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LOCAL GOVERNMENT COUNCILS' PERFORMANCE AND PUBLIC SERVICE DELIVERY IN UGANDA

Jinja District Council Score-Card Report FY 2013/2014

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OVERVIEW OF JINJA DISTRICT DURING FY2013/14

BACKGROUND AND RATIONALE

This policy brief presents findings from the 2013/14 assessment of Jinja 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 Jinja which was being assessed for the third 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.

In line with the Local Government structure, Jinja District Local Government is managed by two teams; the political team and the technical team. The political arm of the district was headed by the District Chairperson, Hon. Frederick Gume Ngobi who was assisted by 26 elected councillors (including the speaker) while the technical arm was headed by Ms. Olive Hope Nakyanzi as the Chief Administrative Officer (CAO).

Jinja District is endowed with several tourist attractions including: the Source of the Nile, Owen Falls Dam, Buwala Falls, Itanda Falls, Rippon Falls and pier, Kyajame Falls and Mpumude Hills Cultural Site. These generate revenue for individual entrepreneurs as well as the District Local Government. With the construction of the Bujagali dam, the district lost one of its major revenue sources especially from the much enjoyed rafting and kayaking on the Nile. Nevertheless, Bujagali Power dam (owned by Bujagali Energy Limited) is now operational and contributing 255 megawatts to the National Grid.

The district's main economic activity is agriculture, predominantly at subsistence level, which employs over 86 per cent of the population with National Agriculture Advisory Services (NAADS) supporting many farmers. In terms of education, the district had a total of 87 government aided primary schools and over 200 private primary schools in FY2013/14 with a total enrolment rate of 60,241 pupils, of which 29,698 pupils were male and 30, 543 were female. The high enrollment rate, particularly in government aided primary schools, is a result of the Universal Primary Education (UPE) programme.

In terms of PLE performance, there was a significant improvement of pupils obtaining Division II from 39.7 per cent (FY2012/ 2013) to 40 per cent (FY2013/2014) and Division III from 18.7 per cent (FY2012/ 2013) to

22.7 per cent (FY2013/2014). However, the number of pupils that obtained Division I decreased slightly from 7 per cent in FY2012/ 2013 to 6.5 per cent in FY2013/2014. The decline in PLE performance was mainly attributed to poor infrastructure, the late release of funds and limited support from parents in the education of their children.

Figure 1: Pupils in Kivubuka P/S sit on the floor during a lesson due to shortage of furniture (Credit: ACODE Digital Library)



In Jinja District urban centres have access to piped water under the National Water and Sewerage Corporation (NWSC) while rural centers rely on other water sources like boreholes, protected springs, protected wells and gravity flow schemes. During the year under review, Jinja District water coverage was at 65 per cent with an improvement in the functionality of water facilities (93 per cent) although sanitation coverage was only 84 per cent. Despite the impressive statistics in the water and sanitation sector, findings revealed that there was general laxity of community members to maintain the available water sources. Worse still, some communities had vandalized existing boreholes and research findings suggest that such minimal community responsibility is partly responsible for a non-functional Water User Committees (WUCs).

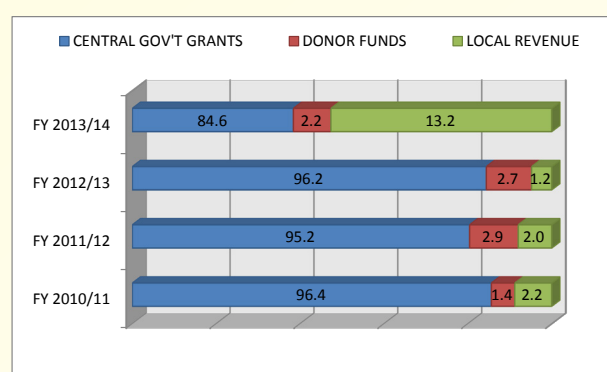


Figure 2: Community members queuing up to access water from a water source donated by Madhavani Group of Companies (Credit: ACODE Digital Library)

FACTORS AFFECTING SERVICE DELIVERY IN JINJA DISTRICT

- a) **Budgetary Constraints:** Although Jinja District realized an improvement in local revenue collection from 1.2 per cent (FY 2012/13) to 13.2 per cent (FY2013/14) of the district budget (UGX 29.8 billion) these were as a result of the payment of arrears from royalties¹ and the sale of one of the district properties². Central government transfers remained insufficient compared to the growing populations (as shown in Figure 3) and locally generated revenue must come from sustainable sources.

