



**Advocates Coalition for Development and Environment**  
**Plot 96, Kanjokya Street, Kamwokya**  
**P. O. Box 29836, Kampala Tel: +256 312 812150**  
**Email: [acode@acode-u.org](mailto:acode@acode-u.org); [library@acode-u.org](mailto:library@acode-u.org)**  
**Website: <http://www.acode-u.org>**

# **LOCAL GOVERNMENT COUNCILS' PERFORMANCE AND PUBLIC SERVICE DELIVERY IN UGANDA**

## **Mbale District Council Score-Card Report FY 2013/2014**

**Authors:** Peter Bogere, Steven Masiga and Aggrey Mugalya

### **OVERVIEW OF MBALE DISTRICT DURING FY2013/14**

#### **BACKGROUND AND RATIONALE**

This policy brief presents findings from the 2013/14 assessment of Mbale District Local Government under the Local Government Councils' Score-card Initiative (LGCSCI), an evidence based project implemented by ACODE in partnership with ULGA with support from DGF. It seeks to enhance the effectiveness of elected leaders in fulfilling their mandate and build the citizens' capacity to demand better services. The initiative is implemented in 30 districts, including Mbale which was being assessed for the fifth time. The initiative uses the score-card – an assessment tool - to facilitate annual performance assessments on the district council, district chairperson, speaker and councillors with focus on their roles and responsibilities as stipulated in the Local Government Act CAP 243 (as amended).

The annual assessment process is conducted by teams of researchers across the 30 districts partaking in the LGCSCI assessment. The research process involves a review of key district documents, interviews with key respondents and consultations with citizens through focus group discussions (FGDs). Following the data collection process, data is cleaned and analysed to identify key themes and patterns wherein a district report detailing the findings is produced for each of the assessed districts (full reports are available online; <http://www.acode-u.org/>). LGCSCI also produces and disseminates a 'National Synthesis Report' that provides trends analysis for all 30 of the assessed districts. Both reports are disseminated nationally with districts receiving copies of both their specific reports and copies of the National Synthesis Report.

Politically, Mbale district was headed by Hon. Bernard Mujasi who was assisted by 38 councillors including the speaker. The technical wing was headed by Mr. Ben Otim Ogwette as the Chief Administrative Officer (CAO). The District is one of the traditional districts of Uganda and one of the 13 pioneer districts of decentralization.

Mbale District had a population of 720,925 people - before Sironko, Manafwa, Bududa and Bulambuli were carved out as new districts (UBOS, 2002). Nevertheless, the district's population has been steadily increasing due to high birth rates and the increased migration from northern districts by those affected by the Lord's Resistance Army (LRA) conflict. Despite some achievements in service delivery, the district was still faced with some challenges.

The most striking topographical feature is Mount Elgon, with magnificent craters, deep valleys and ridges whilst the district's main economic activity is agriculture. Agricultural production is mainly at subsistence level and employs over 86 per cent of the population. Dairy and fish farming have also developed with support from NAADs and NUSAF projects. Stone quarrying, sand mining and retail trading provide other sources of income for residents with the potential for significant economic development.

During FY2013/14, the education sector had a total of 104 government-aided primary schools with an enrolment rate of 85,641 pupils; a notable increase from FY2012/2013 where 84,092 pupils enrolled. Staffing levels increased with student enrolment from 1,655 staff (FY2012/13) to 1,693 staff (FY2013/14). Commendably, the district had a staffing level of 98 per cent – 1,693 out of the approved 1,723 posts were filled. Despite these achievements, the number of pupils passing in Division I dropped from 4.7 per cent in 2012 to 4.02 per cent in 2013 which was attributable to the poor infrastructure schools, high

levels of absenteeism, the late release of funds to the education sector and the limited participation of parents in the education of their children.

