings at the district conflicts with the schedules of council meetings at the sub county and municipal levels. As such only 14 councillors out of 28 attended and participated in Council Meetings at lower local government level.
- **Failure by urban councils to invite district councillors to their council meetings.** There were reports from members of council that urban councils in this district seldom invite the district councillors to attend their council meetings which also affected their scores.

### 4.0

#### Recommendations

- There is need for Kabale District Council to introduce a mandatory requirement for councillors to produce individual written monitoring reports and present them to secretaries and various committees of council.
- The speaker of council should adhere to the standard rules of procedure where there is a limitation on the times members speak on a matter so that all members of council can be given a chance to contribute in the deliberations in council.
- The Council should invest in further building the capacity of councillors in legislation and monitoring.
- There is need to provide additional facilitation to members of council that have large constituencies to cover especially women representing two sub-counties, PWDs, Youth, elderly and workers.
- There is need to harmonise council schedules for the district and sub counties to enable all councillors to attend council meetings in the lower local governments.



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

Performance			Legislation										Accountability					Planning and Budgeting				Monitoring Service Delivery									
District			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	1	2	4	2	3	25	4	8	8	2	3	25	5	4	11	20	5	5	4	4	4	4	4	30	
	Kabale	36	2	2	2	2	3	0	0	4	0	0	15	4	5	4	2	0	15	5	4	0	9	5	5	4	2	0	0	16	
	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	17

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

Identifiers				Performance		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	
					67	72	1	4	2	2	2	4	15	2	4	3	9	2	5	7	3	1	5	9	6	6	3	7	2	5	3	32	
	Patrick Keihwa	M	Kabale	NRM	2			2	4	2	2	2	4	16	2	5	2	9	4	4	8	3	1	5	9	5	5	5	5	4	2	3	29
	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: Speaker of Council, Kabale 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	Sub Total
						100	100		3	9	3	2	3	5	25	11	9	9		20	10	7	7	7	7	5	5
Loy Zikampereza	NRM	Butanda	Kabale	F	5	52	43	-17	2	7	2	2	3	0	16	0	9	9	4	0	4	5	0	1	0	4	14
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 Kabale 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
Johnson Baguma	NRM	Buhara S/C	M	2	50	67	34	8	8	5	0	21	8	5	13	6	7	7	1	1	7	0	4	27
Eric Kigunzu Tumwesigye	NRM	Butanda S/C	M	2		63		8	8	5	0	21	8	6	14	4	0	5	5	5	5	0	4	24
Ali Karama	NRM	Central Div	M	4		53		1	8	5	0	14	0	9	9	6	5	5	5	5	0	0	4	24
George Saturday	NRM	Youth	M	1	16	51	219	8	8	0	0	16	11	6	17	0	5	5	1	5	1	0	1	18
Bridget Asiinga Tumwesigye	NRM	Kyanamira	F	1	45	47	4	1	8	0	0	9	3	2	5	8	5	5	5	5	5	0	0	25
Christine Turyakira	NRM	Kitumba S/C	F	1		44		1	8	0	0	9	6	9	15	6	1	1	1	5	5	0	1	14

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
Maximum Scores					100	100		8	8	5	4	25	11	9	20	10	7	7	7	7	5	5	45	
Pius Tumuranze Rwakimari	NRM	Kyanamira S/C	M	1	36	44	22	1	8	0	0	9	8	5	13	6	5	0	5	5	1	0	0	16
Anne Kobusingye	NRM	PWD	F	5	16	42	163	1	8	0	0	9	10	9	19	4	3	7	0	0	0	0	10	
Elson Twinamatsiko	NRM	Maziba s/c	M	1		40		1	8	0	0	9	3	9	12	0	1	1	5	5	1	1	19	
Caroline Peace Rutarimara Murungi	NRM	Kitumba/Kamuganguzi/ Katuna T/C	F	3	35	39	11	8	8	0	0	16	0	2	2	6	1	0	5	5	4	0	0	15
Evas Kenasi Mugabi	NRM	Northern / Southern Div	F	2	16	38	138	1	8	2	0	11	3	9	12	0	0	0	5	5	5	0	0	15
Herbert katungi	NRM	PWD	M	1	23	36	57	8	8	0	0	16	8	9	17	0	0	0	1	1	0	0	1	3
Louis Bazirakye	NRM	Older persons	M	1	18	35	94	8	8	0	0	16	3	9	12	0	1	0	0	2	0	0	4	7
Gracious Kabeth Tumwine	NRM	Kaharo S/C	M	2	27	34	26	1	8	0	0	9	6	0	6	6	5	1	5	1	1	0	0	13
Boaz March	NRM	Rubaya	M	1	20	34	70	1	8	5	0	14	3	6	9	4	0	0	5	1	1	0	0	7
Norah Twenda	NRM	Maziba / Kaharo	F	1	29	32	10	3	8	0	0	11	7	9	16	0	0	1	1	1	1	1	0	5
John Paul Ahabwe	NRM	Southern Div	M	1	57	31	-46	8	8	5	0	21	3	0	3	0	1	1	5	0	0	0	0	7
Emmy Arineitwe	NRM	Kitumba	M	2	32	28	-13	8	8	0	0	16	0	9	9	0	0	0	1	1	1	0	0	3
Innocent Abariho	FDC	Workers	M	1		28		8	8	0	0	16	1	9	10	0	0	0	1	0	0	1	2	
Julius Barusya Arinaitwe*	IND	Kamuganguzi	M	2	42	27	-36	8	8	0	0	16	0	0	0	10	1	0	0	0	0	0	1	
Annet Kabagambe	NRM	Buhara S/C	F	1		22		1	8	0	0	9	1	9	10	2	0	0	0	0	0	1	1	
Catherine Kyomugisha*	IND	Youth	F	1	45	21	-53	0	8	5	0	13	0	0	0	0	1	0	0	0	7	0	8	
Nicholas Mwesigwa*	NRM	Katuna TC	M		17	20	18	1	8	0	0	9	0	0	0	10	1	0	0	0	0	0	1	
Verah Tuyizere Tumuheki	IND	Central Div	F	1	20	19	-5	8	8	0	0	16	0	0	0	2	0	0	0	1	0	0	1	
Florence Musimenta	NRM	Workers	F	1		17		1	6	0	0	7	0	9	9	0	1	0	0	0	0	0	1	
Teo Mugumya	NRM	Older Persons	F	3		14		1	8	0	0	9	0	0	0	0	1	0	1	1	1	0	5	
Margaret Ahimbisibwe	NRM	Rubaya S/C	F	1		13		1	8	0	0	9	0	2	2	0	1	0	0	1	0	0	2	
Christopher Mulenga*	NRM	Northern Div	M	5	25	11	-56	1	8	0	0	9	0	2	2	0	0	0	0	0	0	0	0	
Average					30	34	35	4	8	1	0	13	3	5	8	3	2	1	2	2	2	0	1	10

\*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

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