



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

Jinja District Council Score-Card Report 2011/2012



Naomi Asimo  
John Baptist Lusala  
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Published by ACODE  
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Website: <http://www.acode-u.org>

Citation:

Asimo, N., et.al., (2013). Local Government Councils' Performance and Public Service Delivery in Uganda: Jinja District Council Score-Card Report 2011/12. ACODE Public Service Delivery and Accountability Report Series No.13, 2013. Kampala.

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ISBN: 978 9970 34 007 1

Cover Photo: District councilors led by the deputy CAO in a cleaning exercise Buyala Town Council in Budondo Sub-County in July 2012.

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# List of Acronyms

ACODE	Advocates Coalition for Development and Environment
ANC	Ante Natal Care
CAO	Chief Administrative Officer
CBO	Community Based Organization
CSO	Civil Society Organization
DDP	District Development Plan
DGF	Democratic Governance Facility
DHO	District Health Officer
DLG	District Local Government
DSC	District Service Commission
DSOER	District State of Environment Report
ENR	Environment and Natural Resource
EU	European Union
FAL	Functional Adult Literacy
FDC	Forum for Democratic Change
FGD	Focus Group Discussion
FY	Financial Year
HC	Health Centre
IMR	Infant Mortality Rate
LC	Local Council
LG	Local Government
LGCSC	Local Government Councils' Score-card
LGCSCI	Local Government Councils' Score-card Initiative
LLG	Lower Local Government
MoLG	Ministry of Local Government
MMR	Maternal Mortality Rate
MoU	Memorandum of Understanding
NAADS	National Agriculture Advisory Services
NGO	Non-Governmental Organization
NPPA	National Priority Programme Areas
NRM	National Resistance Movement
PCR	Pupil Classroom Ratio

PDR	Pupil Desk Ratio
PLE	Primary Leaving Examinations
PTR	Pupil Teacher Ratio
PWD	People with Disabilities
S/C	Sub-County
TC	Town Council
UBOS	Uganda Bureau of Statistics
UK	United Kingdom
ULGA	Uganda Local Government Association
UNEB	Uganda National Examinations Board
UNRA	Uganda National Roads Authority
UPE	Universal Primary Education
P/S	Primary School
PWD	People with Disabilities
TPC	Technical Planning Committee
UBOS	Uganda Bureau of Statistics
ULGA	Uganda Local Government Association
UNEB	Uganda National Examinations Board
UNRA	Uganda National Roads Authority
UPE	Universal Primary Education



# Acknowledgement

This score-card was prepared as part of the Local Government Councils' Score-card Initiative (LGCSCI). The Initiative is a partnership between the Uganda Local Governments Association (ULGA) and the Advocates Coalition for Development and Environment (ACODE) - an independent public policy research and advocacy think tank based in Kampala, Uganda. This report is an output of consultations with the district political and technical leadership in Jinja District as well as randomly selected community members in sub-counties within the district.

The production of this report would not have been possible without the contributions of several institutions and persons. We acknowledge the contributions of the LGCSCI project team at ACODE and researchers from Jinja District who gathered information upon which this report is premised. We are particularly indebted to the offices of the District Chairperson, District Speaker, Chief Administrative Officer, District Clerk to Council and, especially, the District Councilors (who are the prime focus of this score-card), for the support accorded to the assessment process. The team is grateful to Drake Rukundo for peer reviewing and Mukotani Ruyendo for technical editing of this report.

We are indebted to the Democratic Governance Facility (DGF) and its contributing partners: the United Kingdom (UK), Denmark, Norway, Ireland, Sweden, the Netherlands, Austria and the European Union (EU) for providing the financial support for this Initiative. Finally, it is important to acknowledge that there still remain considerable information and data gaps required to fully assess the performance of district councils and councilors. However, we have taken due care to ensure that where information exists, it is presented as accurately as possible. We, however, take responsibility for any errors of omission.

# Executive Summary

This is the second Local Government Score-card assessment report for Jinja District Local Government. The score-card assesses the performance of the Local Government Council, the District Chairperson, the Speaker and individual Councilors who are vested with powers and responsibilities to ensure effective governance of the respective Local Governments as stipulated in the Local Governments Act (CAP 234). The score-card is intended to build the capacity of leaders to deliver on their mandates and empower citizens to demand for accountability from elected leaders. The objective of this report therefore is to provide information and analysis based on an assessment conducted during the FY 2011/12. The report is based on a comprehensive review of existing documents which include: planning and budgeting, service delivery monitoring, and Jinja District Local Government performance reports. Qualitative analyses of minutes of standing committees and council sittings was also undertaken to inform the report particularly about the performance of the council, chairperson and individual councilors. Face-to-face interviews with the targeted leaders, interviews with key informants at service delivery points and focus group discussions further enriched the assessment process.

