



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 Jinja District Local Government (JDLG) during FY 2018/19.

1.1 About the District

Jinja District is located approximately 87 kilometres by road, east of Kampala, comprising one of the nine (9) districts of Busoga region with its Headquarters located at Busoga Square within Jinja Municipality. Jinja District is bordered by Kamuli district to the north, Luuka district to the east, Mayuge district to the southeast, Buvuma district to the south, Buikwe district to the west and Kayunga district to the northwest. It is comprised of two counties with six rural sub counties, three town councils and a municipality comprised of three divisions. By 2020, Jinja’s population is projected to be at 515,100; 252,700 males and 262,400 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 LGSCSI assessment used face-to-face structured interviews, civic engagement meetings, documents' review, key informant interviews, verification visits to service delivery units and photography to collect the relevant data. The assessment was conducted between July to September 2019. A total of 30 elected leaders (28 District Councillors, Chairperson and Speaker) and Council were assessed.

2.0 Results of the Assessment

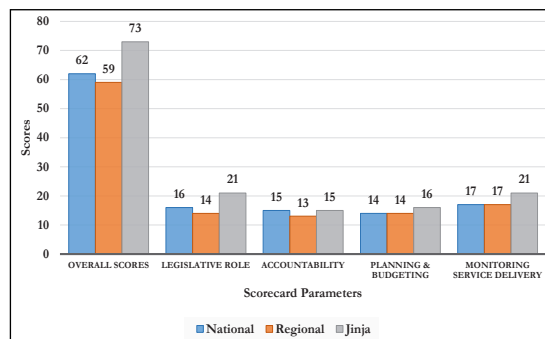
This section highlights the performance of Council, Chairperson, Speaker and Councillors of Jinja District Local Government during the FY 2018/19.

2.1 Performance of Jinja District Council

Jinja District council had a total of 31 members including the Chairperson and Speaker of Council. Regrettably, that number reduced to 29 with the passing of the woman councillor representing Older Persons and the resignation of the directly elected councillor for Mafubira 'A' who was assessed using secondary data because he was a member of council in the year under review. Jinja District Council scored 73 out of a possible 100 points; registering an improvement by 21 points compared to the previous assessment where the council had scored 52 points. With the average scores of 62 for the 35 councils assessed, Jinja District Council's performance was good. From the regional perspective, Jinja District

Council was ranked the second best after Soroti out of the eight (8) districts that were assessed from the eastern part of Uganda. Jinja was ranked the best council in legislation compared to other councils assessed from the eastern region scoring 21 out of a possible 25 points; however, they were ranked 4th position with regard to monitoring of service delivery under the national priority programme areas. Details of the Jinja District Council's Performance are presented in Figure 1 and Tables 1 and 2.

Figure 1: Performance of the Jinja 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 Chairperson was Hon. Titus Kisambira who was serving his first term in office. He subscribes to the ruling party, the

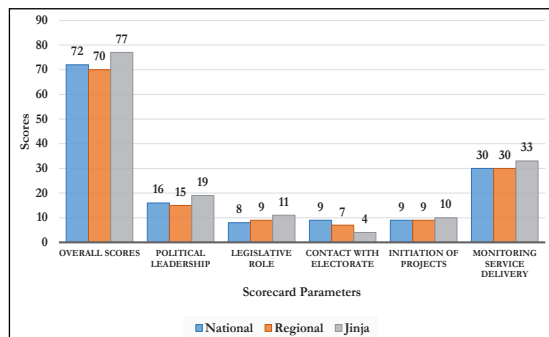
Table 1: Regional performance of Councils assessed in Eastern Uganda

No.	District	Performance 2016/17	Performance 2018/19	Position	Legislation (25)	Position	Accountability (25)	Position	Planning & Budgeting (20)	Position	Monitoring Service Delivery (30)	Position
1	Soroti	55	76	1st	18	2 nd	19	1st	16	3rd	23	2 nd
2	Jinja	52	73	2nd	21	1 st	15	2nd	16	3rd	21	4 th
3	Amuria	64	71	3rd	16	3 rd	14	3rd	18	1st	23	2 nd
4	Kaliro	36	68	4th	16	3 rd	14	3rd	18	1st	20	5 th
5	Mbale	64	64	5th	12	6 th	13	5th	13	5th	26	1 st
6	Kamuli	41	55	6th	13	5 th	13	5th	11	6th	18	6 th
7	Tororo	34	38	7th	10	7 th	10	7th	11	6th	7	7 th
8	Bududa	40	25	8th	8	8 th	7	8th	10	8th	0	8 th
	Total	48	59		14		13		14		17	

