



*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 Lwengo District Local Government during FY 2018/19.

### 1.1 Brief about Lwengo District

Created by an Act of Parliament, Lwengo District became functional in 2010. Lwengo District is located in the central region of Uganda; bordered by Sembabule district to the North, Lyantonde District to the west, Bukomansibi District in the northeast, Masaka District in the east and Rakai district to the south. Its major economic activity is livestock keeping. The district has one

county, 6 sub counties, 2 town councils, 43 parishes and 464 villages. The district total population is estimated at 290,500 people. (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 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, documentary 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 23 elected leaders (21 District Councillors, Chairperson and Speaker) and Council were assessed.

2.0 Results of the Assessment

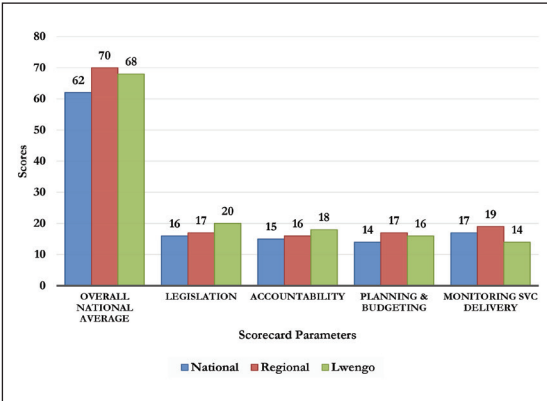
This section highlights the performance of Council, Chairperson, Speaker of Council and Councillors of Lwengo District Local Government during the FY 2018/19.

2.1 Performance of Lwengo District Council

Lwengo District Council scored 68 out of 100 possible points an improvement by 12 points from the previous assessment. With an average score of 62 out of 100 points for all the 35 district councils that were assessed, Lwengo District performed well. However, its performance was slightly lower than the regional level performance at 70 points. The District's best performance was exhibited under the parameters of legislation and planning and accountability where it scored 20 out of 25 points and 16 out of 20 points respectively. The performance under the parameter of legislation was higher than the regional and national scores at 17 and 16

points respectively. On the other hand, the performance on the parameter of planning and budgeting (16 out of 20), was one point lower than the regional average and two points higher than the national average. Despite the outstanding performance in the above mentioned parameters, council registered the worst performance under the parameter of monitoring service delivery where it obtained 14 out of 30 points. This was quite low compared to the regional and national average scores that were at 19 and 17 points respectively. The poor performance under monitoring services was attributed to the fact that the committees of council had not met the threshold of visiting at least half of the service delivery units during the year under review. Figure 1 and Table 1 present a summary of the performance of the district council.

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



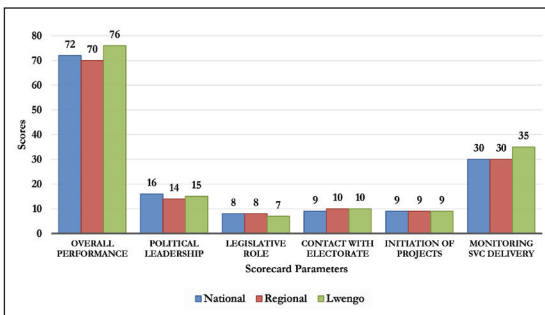
Source: Local Government Councils Scorecard Assessment FY 2018/19

2.2 Performance of the District Chairperson

During the FY 2018/19 Hon. George Mutabaazi was the District Chairperson. He subscribes to the ruling NRM party and was serving his second term in office. Chairman Mutabaazi scored 76 out of 100 possible points, a slight decline by two points from the previous assessment. His performance was good compared to the regional and national average scores that stood at 70 and 72 points respectively. The Chairperson's best

performed parameter was contact with the electorate where he scored maximum points (10 out of 10 points) similar to the regional average score and more than the national average which was at 9 points. The other parameter where the chairperson had an exceptional performance was on initiation of projects where he scored 9 out of 10 points. This average (9) runs through the regional and national levels. Despite the outstanding performance, the Chairperson did not perform well in his legislative role scoring 7 out of 15 points. This performance was attributed to the failure of the chairperson to attend at least four (4) council meetings in the FY 2018/19. Table 2 presents a summary of the performance of the Chairperson.

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



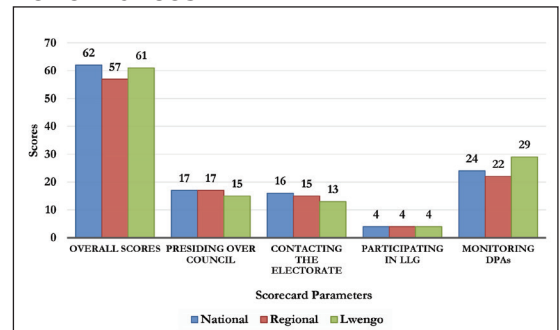
Source: Local Government Councils Scorecard Assessment FY 2018/19

## 2.3 Performance of the District Speaker of Council

Hon. William Saitoti Matovu, was the Speaker of Council, Lwengo District in FY 2018/19. He represents the people of Kisekka Sub County; subscribes to the ruling NRM party and has served 2 terms in office. Speaker Matovu scored 61 out of 100 possible points, a 10 point improvement from the previous assessment. His performance (61 points) was above the regional average score of 57 points but slightly lower than the national average at 62 points. The Speaker's best performed parameter was on contact with his electorate where he scored 13 out of 20 points. However, these points were lower than

the national and regional averages which were at 16 and 15 points respectively. The Speaker registered the worst performance under the parameter on participation in LLGs garnering 4 out of 10 points. This poor performance was mainly because he provided no substantive evidence for having participated in his constituency. Table 3 presents details of the performance of the Speaker of Council.