Figure 3: A 4-year comparative revenue performance for Jinja District



Source: Jinja District Final Accounts FY 2010/2011 – 2013/14

- b) **Limited Support Supervision:** Whereas the district is trying to deliver on services, the capacity of nearly all the sectors to undertake monitoring is undermined by understaffing, inadequate funding and the poor condition of field vehicles. This results in limited support supervision and sees that the repair and maintenance of existing services is not carried out effectively.
- c) **Procurement Challenges:** Bureaucratic procurement procedures and poor staffing of the PDUs has hampered the timely implementation of activities and delivery of services to the people. For instance in FY 2013/14, the failure to fully implement activities in the water and education sectors was partly due to the delayed procurement of contractors.
- d) **Poor Documentation and Record-Keeping:** Many councilors did not write in the visitor's books and where they did the comments did not reflect the purpose of their visit. Others faced challenges include report writing and

1 The royalties received included the arrears from the year 2012/13 from ESKOM and totaled UGX.354.000.000

2 The Plot 2 at Busoga Square was sold at a tune of UGX.2.5bn to Bank of Uganda

the poor use of diaries provided by ACODE. Failing to document and keep records on the part of district councillors halts the flow of information from citizens and service delivery points for inclusion in monitoring reports and later during debates in council. All these forms of documentation and record keeping are vital forms of communication to ensure that service delivery priorities be addressed.

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 Jinja 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: Jinja District Council Score-card FY 2013/14

Trends in Performance				
	2011/12	44	100	
	2012/13	66	100	
	2013/14	82	100	
	% change	24		
Parameter	Indicator	Score	Max Score	Explanatory Remarks
LEGISLATIVE ROLE	Rules of Procedure	2	2	The rules of procedures were amended in previous years and proof of subscription payment to ULGA provided. The District Council made a resolution and sent it to ULGA regarding an increment of facilitation for political leaders and evidence of two ordinances at second hearing was availed.
	Membership to ULGA	2	2	
	Committees of Council	3	3	
	Motions passed	2	3	
	Ordinances	1	3	
	Conflict Resolution	1	1	
	Public Hearings	2	2	
	Legislative resources	3	4	
	Petitions	2	2	
	Capacity building	3	3	
	Sub total	21	25	
ACCOUNTABILITY TO CITIZENS	Fiscal Accountability	4	4	The client charter was distributed to all stakeholders however was not displayed in public areas and there was no evidence of council debate on corruption and human rights issues. Despite claims of submission of PAC reports there was no evidence seen to support the claim.
	Political Accountability	6	8	
	Administrative Accountability	4	8	
	Involvement of CSO	2	2	
	Principles of accountability	2	3	
		Sub total	18	
PLANNING & BUDGETING	Plans, Vision and Mission	5	5	The District Council was able to improve on revenue from the royalties of BEL and sale of the Plot 2 Busoga square.
	District Budget	4	4	
	Local Revenue	9	11	
		Sub total	18	
MONITORING SERVICE DELIVERY ON NPPAS	Education	5	5	The District Council adopted the joint monitoring of service delivery points as opposed to individual committee monitoring. This was done well in health, education, roads, agriculture and FAL sectors however, the remaining sectors were still wanting.
	Health	5	5	
	Water and sanitation	2	4	
	Roads	4	4	
	Agriculture	4	4	
	FAL	3	4	
	ENR	2	4	
		Sub total	25	