Source: Local Government Councils Scorecard Assessment FY 2018/19

National Resistance Movement (NRM). Chairman Kisambira scored 77 points out of a possible 100 points, registering an improvement by 41 points from the previous assessment. With an average score of 72 points for the District Chairpersons assessed, Chairman Kisambira's performance was good. In the previous assessment monitoring of service delivery was Chairman's worst performed parameter in the scorecard because of failure to document his monitoring activities, however he managed to turn this around in the year under review scoring 33 out of 45 points compared to 6 points that he scored in the previous assessment – this was his best performed parameter. Details of the Chairperson's performance are presented in Figure 2 and Table 3.

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

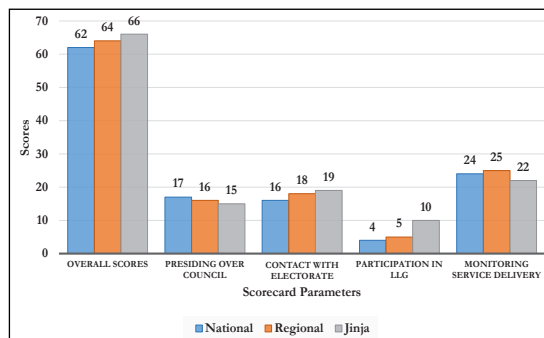


Source: Local Government Councils Scorecard Assessment FY 2018/19

2.3 Performance of the District Speaker of Council

The Speaker of Council was Hon. Micheal Musana Nyende who was serving his first term in office. Speaker Musana subscribes to the (NRM) party. Speaker Musana scored 66 out of a possible 100 points. His performance improved by 27 points compared to the previous assessment where he scored 39 out of 100 points. With an average score of 62 for all the 35 speakers assessed, Speaker Musana's performance was good. Although the Speaker's office was full time, he was able to perform his other roles as a councillor - he regularly attended council meetings of Buyengo Sub-county; he scored 10 out of a possible 10 points making it his best performed parameter. Details of the Speaker's performance are presented in Figure 3 and Table 4.

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



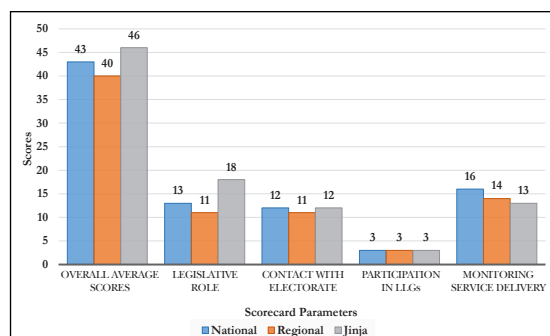
Source: Local Government Councils Scorecard Assessment FY 2018/19

2.4 Performance of Jinja District Councillors

Generally, the overall average performance for Jinja District Councillors improved from 36 out of 100 points in the previous assessment to 46 out of 100 points in the year under review. A total of 28 councillors were assessed. Hon. Mohammed Mbentyo scored 70 points out of a possible 100 points and was ranked the best Councillor in Jinja District Council. With an average score of 46 for all the 28 councillors assessed in Jinja, Hon. Mbentyo's performance was good. He registered an improvement in his performance by 19 points from the previous assessment. Hon. Juliet Mutesi scored 57 points out of a possible 100 points and was ranked as the best female Councillor in Jinja District Council. Her performance was above average.

During the year under review, Jinja District Council had two (2) new councillors joining Council; they were representing workers. This was their very first time to be assessed; the male Councillor representing workers scored 50 out of a possible 100 points. With the average score of 46 out of 100 points, his performance was average. The female Councillor for workers on the other hand scored 40 points which was below average. Generally, the performance of Councillors improved particularly on their legislative function with an average score of 18 out of 25 points compared to 13 out of 25 points in the previous assessment. The performance of Councillors under the parameter of monitoring service delivery was not impressive with an average score of 13 out of 45 points - many a Councillor attributed this to lack of facilitation to carry out monitoring in their electoral areas. Details of District Councillors' performance are presented in Figure 4 and Table 5.

