



MBALE 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 district elected leaders and the Council of Mbale District Local Government (MDLG) during FY 2018/19.

1.1 About the District

Mbale District Local Government is located in eastern Uganda bordering the districts of Manafwa, and Bududa in the east, Sironko in the north, Bukedea in the northwest, Budaka and Butebo in the west, Tororo and Butaleja in the southwest. During the year under review, Mbale District consisted of 21 Sub Counties, 5 Town Council, 1 Municipal Council with 3 Divisions, 145 parishes/wards and 1,037 villages/cells. Two administrative units of Jewa Town Council and Bunambutye Sub County were recently created but are not yet functional due to resource constraints. By 2020, Mbale's population was projected to be at 586,300 with 278,500 males and 307,800 females (UBOS, 2018).

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 to service delivery units and photography to collect the relevant data. The assessment was conducted between

July to September 2019. A total of 52 political leaders (50 District Councillors, Chairperson and Speaker) and Council were assessed.

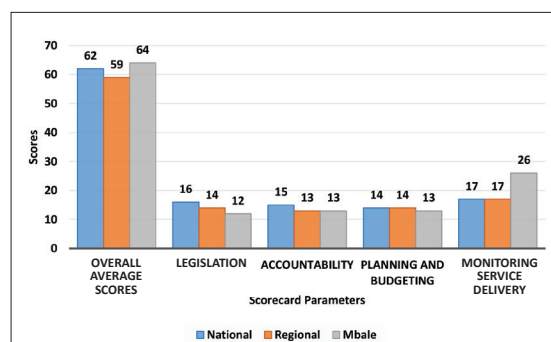
2.0 Results of the Assessment

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

2.1 Performance of Mbale District Council

Mbale District Council had a total of 52 members including the Chairperson and Speaker. The Council scored 64 out of a possible 100 points. With the average scores of 62 for the 35 councils assessed, Mbale District Council's performance was good. At a regional level, Mbale District Council was ranked 5th out of the 8 districts assessed from eastern Uganda. Mbale District Council emerged as the best council under the parameter of monitoring service delivery (26 out of a possible 30 points) compared to other councils assessed in the eastern region. Despite the good performance, the District Council did not register an impressive performance under the parameters of legislation (12 out of 25 possible points) and accountability (13 out of 25 possible points). Details of the Mbale District Council Performance are presented in Table 1.

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



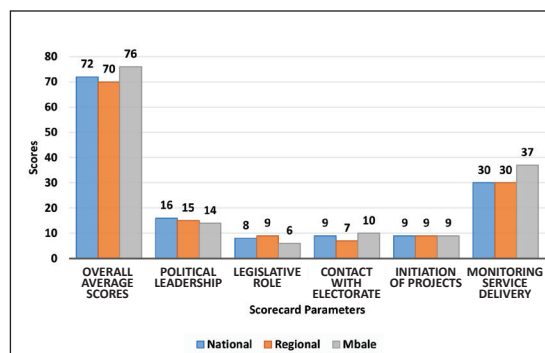
Source: Local Government Councils Scorecard Assessment FY 2018/19

2.2 Performance of the District Chairperson

During the year under review, the District Chairperson was Hon. Bernard Mujasi, who was serving his fourth term in office. He subscribes to the ruling party, the National Resistance Movement (NRM). Chairman Mujasi scored 76 points out of a possible 100 points. With an average score of 72 points for all the District Chairpersons assessed, Chairman Mujasi's performance was good. Chairman Mujasi performed well with regard to maintaining close contact with the electorate (10 out of 10 possible points), monitoring the delivery of public services in the district (37 out of 45 points) and initiation of projects (9 out of 10 possible points).

However, his overall performance was limited by low scores especially on the parameter of legislation role where he garnered 6 out of 15 possible points. This was attributed to the fact that he did not meet the required threshold in attendance of council meetings as well as the failure by the executive to present bills in council. Details of the Chairperson's performance are presented in Table 2.