Table 2: Chairperson's Score-card FY2013/14

		Fredrick Gume Ngobi		NRM	
Trends in Performance	2011/12	66	100		
	2012/13	87	100		
	2013/14	78	100		
	% change	-12			
Parameter	Indicators	Score	Max Score	Explanatory Remarks	
POLITICAL LEADERSHIP	DEC	3	3	The Chairperson chaired DEC meetings and delegated at least once to his vice. All other boards were fully constituted.	
	Monitoring admin	5	5		
	State of affairs	2	2		
	Oversight civil servants	3	4		
	Commissions/Boards	2	2		
	Central gov't	3	4		
	Sub Total	18	20		
LEGISLATIVE ROLE	Council	2	2	The Chairperson attended at least four meetings. Under his leadership, Jinja DLG petitioned Central Government and the district was able to secure royalties to a tune of UGX.350 million.	
	Motions Executive	6	6		
	Bills by Executive	3	7		
	Sub Total	11	15		
CONTACT WITH ELECTORATE	Meetings Electorate	5	5	The Executive forwarded council bills on food security, and accountability under NAADS and motions on having monitored funds collected in one pool, among others.	
	Issues by electorate	5	5		
	Sub Total	10	10		
PROJECTS	Projects Initiated	3	3	The Chairperson initiated the sale of Plot 2 Busoga Square and made material contributions to the community.	
	Communal Projects	2	2		
	NGOs	3	3		
	Sub Total	8	10		
MONITORING SERVICE DELIVERY ON NATIONAL PRIORITY PROGRAMME AREAS	Agriculture	5	7	The Chairperson monitored a substantial number of service delivery facilities especially in agriculture, education, road, water and environment.	
	Health	2	7		
	Schools	5	7		
	Roads	7	7		
	Water Sources	5	7		
	FAL	3	5		
	Environment	4	5		
	Sub Total	31	45		

Table 3: Speaker's Score-card FY 2013/14

Trends in Performance	Name	Richard Mayengo			
	District	Jinja			
	Political Party	NRM			
	Constituency	Mafubira			
	Gender	M			
	Terms				
Trends in Performance	2011/12	68	100		
	2012/13	73	100		
	2013/14	60	100		
	% change	-18			
Parameter	Indicator	Score	Max Score	Explanatory Remarks	
Legislative Function	Chairing council	3	3	The Speaker ensured that rules of procedure were adopted and that council sittings were held according to schedule. Records of issues and petitions available in the Speaker's file.	
	Rules of procedure	9	9		
	Business Committee	3	3		
	Records book	2	2		
	Record of motions	3	3		
	Special skills	5	5		
Sub Total	25	25			
Contact with Electorate	Meetings Electorate	7	11	The Speaker had an office at the district and in Idogolo but the latter is not very active, given the busy schedule of the Speaker.	
	coordinating center	6	9		
	Sub Total	13	20		
LLG	Participation in LLG	4	10	The Speaker attended less than four LLG sessions in his sub-county.	
Monitoring NPPAs	Health	1	7	The monitoring of projects was a weak area for the Speaker especially in his constituency; most of the monitoring was during multi sectoral committee monitoring.	
	Education	3	7		
	Agriculture	3	7		
	Water	3	7		
	Roads	3	7		
	FAL	3	5		
	Environment	2	5		
	Sub total	18	45		