**Figure 1: A collapsed pit latrine at Bukikoso primary school**



**Photo Credit:** ACODE Digital Library

Mbale District's safe water coverage stood at 64 per cent in the FY2013/14 indicating a slight improvement from 62.5 per cent in FY2012/13. However, access rates varied, with urban areas at 94 per cent and lowlands at 62 per cent. The functionality rate in urban and rural areas stood at 95 and 89 per cent, respectively. Meanwhile the latrine coverage was at 87.2 and the percentage of people that could access the hand washing facility stood at 77.4 per cent.

**Figure 2: Community members accessing water at a borehole in Marare**

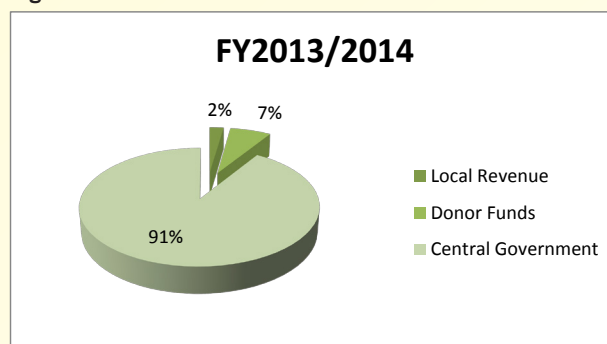


**Photo Credit:** ACODE Digital Library.

## FACTORS AFFECTING SERVICE DELIVERY IN MBALE DISTRICT

- a) **Budgetary Constraints:** In FY 2013/14, Mbale District received UGX 19.2 billion of which central government funding accounted for 91 per cent, local revenue and donor funds accounted for 2 per cent and 7 per cent of the district revenue, respectively (as shown in Figure 3).

**Figure 3: Sources of Revenue for Mbale District FY2013/14**



**Source:** Mbale District Final Accounts FY2013/14

Despite central government funds to the district increasing over time, the disbursements were mainly in the form of conditional grants. As such there was little or no room for the re-allocation of funds by Mbale district local government to other service delivery priorities.

- b) **Limited Monitoring of Service Delivery:** Several councillors did not carry out their monitoring role and if they did, they did not document their experiences. It was common for the research team to find a councillor's name in the visitor's book of the service delivery unit although the councillor failed to understand the challenges faced by the unit evidenced by a lack of monitoring reports, related debates in council and/or follow-up action.
- c) **Limited Contact with Electorate:** The failure by the electorate to understand the roles and responsibilities of political leaders and councillors affected the councillors' contact with the electorate. The electorate had diverse expectations from their councillors and excessive demands discouraged the councillors from maintaining contact with their electorate.

## SCORE-CARD PERFORMANCE

The score-card parameters are derived from the mandate of the organs assessed as stipulated in the Local Governments Act. While all the four categories of Mbale District Local Government political staff are evaluated on their legislative and monitoring functions, the district chairperson, speaker and council are assessed against additional roles.

As the political head of the district, the district chairperson is also assessed on their political leadership as well as the initiation of and participation in development projects in their electoral area. The speaker is assessed primarily as a councillor with an additional scoring requirement of presiding over and the preservation of order in council. The district council, the highest organ in the district, is assessed against planning and budgeting requirements and in providing accountability to citizens.