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



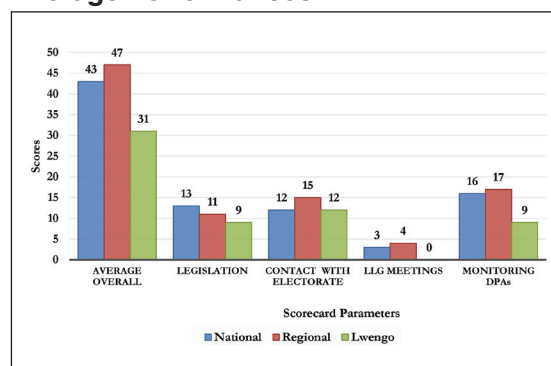
Source: Local Government Councils Scorecard Assessment FY 2018/19

## 2.4 Performance of the District Councillors

Generally, the councillors' performance was very poor, with an average score of 31 out of the 100 possible points. This performance was very low in comparison to the regional and national average scores at 47 and 43 points respectively. Councillors performed relatively well on maintaining contact with electorate where they obtained an average of 12 points out of 20 points. These points were the same as the national average (12 points) but lower than the regional average at 15 points. However, the councillors did not earn any point under the parameter of participation in lower local governments. Most of them claimed that they were never invited to attend meetings at LLGs but also complained about the conflicting schedules of meetings at the various levels. Nonetheless, at individual level, Hon. Anthony Luwaga Benedict (Lwengo Town Council) emerged as the best councillor scoring 55 out of

100 points. On the other hand, Hon. Alice Nakayondo (Kyazanga Sub County and Town Council) emerged as the best female councillor in Lwengo District Council, though she was below average. Table 4 further presents the detailed performance of the individual councillors.

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



Source: Local Government Councils Scorecard Assessment FY 2018/19

### 3.0

## Critical Factors Affecting Performance

### 3.1 Factors Hindering Performance

- **Inadequate facilitation:** Most councillors were unable to perform their duties especially monitoring service delivery, mainly due to lack of facilitation.
- **Poor record keeping:** While most leaders claimed to have undertaken monitoring, the majority were unable to provide any evidence as they did not keep records of what they had accomplished during the year under review.
- **Poor planning:** Political leaders especially councillors did not have written schedules of their work especially engagement with their electorate. Councillors usually utilised social functions such as burials to relay information to their electorate including concerns of service delivery.

- **Absence of contact offices:** Most councillors (84%) did not have specific coordinating centres for meeting with their electorates in their sub counties. This denied them an opportunity of understanding the citizens' service delivery needs.
- **Failure to attend lower local government meetings:** Only two councillors out of 19 attended and deliberated in their sub county council meetings.

### 4.0

## Recommendations

- The council should lobby for continuous capacity building sessions to enable them clearly understand their roles and responsibilities, especially how to conduct council business.
- The district council should introduce a mandatory requirement for councillors to produce regular individual monitoring reports to committees and council.
- All political leaders should endeavour to keep records of their activities through the use of diaries and personal files.
- The office of the district chairperson and CAO should impress it upon the leadership at lower local governments to invite district councillors to participate in their council meetings.
- The district council should appropriate some funds out of their local revenue to facilitate monitoring activities of councillors.
- As a good practice, councillors should sign visitors' books whenever they visit service delivery units. This helps to improve record keeping and acts as evidence of monitoring in the future.
- The Clerk to Council should improve on the quality of minutes of the council meetings by attributing personal contributions to particular district leaders.



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

Performance			Legislation										Accountability					Planning and Budgeting				Monitoring Service Delivery									
District		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	4	4	4	4	4	30
	Lwengo	56	2	1	0	3	3	1	2	3	2	3	20	4	5	7	2	0	18	5	4	7	16	4	4	3	3	0	0	14	
	Average	51	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 Lwengo District Chairperson FY 2018/19

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 govt	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
	M	Lwengo	NRM	2	78	76	1	4	2	3	2	3	15	0	4	3	7	10	5	5	10	3	1	5	9	7	4	6	6	4	4	35
					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
Max Score					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
George Mutabaazi				M	Lwengo	NRM	2																									
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's Performance, Lwengo 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	20		10	7	7	7	7	5	5	45	
						51	61	20	2	7	1	2	3	0	15	8	5	13		4	5	5	5	5	0	4	29	
William Matovu Saitoti		NRM	Kisekka	Lwengo	M	2	57	62	18	3	7	2	2	2	0	17	8	8	16	4	5	4	3	4	4	1	3	24
Average																												

Table 4: Performance of Lwengo 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
					100	100		8	8	5	4	25	11	9	20		10	7	7	7	7	5	5	
Anthony Luwaga Benedict	DP	Lwengo	M	2	24	55	129	3	8	0	0	11	11	9	20	2	1	5	5	5	1	1	4	22
Christopher Ssensalire	NRM	Lwengo	M	1	44	53	20	1	8	5	0	14	8	9	17	0	5	5	1	5	5	1	0	22
AbdulRahman Kabugo	IND	Ndagwe	M	2	27	48	78	1	8	0	0	9	8	9	17	0	5	5	1	5	1	1	4	22
Alice Nakayondo	NRM	Kyazanga SC/TC	F	1	37	47	27	8	8	5	0	21	8	9	17	2	1	1	1	1	1	1	1	7
Peregrino Ssenozi	NRM	PWD	M	2	34	47	38	3	8	0	0	11	8	9	17	2	5	5	1	1	1	0	4	17

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	5	5	45	
Maximum Scores																									

\*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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