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

Identifiers	Name	Political Party	Sub-county	Gender	Terms	Trends in Performance				Legislative role				Contact with electorate		LLGs	Monitoring NPPA														
						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	Sub Total					
						100	100	100		8	8	5	4	25	11	9	20	10	7	7	7	7	7	7	5	3	1	1	31		
						Maximum Score																									
Ayub Wabika		FDC	Budondo	M	1	69	74	78	5	8	8	2	1	19	9	9	18	10	7	7	7	7	7	5	3	1	1	1	31		
Annet Musika		NRM	Budondo	F	2	72	76	78	3	8	8	0	0	16	9	9	18	10	7	7	7	3	3	7	5	2	2	34			
Peter Kamwami Muwaya		FDC	PWD	M	1	25	59	72	22	8	8	0	0	16	9	9	18	8	7	7	7	3	7	3	3	0	0	30			
Florence Asio		NRM	Youth	F	2	74	49	70	43	8	8	5	0	21	9	9	18	10	7	7	7	3	3	3	3	1	1	21			
Sarah Balidawa		NRM	Buwenge T/C	F	1	63	53	69	30	8	8	5	1	22	9	9	18	10	3	3	3	5	5	1	1	1	1	19			
Paul Balidawa		NRM	Kakira T/C	M	1	63	66	64	-3	8	8	5	0	21	9	9	18	10	3	3	3	1	1	5	1	1	1	15			
Peter Muwanika		FDC	Walukuba/ Masese	M	1	34	57	63	11	8	8	0	0	16	9	9	18	6	7	7	3	1	5	0	0	0	0	23			
Rose Mukama		NRM	Matubira	F	1	50	57	58	2	8	8	0	0	16	9	9	18	10	1	1	1	5	5	1	1	1	0	14			
Mohammed Katuntubiru		FDC	Youth (Budondo)	M	2	66	54	58	7	8	8	5	0	21	9	9	18	2	3	3	1	3	3	3	3	1	1	17			
Yakut Tenywa		Ind	Matubira A	M	2	28	50	57	14	8	8	0	1	17	9	9	18	0	3	3	0	7	7	1	1	1	22				
Grace Luya		NRM	Butagaya	M	1	21	56	56	0	8	8	0	0	16	9	9	18	10	5	3	1	1	1	1	0	1	12				
Sylvia Mpabulungi		NRM	Busede	F	1	45	49	54	10	8	8	0	1	17	9	9	18	0	5	5	5	1	1	1	1	1	19				
Kassim Ntambi		NRM	Bugembe TC	M	1	43	45	49	9	5	8	0	0	13	9	9	18	2	5	7	1	1	1	0	1	0	16				
Asuman Akiki Kiomi		NRM	Buwenge	M	1	49	49	48	-2	8	8	0	0	16	9	9	18	6	3	1	0	1	1	1	1	1	8				
Juliet Mutesi		NRM	Bugembe T.C	F	1	24	45	47	4	8	8	0	0	16	9	5	14	6	3	1	1	1	0	5	0	1	11				
Mohammed Khalifa Mbentyo		FDC	Central Division	M	1	66	63	47	-25	8	8	0	1	17	9	9	18	6	1	1	1	1	0	1	1	1	6				
Jane Lilly Obwoya		NRM	Jinja Municipal West	F	1	49	49	45	-8	8	8	0	0	16	9	9	18	6	1	1	1	1	0	0	1	1	5				
Victor Ssembera		NRM	Butagaya	F	1	49	51	45	-12	1	8	0	0	9	9	9	18	0	5	5	0	5	1	1	1	1	18				
Patrick Mutaasa		NRM	PWD	M	2	79	45	41	-9	8	8	0	0	16	9	2	11	6	1	3	1	1	1	1	0	1	8				
Loy Kabanda Kyalo		NRM	Mpumudde Kimaka	F	1	58	43	38	-12	1	1	0	0	2	9	5	14	6	1	1	7	3	1	1	1	2	16				
Fazila Kawuma		NRM	PWD	F	1	53	47	37	-21	8	8	0	0	16	9	9	18	0	1	1	0	0	1	0	1	0	0	3			
Christine Monica Abuze		FDC	Jinja East	F	1	35	42	23	-45	8	8	5	0	21	0	2	2	0	0	0	0	0	0	0	0	0	0	0			
Samuel Kauta		NRM	Busede	M	1	38	43	20	-53	8	8	2	0	18	0	2	2	0	0	0	0	0	0	0	0	0	0	0			
Aloysious Mugumira		FDC	Buyengo	M	2	32	56	18	-68	8	8	0	0	16	0	2	2	0	0	0	0	0	0	0	0	0	0	0			
Immaculate Auma Pajobo		NRM	Kakira T.C	F	1	33	40	11	-73	1	8	0	0	9	0	0	0	2	0	0	0	0	0	0	0	0	0	0			
Average					1	49	53	50	-7	7	8	1	0	16	8	7	15	5	3	3	2	2	2	2	2	1	1	14			

POLICY RECOMMENDATIONS FOR IMPROVED SERVICE DELIVERY

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

1. Central Government considers increasing the budgetary allocation for Jinja Local Government to meet service delivery priorities.
2. Jinja District Local Government continues devising strategies to increase and effectively collect the local revenue from the available local resources, particularly from sustainable sources.
3. Jinja District Local Government intensifies monitoring by both political and technical leaders to check any shoddy works on service delivery units.
4. Jinja District Local Government continuously orients councillors and citizens on their roles and responsibilities in implementing public service delivery.
5. Jinja District Local Government institutionalizes the practice of production of monitoring reports by the elected leaders.
6. Jinja District Local Government includes more capacity building initiatives for council members and 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

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