Figure 2: Mbale District Chairperson's Performance on Key Parameters Relative to National and Regional Average Performances

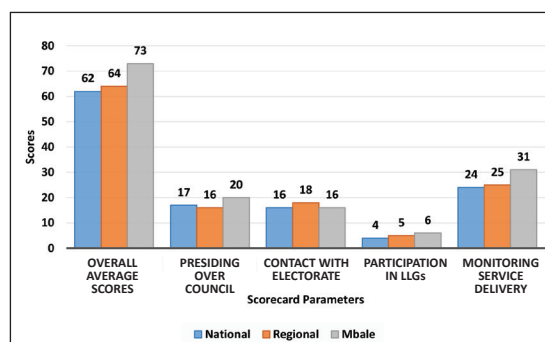


Source: Local Government Councils Scorecard Assessment FY 2018/19

2.3 Performance of Speaker of Council

Hon. Muhammed Mafabi was the Speaker of Mbale District Council; he represents Bubyangu Sub County in the district council. At the time of the assessment, he was serving his third term in office. Speaker Mafabi was elected to council on the independent ticket. In terms of performance, the Speaker scored 73 out of a possible 100 points. With an average score of 61 for all the Speakers assessed, Speaker Mafabi's performance was good. Considering that the Speaker's office is full-time, he was able to strike a balance between his office work, as a speaker and also perform his role as a councillor. For instance, Hon. Mafabi was able to monitor the delivery of public services in Bubyangu Sub County

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



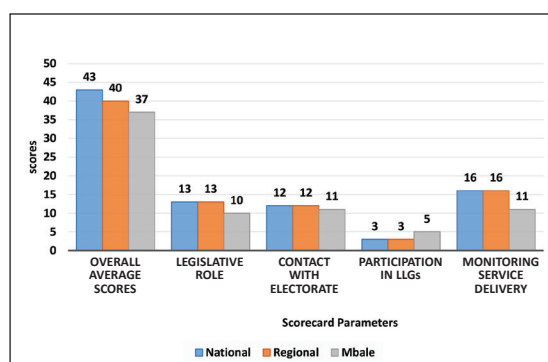
Source: Local Government Councils Scorecard Assessment FY 2018/19

and also maintain close contact with his electorate. He was particularly able to acquire information on issues affecting his electorate and in exchange share feedback from the District Council. He obtained 31 out of 45 points and 16 out of 20 points under the parameters of monitoring service delivery and contact with electorate respectively. Details of the Speaker's performance are presented in Table 3.

2.4 Performance of Mbale District Councillors

Overall, the average performance of Mbale District Councillors declined from 43 points in the previous assessment to 37 in FY 2018/19. Out of the 50 District Councillors assessed, Hon. Michael Kisolo representing the people of Nakaloke Town Council scored 89 points out of a possible 100 points and emerged as the best performing councillor in Mbale District Council. On the other hand, the best female District Councillor was Hon. Jessica Wanna who represents the women of Namanyonyi Sub County; she scored 55 points out of a possible 100 points. Her performance was above average. During the year under review, Mbale District Council received 2 new District Councillors representing workers whose performances were not impressive. The Female Councillor representing workers garnered 11 out of 100 possible points while the Male Councillor representing workers obtained 32 out of 100 possible points. The poor performance was attributed to the fact that they were not well acquainted with their roles in council. Details of Councillors' performance are presented in Table 4.

Figure 4: Mbale District Councillors' performance 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 Key Factors Enabling Good Performance

- **Council meetings conducted on schedule:** Council managed to convene all the 6 (six) council meetings in the financial year under review that enabled effective participation of council members.

- **Capacity building on legislation:** MDLG invested in building the capacity of the elected political leaders in a workshop convened in Mukono District in an exchange learning visit. In addition, the Committee of Finance, Planning and Administration was also taken to Kyegegwa district to learn some of the good practices that improved their performance.