Figure 4: Performance of Jinja 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 Key Factors Enabling Good Performance

- **Council meetings conducted on schedule:** Council managed to convene all 6 council meetings in the financial year under review and all were on schedule.
- **Good working relationship between the two arms of the district:** There were collaborative efforts between the technical officers and the committees of council with some committee members being transported by the technical officials during their monitoring activities.
- **Capacity building on legislation:** JDLG invested in building the capacity of the members of Council with peer learning trips to Kisumu in Kenya and a delegation to Shenyang city in China.

3.2 Key Factors Affecting Performance

- **Legal disputes:** Jinja DLG is currently the subject of various legal suits and investigations by government agencies especially in regard to land matters.
- **Divisions within council:** There is lack of cohesion within the members of council and it is a common place for brawls, insults and fights; decorum is not observed during council meetings. In many incidences council had to either be adjourned and/or not convened at all. However the adjourned Council meetings would still be within schedule.
- **Poor documentation and record keeping:** At the time of making an appointment with the individual councillors, they were informed to prepare all the relevant documentation that would form part of the evidence for the scorecard assessment, however, majority of

the councillors appeared for the face to face interview without any documentation. They would then make a promise to the research team to have the documentation delivered at a later date. It was observed that the councillors did this deliberately to buy time so as to draft documents such as monitoring reports or letters of correspondences.

- **Conflicting schedules of council meetings:** Many a Councillor did not attend Sub-county meetings claiming that they were not invited by the LLG leaders or sometimes the schedules of council meetings at the different council levels were colliding.
- **Apathetic political leaders:** Some Councillors demonstrated apathy towards undertaking their duties particularly monitoring, engaging the citizenry and participation at LLGs. Some noted that such duties were only undertaken because they were to be assessed.

4.0

Impact of the scorecard

While tangible outcomes are yet to be realised from their efforts, the communities in: Buyengo, Budondo, Butagaya and; Buwenge Sub-counties filed petitions with the JDLG Council on a number of concerns which were then forwarded to the Standing Committees of Council for discussion.

5.0

Recommendations

- Facilitate councillors to perform their monitoring role – Jinja District Council should emulate best practices from Councils such as Lira District Council who provide fuel every month to each individual Councillor to enable them perform their monitoring function.
- Train Councillors on interpersonal relationships and communication skills – the Principal Human Resource Officer should incorporate in the capacity building plan for the Council a component on communication and interpersonal relationship to address the deep divisions within the Council members and the effect those divisions have on the operation of Council.
- The Principal Human Resource Officer should develop a capacity building plan to continuously train councillors on their roles and duties.
- The Office of the Speaker of council should liaise with the various Sub-county heads to develop a harmonised schedule of council meetings to avoid conflicting schedules at the various levels.

Table 2: Jinja District Council's Performance 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
	Jinja	52	2	1	3	3	3	1	1	3	1	3	21	4	6	3	2	0	15	5	4	7	16	5	5	3	4	4	0	21	
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 3: Jinja District Chairperson's Performance 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 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
	Titus Kisambira	M	Jinja	NRM	1	36	77	3	4	2	4	2	4	19	2	6	3	11	2	2	4	3	2	5	10	7	7	7	5	5	0	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 4: Speaker of Council's Performance, Jinja District FY 2018/19

Identifiers					Perfor mance		Presiding over Council						Contact with 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	7	7	5
Micheal Musana Nyende	NRM	Buyengo	Jinja	M	1	39	66	69	3	8	2	2	0	0	15	10	9	19	10	6	5	0	5	5	0	1	22
						57	62	18	3	7	2	2	2	0	17	8	8	16	4	5	4	3	4	4	1	3	24
Average																											