**Table 1: Mbale District Council Score-card FY 2013/14**

Trends in Performance		2011/12	55	100	
Trends in Performance		2012/13	68	100	
Trends in Performance		2013/14	64	100	
Trends in Performance		% change	-6		
Parameter	Indicator	Score	Max Score	Explanatory Remarks	
LEGISLATIVE ROLE	Rules of Procedure	2	2	Rules of procedure were adopted by the District Council in June 2011 although the annual Subscription to ULGA was not paid. Standing committees held 4 meetings; 1 in each quarter and the business committee sat 6 times in the FY. No motions and ordinances were moved in FY2013/14 although a conflict resolution meeting was held between councillors and Hon. Wadwasi over a court judgement. Evidence was availed for petition and censure motion over Bunamwani land conflict and land grabbing. Capacity building by ACODE and ULGA was undertaken and S.D.S. Social Services committee toured Tororo and Busia districts.	
	Membership to ULGA	0	2		
	Committees of Council	3	3		
	Motions passed	0	3		
	Ordinances	0	3		
	Conflict Resolution	1	1		
	Public Hearings	0	2		
	Legislative resources	4	4		
	Petitions	1	2		
	Capacity building	3	3		
	<b>Sub total</b>	<b>14</b>	<b>25</b>		
ACCOUNTABILITY TO CITIZENS	Fiscal Accountability	3	4	Financial releases based on the work plans and district budget were made and internal audits completed on all sectors and submitted to council. Council debated corruption allegations against the V/Chairperson and censure was carried out, though challenged in the courts of law. However, there was no evidence of implementation of the client charter or evidence of timely action on reports of internal audit or PAC by DEC or council. All local leaders from LC1 were engaged in the budget making process through budget conferences at the parish and sub county levels.	
	Political Accountability	4	8		
	Administrative Accountability	5	8		
	Involvement of CSO	2	2		
	Principles of accountability	3	3		
		<b>Sub total</b>	<b>17</b>		
PLANNING & BUDGETING	Plans, Vision and Mission	5	5	Approved plans DDP, REP, and CBP were available and the budget was laid on 04/04/2014 and approved on 32/05/2014. No ordinance was passed on financial autonomy although initiatives to raise local revenue were available on the leasing of district land to investors such as Yanboyong Ltd.	
	District Budget	4	4		
	Local Revenue	2	11		
		<b>Sub total</b>	<b>11</b>		
MONITORING SERVICE DELIVERY ON NPPAS	Education	5	5	Substantial monitoring of service delivery units was done in almost all the sectors apart from Environment and Natural Resources sector.	
	Health	5	5		
	Water and sanitation	3	4		
	Roads	3	4		
	Agriculture	3	4		
	FAL	3	4		
	ENR	0	4		
		<b>Sub total</b>	<b>22</b>		

**Table 3: Chairperson's Score-card FY2013/14**

Trends in Performance		Bernard E. Mujaasi		NRM				
Trends in Performance		2011/12	70	100				
Trends in Performance		2012/13	74	100				
Trends in Performance		2013/14	81	100				
Trends in Performance		% change	9					
Parameter	Indicators	Score	Max Score	Explanatory Remarks				
POLITICAL LEADERSHIP	DEC	2	3	The Chairman chaired DEC meetings although provided no evidence of having delegated to his deputy. He advised council against the censure of the V/ chairperson as he sought legal advice from the solicitor general. No state of affairs report was presented in FY 2013/14 although PAC, DSC and Land Board were fully constituted with quarterly reports submitted				
	Monitoring admin	5	5					
	State of affairs	2	2					
	Oversight civil servants	3	4					
	Commissions/ Boards	2	2					
	Central gov't	3	4					
		<b>Sub Total</b>	<b>17</b>			<b>20</b>		
	LEGISLATIVE ROLE	Council	2			2	The Chairman attended 6 council sittings although no motion or bill was presented by the executive	
		Motions Executive	2			6		
		Bills by Executive	1			7		
		<b>Sub Total</b>	<b>5</b>	<b>15</b>				
CONTACT WITH ELECTORATE	Meetings Electorate	5	5	The Chairman possessed a programme of meetings with his electorate and he is regularly invited for talk shows on all major FM stations in Mbale to address issues raised.				
	Issues by electorate	5	5					
		<b>Sub Total</b>	<b>10</b>			<b>10</b>		
PROJECTS	Projects Initiated	3	3	The Chairman initiated projects including the Busiu mattress factory and seconded the establishment of Busitema University in Mbale. He made financial contributions to Mbale market traders when fire razed their merchandise and signed an M.O.U with Star-E, S.D.S and Kissito Health Care to establish community help projects.				
	Communal Projects	1	2					
	NGOs	5	3					
		<b>Sub Total</b>	<b>9</b>			<b>10</b>		
MONITORING SERVICE DELIVERY ON NATIONAL PRIORITY PROGRAMME AREAS	Agriculture	7	7	The Chairperson did well under this parameter in almost all the sectors apart from FAL.				
	Health	7	7					
	Schools	7	7					
	Roads	7	7					
	Water Sources	7	7					
	FAL	0	5					
	Environment	5	5					
		<b>Sub Total</b>	<b>40</b>			<b>45</b>		