3.2 Key Factors Affecting Performance

- **Poor documentation and record keeping:** Whereas there was an improvement in documentation and record keeping, this challenge persisted among most of the members of council. During the face to face interviews, most councillors admitted not to have any documentation to support their claims for the work done during the year under review. Some of the councillors who had monitored service delivery points claimed that they could not locate the monitoring reports thus affecting their performance.
- **Failure to monitor the delivery of public services:** Findings revealed that 34 out of 52 assessed leaders had not monitored service delivery in their respective constituencies. For those who did, their focus was majorly in schools and health centres. This implied that a lot of issues hindering service delivery had been overlooked which explained low levels of meaningful participation in council debates.
- **Limited contact with the electorate:** There was limited contact with the electorate which was attributed to the high expectations from the communities they represented majorly in form of monetary assistance.
- **Limited participation in LLG meetings:** Many councillors did not participate in the meetings of Lower Local Governments and this was blamed on the failure of LLG officials to communicate timely as well as the conflicting schedules of meetings at the different levels.

3.0 Recommendations

- Facilitation should be provided by District Council to ensure that they perform their monitoring role. This can be done by emulating best practices from other districts. A case in point is Lira District Council which provides fuel every month to each individual councillor to enable them perform their monitoring role.
- The District should strengthen its capacity building plan to provide for continuous trainings to councillors on their roles and duties in council.
- The office of the Speaker of council should liaise with the various leaders of Sub-counties to harmonise their schedules for council meetings so as to avoid conflicting schedules.

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

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 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	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
	Mbale	64	64	2	1	1	3	0	0	0	2	2	1	12	4	3	4	2	0	13	5	4	4	13	5	5	4	4	4	2	2
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 Mbale 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
Bernard Mujasi	M	Mbale	NRM	4	0	76	0	5	2	3	2	2	14	2	4	0	6	5	5	10	3	1	5	9	7	7	7	5	3	3	5	37
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: Performance of the Speaker of Council, Mbale District FY 2018/19

Identifiers					Perfor mance		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	LLG Participation in	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	5	5	5	45
Mafabi Muhammed	IND	Bubyangu	Mbale	M	3	94	73	-22	3	9	3	2	3	0	20	7	9	16	6	7	7	3	7	3	2	2	31
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 Mbale 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	5	5	45
Michael Kisolo	IND	Nakaloke TC	M	3	71	89	25	8	8	5	1	22	11	9	20	10	7	7	7	3	3	5	5	37
Joram Mayatsa	NRM	Older Persons	M	1	83	87	5	8	8	5	1	22	11	9	20	10	7	3	7	7	2	2	35	
Michael Mabonga	NRM	Wanale	M	1		57		3	8	0	1	12	7	9	16	10	3	3	3	5	3	2	0	19
Jessica Wana	NRM	Namanyonyi	F	1	64	55	-14	1	8	5	0	14	6	9	15	6	3	7	3	1	1	0	5	20
Joseph T. Wanzala	NRM	Bukiende	M	1	45	54	20	1	8	0	1	10	3	9	12	10	7	7	1	0	7	0	0	22
Milly Nabalayo	NRM	Bumasikye/Busiu TC	F	1	62	54	-13	1	8	5	0	14	0	9	9	6	7	7	3	1	3	2	2	25
Henry Manana	NRM	Northern Div	M	2	54	53	-2	8	8	5	1	22	0	9	9	10	1	0	0	5	5	0	1	12
Hussein Magomu Kahandi	NRM	Bukonde	M	1		52		1	8	2	0	11	8	9	17	10	3	3	3	3	0	0	2	14
Emmanuel Natseli	IND	Mutoto	M	2	45	51	13	1	1	5	0	7	4	9	13	10	5	5	1	5	5	0	0	21
Ayyubu Mugooli	NRM	Youth	M	1	46	51	11	8	8	5	1	22	6	6	12	0	3	3	1	1	7	2	0	17