Table 5: Jinja District Councillors' Performance 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																					
Mohammed K. Mbentyo	FDC	Jinja Central Div	M	2	51	70	37	8	8	5	0	21	11	9	20	6	7	7	1	1	5	1	1	23
Fred Nakyoma	NRM	Mafubira B	M	1	54	66	22	8	8	5	1	22	10	9	19	4	5	5	5	0	0	1	1	21
Alex Batte Mugisha	NRM	Kakira TC	M	1	43	60	40	8	8	5	0	21	10	9	19	0	4	5	5	1	1	0	4	20
Juliet Mutesi	NRM	Bugembe T/C	F	2	51	57	12	8	8	5	0	21	6	9	15	6	5	5	0	0	5	0	0	15
Muzamil Segujja	NRM	Buwenge TC	M	1	27	56	107	8	8	5	0	21	3	9	12	8	7	7	1	0	0	0	0	15
Fazira Kauma	NRM	PWD	F	2	36	55	53	8	8	5	0	21	11	9	20	4	5	5	0	0	0	0	0	10
Florence Asio	NRM	Jinja West	F	3	43	54	26	8	8	5	0	21	0	9	9	4	5	5	5	0	5	0	0	20

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	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
Maximum Scores																								
	IND	Busedde S/C	F	2	33	54	64	8	8	5	0	21	6	6	12	0	5	5	0	5	5	0	1	21
	NRM	Budondo S/C	F	1	38	53	39	1	8	5	0	14	3	9	12	6	1	5	1	5	5	0	4	21
	NRM	Butagaya S/C	M	1	43	51	19	8	8	2	0	18	0	9	9	4	0	5	5	4	5	0	1	20
	NRM	Mafubira S/C	F	3	40	52	30	8	8	2	0	18	3	9	12	10	5	5	0	1	1	0	0	12
	FDC	Workers	M	1		50		1	8	5	0	14	6	9	15	4	5	5	0	1	0	1	17	
	FDC	Mpumudde Div	M	1	19	46	142	8	8	5	0	21	11	0	11	4	5	0	0	5	0	0	10	
	NRM	Youth	M	1	48	46	-4	8	8	2	0	18	0	9	9	0	5	0	5	0	0	4	19	
	FDC	Busedde S/C	M	1	50	45	-10	1	8	0	0	9	3	9	12	0	0	5	5	5	0	4	24	
	NRM	Older persons	M	1	25	45	80	8	8	5	0	21	10	6	16	4	0	4	0	0	0	0	4	
	NRM	Youth	F	1	23	43	87	8	8	2	0	18	0	9	9	6	5	5	0	0	0	0	10	
	NRM	Walukuba Masese	M	1	33	43	30	8	8	5	0	21	4	2	6	0	5	5	1	0	1	0	4	
	NRM	Butagaya S/C	F	1	42	42	0	1	8	5	0	14	0	9	9	0	0	5	5	5	0	4	19	
	NRM	Workers	F	1		40		1	8	2	0	11	10	9	19	0	1	5	0	0	0	4	10	
	NRM	Buyengo/Buwenge	F	1	23	39	70	8	8	5	0	21	0	9	9	2	5	1	0	0	1	0	7	
	IND	Budondo S/C	M	1	48	39	-19	6	3	0	0	9	3	9	12	0	4	4	0	4	5	0	1	
	NRM	Buwenge S/C	M	4	57	36	-37	3	8	0	0	11	3	9	12	2	0	5	1	1	0	0	4	
	NRM	Jinja Mun. East	F	1	13	35	169	8	8	5	0	21	3	6	9	0	5	0	0	0	0	0	5	
	FDC	Kakira T/C	F	1	21	33	57	3	8	5	0	16	4	6	10	4	0	0	1	0	1	0	3	
	NRM	PWD	M	3	26	26	0	8	8	5	0	21	0	5	5	0	0	0	0	0	0	0	0	
	FDC	Bugembe S/C	M	1	29	21	-28	8	8	0	0	16	0	5	5	0	0	0	0	0	0	0	0	
	NRM	Mafubira A	M	1	19	18	-5	8	8	0	0	16	0	2	2	0	0	0	0	0	0	0	0	
	NRM	Older Persons	F	Deceased																				
Average			36			46	38	6	8	4	0	18	4	7	12	3	3	4	2	2	2	0	1	13

**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.

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