**Table 4: Speaker's Score-card FY 2013/14**

	<b>Name</b>	Muhammed Mafabi		
	<b>District</b>	Mbale		
	<b>Political Party</b>	Independent		
	<b>Constituency</b>	Bubyangu		
	<b>Gender</b>	M		
	<b>Terms</b>			
<b>Trends in Performance</b>	2011/12	75	100	
	2012/13	77	100	
	2013/14	79	100	
	% change	3		
<b>Parameter</b>	<b>Indicator</b>	<b>Score</b>	<b>Max Score</b>	<b>Explanatory Remarks</b>
<b>Legislative Function</b>	Chairing council	2	3	The Speaker chaired 6 council meetings but did not delegate to the deputy speaker. The rules of procedure were adopted in June 2011 and council sittings were held according to schedule. Records of issues and petitions were available in the Speaker's file however no motion or bill was presented and no paper was presented to guide council or committee.
	Rules of procedure	9	9	
	Business Committee	3	3	
	Records book	2	2	
	Record of motions	0	3	
	Special skills	0	5	
	<b>Sub Total</b>	<b>16</b>	<b>25</b>	
<b>Contact with Electorate</b>	Meetings Electorate	6	11	There was a programme of meetings available in the Speaker's diary and he has a coordinating centre at home. He communicated on NAADS releases, roads, sanitation and distributed coffee seedlings to farmers.
	coordinating center	6	6	
	<b>Sub Total</b>	<b>18</b>	<b>20</b>	
<b>LLG</b>	Participation in LLG	10	10	The Speaker attended LLG meetings and communicated on increased local revenue to attend to local needs and on the need to transfer medical staff for better services.
<b>Monitoring NPPAs</b>	Health	5	7	The Speaker generally monitored a substantial number of service delivery facilities in all the sectors.
	Education	5	7	
	Agriculture	7	7	
	Water	5	7	
	Roads	5	7	
	FAL	3	5	
	Environment	5	5	
	<b>Sub total</b>	<b>35</b>	<b>45</b>	