Identifiers				Perfor mance			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																		
Maximum Scores																								
Michael Mafabi	NRM	Bufumbo	M	3	56	50	-11	1	8	0	0	9	4	9	13	10	5	5	1	1	1	1	4	18
Baturu Mwambu	NRM	Bufumbo/Bubyangu	F	1	57	49	-14	1	8	5	0	14	1	9	10	10	1	3	3	3	3	0	2	15
Khisa Kulusumu	NRM	Wanale/Budwale	F	3	49	49	0	3	8	2	0	13	4	9	13	6	3	7	3	3	1	0	0	17
Aisha Mutonyi Mugoya	NRM	Bukonde/Lwaso	F	1	35	48	37	1	8	0	0	9	4	9	13	10	5	7	0	1	1	0	2	16
Teddy Khainza Wayira	NRM	Bungokho/Bumbobi	F	2	44	48	9	3	8	2	0	13	3	9	12	10	1	3	3	1	3	0	2	13
Edith Mary Wakumire	NRM	Older Persons	F	1	21	48	129	1	3	0	0	4	11	9	20	2	3	3	3	1	7	0	5	22
Moses Nabende	NRM	Bungokho S/C	M	1	26	47	81	1	8	5	0	14	1	9	10	6	5	5	1	1	5	0	0	17
Shiama Wabulo Hajat	NRM	Northern Div	F	1	39	43	10	1	8	0	1	10	1	9	10	0	5	5	1	5	1	1	1	23
Rose Nafuna	FDC	Industrial Div	F	1	50	42	-16	8	8	5	0	21	3	9	12	2	1	1	1	1	1	1	1	7
Khainza Lukaya Masaba	NRM	Mutoto/Nauyo/Bukasa	F	1	45	41	-9	1	8	0	0	9	0	9	9	10	1	5	1	3	1	2	0	13
Abdul Mubajje Zak	NRM	Wanale Div	M	3	40	41	3	1	8	2	0	11	0	9	9	0	5	5	7	1	1	0	2	21
Josephine Lunyolo	NRM	Busano S/C	F	2	41	40	-2	1	1	0	0	2	3	9	12	4	5	5	1	5	5	0	1	22
Aisha Mwanakaro	FDC	Nakaloke TC/ Namabasa	F	2		40		1	8	0	0	9	1	9	10	6	0	3	7	3	0	2	0	15
Emmanuel Shimiyu	NRM	Lukhonje	M	1	38	35	-8	1	8	0	0	9	4	9	13	6	1	1	1	1	1	1	1	7
Rogers Odoi	IND	Bukasakya	M	1	24	34	42	1	8	0	1	10	3	9	12	10	1	1	0	0	0	0	0	2
Ahmed Bisigwa	NRM	Lwaso	M	1	37	34	-8	1	8	0	0	9	11	9	20	0	1	1	1	1	1	0	0	5
Barbara Lumonya Kooba	NRM	Nyondo/Nabumali TC	F	2		32		1	0	0	0	1	8	9	17	0	1	5	3	3	0	0	2	14
Martin Walera	IND	Workers	M	2		32		8	8	5	0	21	0	9	9	0	1	1	0	0	0	0	0	2
Sam Mubajje	IND	Budwale S/C	M	1	43	31	-28	1	8	0	0	9	0	9	9	0	1	5	1	1	5	0	0	13
Alice Nandutu	NRM	PWD	F	1	10	31	210	1	1	0	0	2	0	9	9	0	7	7	3	0	3	0	0	20
Eric Nangosya	FDC	Bumasikye S/C	M	1	50	30	-40	1	1	0	0	2	4	9	13	10	5	0	0	0	0	0	0	5
Aaron Siu*	NRM	Busoba S/C	M	2	49	28	-43	8	8	5	0	21	0	0	0	6	0	1	0	0	0	0	0	1
Issa Hussein Mutuba	NRM	Industrial Div	M	1	52	28	-46	1	8	2	0	11	0	9	9	6	1	1	0	0	0	0	0	2
Asina Mafuko	FDC	Wanale Div	F	1	24	28	17	1	8	0	0	9	4	9	13	0	5	1	0	0	0	0	0	6
Sylvia Khainza	NRM	Bukiende/Lukhonje	F	1	42	25	-40	1	1	0	0	2	0	9	9	10	1	0	3	0	0	0	0	4