**Table 5: Summary performance of Mbale District Councillors FY 2013/14**

Identifiers	Trends in Performance				Legislative role				Contact with electorate		LLGs		Monitoring NPPA							Sub Total
	2011/12	2012/13	2013/14	% change	Plenary	Committee	Motion	Special skill	Sub total	Meeting electorate	Office	Sub county meetings	Health	Education	Agriculture	Water	Roads	FAL	ENR	
<b>Name</b>	100	100	100		8	8	5	4	25	11	9	10	7	7	7	7	7	5	5	45
<b>Sub-county</b>																				
<b>Political Party</b>																				
<b>Maximum Score</b>	100	100	100		8	8	5	4	25	11	9	10	7	7	7	7	7	5	5	45
<b>Gender</b>	M	M	M		8	8	0	0	13	9	9	10	7	7	7	7	7	5	2	36
<b>Terms</b>	1	1	1		5	8	0	0	9	9	9	10	7	7	7	7	7	5	2	31
<b>Sub-county</b>																				
<b>Political Party</b>																				
<b>Maximum Score</b>	100	100	100		8	8	5	1	22	9	9	18	7	3	7	3	3	3	3	28
<b>Gender</b>	M	M	M		8	8	5	1	9	9	9	10	7	3	7	3	3	3	2	30
<b>Terms</b>	2	64	67		1	8	0	0	9	9	9	10	7	1	5	5	7	3	2	21
<b>Sub-county</b>																				
<b>Political Party</b>																				
<b>Maximum Score</b>	100	100	100		8	8	5	0	21	9	9	6	1	7	3	3	3	3	1	26
<b>Gender</b>	F	M	M		8	8	0	0	16	9	9	6	7	3	7	1	3	3	2	29
<b>Terms</b>	1	51	74		8	8	0	0	9	9	9	10	7	1	7	5	5	3	1	27
<b>Sub-county</b>																				
<b>Political Party</b>																				
<b>Maximum Score</b>	100	100	100		1	1	1	0	16	5	9	14	6	7	3	3	3	3	1	27
<b>Gender</b>	F	F	F		8	8	0	0	9	9	9	6	5	3	3	5	5	3	1	28
<b>Terms</b>	1	44	53		8	8	0	0	9	9	9	6	5	3	3	5	5	3	1	28
<b>Sub-county</b>																				
<b>Political Party</b>																				
<b>Maximum Score</b>	100	100	100		8	8	1	0	9	9	9	6	5	3	3	5	5	3	1	28
<b>Gender</b>	M	M	M		8	8	0	0	9	9	9	6	5	3	3	5	5	3	1	28
<b>Terms</b>	1	53	61		8	8	0	0	9	9	9	6	5	3	3	5	5	3	1	28

Identifiers	Political Party			Sub-county	Gender	Terms	Trends in Performance				Legislative role				Contact with electorate			LLGs	Monitoring NPPA						
	Name	Sub-county	Political Party				2017/12	2012/13	2013/14	% change	Plenary	Committee	Motion	Special skill	Sub total	Meeting electorate	Office		Subtotal	Sub county meetings	Health	Education	Agriculture	Water	Roads
Ahmed Bisigwa	Ind	Lwasso	M	1	58	60	58	-3	8	8	0	0	16	9	9	18	6	2	1	3	7	3	0	2	18
Jonathan Nagwere	NRM	Budwale	M	3	49	68	58	-15	8	8	0	0	16	0	9	9	6	5	5	5	5	5	1	1	27
Michael Kisolo	NRM	Nakaloke TC	M	2	57	66	58	-12	1	8	0	0	9	9	9	18	4	7	7	1	5	5	1	1	27
Kainza Batuuru	NRM	Bubyangu, Bufumbo	F	1	27	46	57	24	1	8	0	0	9	9	9	18	2	7	7	3	3	3	3	2	28
Barbara Lumoonya Kooba	Ind	Nyondo ,Busoba	F	1	42	62	57	-8	5	8	0	0	13	9	9	18	6	7	7	3	1	3	1	3	20
Michael Wafabi	NRM	Bufumbo	M	3	57	66	56	-15	8	8	2	0	18	5	9	14	6	3	5	1	5	3	0	1	18
Emmanuel Natseli	FDC	Mutoto	M	1	48	54	55	2	8	8	0	0	16	9	9	18	0	5	3	3	3	3	3	1	21
Abdallah Boola	NRM	Bukasakya	M	1	56	67	54	-19	1	1	0	0	2	9	9	18	6	7	1	7	7	1	3	2	28
Sam Wojega	FDC	Industrial Div	M	1	72	71	53	-25	8	8	5	0	21	9	9	18	0	5	3	3	0	0	1	2	14
Robert Wandwasi	NRM	Lukhonje	M	2	0	64	50	-22	8	8	0	1	17	0	9	9	4	3	1	3	5	3	3	2	20
Teddy Khaitsa	NRM	Bumbobi,	F	1	55	62	50	-19	8	8	0	0	16	5	9	14	2	5	5	1	5	1	1	0	18
Henry Manana	NRM	Northern Div	M	1	70	71	49	-31	8	8	5	0	21	3	9	12	2	3	3	0	3	3	0	2	14
Absalom Nabende	NRM	PWD	M	1	26	25	48	92	8	8	0	0	16	9	9	18	0	5	5	1	0	1	1	1	14
Robert Mabonga	NRM	Bungokho	M	1	63	71	48	-32	5	8	0	0	13	9	9	18	0	1	2	3	3	3	3	2	17
Adul Zak Mubaje	NRM	Wanale	M	1	59	60	47	-22	8	8	2	0	18	9	9	18	0	1	1	3	3	1	1	1	11
Alfred Namasa	FDC	Busiu	M	2	64	66	46	-30	8	8	2	0	18	5	6	11	6	1	1	1	5	1	1	1	11
Penima Namasa	NRM	PWD	F	1	41	43	44	2	1	8	2	0	11	9	9	18	2	1	3	3	0	1	3	2	13
Sam Mutenyio	NRM	Bumbobi	M	1	72	69	42	-39	1	8	0	0	9	2	9	11	2	5	5	1	5	1	1	2	20
Hony Wegosasa	NRM	Municipality	F	1	53	57	40	-30	1	8	0	0	9	5	9	14	0	5	5	3	0	1	1	2	17
Wolayo Aidat Kumasi	NRM	Bukonde, Lwasso	F	1	38	65	37	-43	1	1	0	0	2	9	9	18	0	0	3	3	3	3	3	2	17
Sula Mumeya	NRM	Bukonde	M	1	51	59	37	-37	1	8	0	0	9	9	9	18	0	1	1	1	3	1	1	2	10
Prossy Nadunga	FDC	Northern Division	F	1	20	47	35	-26	5	8	0	0	13	0	9	9	0	5	5	0	1	1	0	1	13
Sylvia Baluka	NRM	Northern Div	F	1	22	40	34	-15	1	8	0	0	9	9	5	14	6	1	1	0	1	1	0	1	5
Joseph Wasike	NRM	Nyondo	M	1	43	45	33	-27	1	8	0	0	9	7	9	16	2	1	0	1	1	1	1	1	6
Josephine Lumyolo	Ind	Busano	F	1	0	28	33	18	1	1	0	0	2	9	5	14	0	1	1	1	5	5	3	1	17
Sarah Nambuya	NRM	Busiu, Bumasakye	F	1	53	56	32	-43	1	8	0	0	9	6	9	15	2	1	0	1	1	1	1	1	6
Fazil Nambozo	FDC	Industrial Div	F	1	72	44	28	-36	1	1	0	0	2	9	9	18	2	1	1	1	1	1	0	1	6
Nasuru Mabanja	FDC	Namanyonyi	M	2	67	66	21	-68	5	8	0	0	13	0	2	2	0	1	1	1	1	1	0	1	6

## **POLICY RECOMMENDATIONS FOR IMPROVED SERVICE DELIVERY**

From the Mbale District Council Scorecard Report, it is recommended that:

1. The Central Government considers increasing the budgetary allocation for Mbale Local Government to meet service delivery priorities.
2. Mbale District Local Government design strategies to increase and effectively collect local revenue from the available local resources.
3. Mbale District Local Government intensifies monitoring by both political and technical leaders to check any sub-standard works on service delivery units.
4. Mbale District Local Government organizes training for councillors and citizens on their roles and responsibilities in implementing public service delivery.
5. Mbale District Local Government institutionalises the practice of production of monitoring reports by the elected leaders.
6. Mbale District Local Government includes more capacity building initiatives for council members/elected leaders on report writing, record keeping and minute taking.

The full report on these findings can be accessed on ACODE's online information center at:

<http://www.acode-u.org/>

### **About the Authors**

**Peter Bogere** is an Independent Researcher and he is also a Program Officer, Bugisu NGO Forum.

**Steven Masiga** is an Independent Researcher and he is also the Programme Officer Good Governance Tracking Center.

**Aggrey Mugalya** is an Independent Researcher and he is the Coordinator Bugisu Civil Society Network (BUCINET).