Identifiers				Perfor mance			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	5	5	45	
Godfrey Khaukha*	NRM	Nakaloke S/C	M	1	51	25	-51	1	8	0	0	9	0	9	9	0	0	5	0	1	1	0	0	7
Azida Nambozo	NRM	Nakaloke S/C	F	1	28	25	-11	1	8	0	0	9	0	6	6	6	1	1	1	0	1	0	0	4
William Masai	NRM	Namabasa S/C	M	1		25		1	8	0	0	9	1	9	10	6	0	0	0	0	0	0	0	0
Rose Wandiyetye Khakasa	NRM	Busoba/Nyondo	F	2	47	24	-49	1	8	0	0	9	4	9	13	2	0	0	0	0	0	0	0	0
Francis Musaka	NRM	Nyondo	M	1	19	24	26	1	8	2	0	11	0	9	9	0	1	1	1	0	0	0	0	4
Paul Sam Wakalawo	NRM	Busano S/C	M	1		23		1	8	0	0	9	3	6	9	0	1	4	0	0	0	0	0	5
Isaac Kiragule	NRM	Nauyo/Bugema TC	M	1		23		1	0	0	0	1	3	9	12	10	0	0	0	0	0	0	0	0
Absolom Nabende	NRM	PWD	M	3	44	23	-48	1	8	0	0	9	4	9	13	0	0	0	0	0	0	1	0	1
Geoffrey Charles Mubakye	NRM	Nabumali S/C	M	1		22		1	0	0	0	1	3	9	12	6	1	1	1	0	0	0	0	3
Nasuru Mabanja*	FDC	Namanyonyi S/C	M	3	65	22	-66	3	8	2	0	13	0	9	9	0	0	0	0	0	0	0	0	0
Judith Wemesa	NRM	Youth	F	1	31	18	-42	1	8	0	0	9	0	9	9	0	0	0	0	0	0	0	0	0
Aidah Nafuna	NRM	Workers	F	1		11		1	1	0	0	2	0	9	9	0	0	0	0	0	0	0	0	0
Peter Mweru*	NRM	Bumbobi S/C	M	1	8	9	13	1	8	0	0	9	0	0	0	0	0	0	0	0	0	0	0	0
Stephen Shimanya*	NRM	Busiu S/C	M	1		9		1	8	0	0	9	0	0	0	0	0	0	0	0	0	0	0	0
Alfred Namasa*	FDC	Busiu TC	M	2	45	7	-84	1	0	0	0	1	0	5	5	0	1	0	0	0	0	0	0	1
Average					43	37	0	2	6	1	0	10	3	8	11	5	2	3	2	1	2	0	1	11

*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.

ABOUT THE AUTHORS

Oscord Mark Otile is a Research Officer at ACODE. He is an expert on Uganda's Decentralisation Policy with over 9 years' experience working under ACODE's Local Government Councils' Scorecard Initiative (LGCSCI). He has been a trainer on the implementation of ACODE's CEAP methodology which was introduced in 2015 especially in the 35 districts where the scorecard assessments of district councils have been implemented. Otile is a public policy analyst and a social critic. He has published policy briefs and opinion articles on topics around decentralization and local governance in Uganda. Otile holds a Bachelor's Degree of Development Studies of Makerere University, Kampala.

Hamza Wamono is a Development Consultant and policy analyst and a co-founder of Rathe Consult International. Wamono has over 2 years' experience undertaking the Scorecard assessment as the Lead Researcher for Mbale and Bududa districts under the Local Government Council Scorecard Initiative (LGCSCI). Previously, he worked as Executive Director of Bugisu NGO Forum, a regional NGO that promotes democracy, good governance and transparency, policy analysis and advocacy and community development.

Steven Masiga is the Director Makerere University Mbale branch and holds Bachelor's Degree and a Diploma in Education from Makerere University and Master's in Public Administration. He is a veteran transformative researcher and has done research work for ACODE, OXFAM, UNAMIS, and Good Governance Centre Mbale and Ministry of Health on Family Planning.

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