A detailed analysis of the Jinja District budget indicates continued low generation of local revenue and hence heavy dependence on central government transfers which accounted for 95.2% of the district's realized revenue in the FY 2011/12. Locally-generated revenue and donor contributions in this period accounted for 1.95% and 2.89% respectively. Noticeably, the overall budget allocation to Jinja District does not consider key district-specific factors like population influx. Among the key national priority programme areas, the education sector was allocated the highest portion of the budget (52.2%), while the environment and natural resources sector received the smallest allocation (0.7%). In terms of service delivery out-comes in the primary education sub-sector, 7.1%, 37.8%, 22.9%, and 14.1% of the pupils in the district passed in Divisions I, II, III, and IV respectively. Although the district saw a rise in the total number of pupils in Division U in 2011, an increase in passes of nearly 1% was realised in Division I. In the health sector, however, despite efforts having been made to recruit staff, levels of staffing were only at 57%, still leaving a staffing gap of 31% in the entire district. Under the water and sanitation sector, the water coverage level was at 67%.

Jinja District was among the 26 districts that were assessed in FY2011/12. The assessment covered 27 councilors<sup>1</sup> with a near-balanced gender representation. Thirteen (13) of the councilors were female and 14 male. In

<sup>1</sup> This total of 27 councilors includes the district chairperson.

terms of score-card performance, the district council scored a total of 44 out of 100 possible points. The district chairperson scored 66 out of 100 points. The district speaker scored 68 points out of 100 possible points. The best male councilor in the district was Hon. Patrick Mutasa, representing People with Disabilities (PWDs), who scored 79 out of the possible 100 points, while the best female councilor, Hon. Florence Asio, representing the youth, scored 74 out of 100 points. This exemplary performance by the councilors representing special interest groups was largely as a result of the ability of these leaders to not only take part but also provide documentary evidence of their work particularly in line with monitoring of service delivery programmes within the district.

The major challenges to the performance of the council and political leaders mainly arose from internal weaknesses characterized by internal conflicts, poor contact with the electorate, poor monitoring of government projects, poor record keeping, low civic awareness especially among the new councillors, and poor budget performance. This report therefore makes recommendations including: advocacy for changed budget architecture; capacity building for district councilors; and, mandatory production of monitoring reports, among others.

# Introduction

This is a score-card performance assessment report for Jinja District Local Government for the FY2011/12. The district was being assessed for the second time under the Uganda Local Government Councils' Score-card Initiative (LGCSCI), a project being implemented by ACODE in partnership with the Uganda Local Government Association (ULGA). LGCSCI is a long-term initiative with the goal of strengthening citizens' demand for good governance and effectiveness in the delivery of public services as well as boosting the professionalization and performance of local government councilors. The initiative was launched in 2009 when the assessment covered 10 district councils. The second and third assessments covering the financial years 2009/10 and 2011/12 were conducted in 20 and 26 districts<sup>2</sup> respectively, including Jinja District.

Using the score-card, LGCSCI seeks to improve the performance of these local governments through annual assessments of the district council, chairperson, speaker and individual councilors. The assessment includes interviews, focus group discussions, document review and field visits, among others. Findings from the score-card are widely disseminated both at national and district levels. At district level, the findings are presented at an interactive workshop that brings together the assessed political leaders, district technical officials, lower local government leaders, civil society organizations and the community.

Since the FY2011/12 is the first of a five-year term (2011 – 2016), its findings and score-card performance will be a basis for subsequent comparative analysis on the performance of the district's political leadership.

This report is presented in five sections. After this introduction, the second section presents an analysis of the district budget performance and service delivery in the district. The third section presents the district performance, while the fourth section presents a deeper analysis of the factors affecting the overall performance of Jinja District Local Government. Finally, the conclusion and recommendations are presented in the fifth section of this report.

---

2 Agago, Amuria, Amuru, Bududa, Buliisa, Gulu, Hoima, Jinja, Kabarole, Kamuli, Kanungu, Lira, Luwero, Mbale, Mbarara, Moroto, Moyo, Mpigi, Mukono, Nakapiripirit, Nebbi, Ntungamo, Rukungiri, Soroti, Tororo and Wakiso

## 1.1 Methodology

The score-card assessment used a combination of qualitative and quantitative methods of data collection and analysis.<sup>3</sup> The assessment relied largely on a score-card tool for data collection. The research methods mainly included:

- a) Literature Review. The study involved a comprehensive review of background documents and reports on Jinja District. Box 1 shows the different categories of official district documents that were reviewed to compile and collate data and information on public service delivery in the district.

### Box 1: Categories of Official District Documents used in the Assessment

#### Planning Documents

- Jinja District Development Plan (DDP) 2010/11-2014/15
- Jinja District Local Government Approved Capacity Building Plan 2011/12-2015/16
- Jinja District Local Government Approved Capacity Building Plan 2011/12
- Jinja District Local Government Local Revenue Enhancement Plan (2011-2015)
- Jinja District Higher Local Government Statistical Abstract 2011

#### Budgeting Documents

- Jinja district Local Government Approve District Budget 2011/12

#### Reports

- State of the District Affairs Report, 29 June 2012
- Quarterly audit report for the second quarter of 2011/12 financial year (1st October-31st December)

- b) District Council and Standing Committee Minutes. Another important source of information for the score-card was the district council minutes, reports of committees of council as well as monitoring reports.
- c) Face-to-face interviews. The scoring for the report was conducted through face-to-face interviews with the leaders and then backed up with information from the literature and the FGDs. For this report, the scoring of the respective leaders took place during the months of July and August 2011.
- d) Focus Group Discussions (FGDs). FGDs were conducted at sub-county level during the period July – August 2011.

The score-card has been periodically reviewed by a task force comprised of academicians, officials from the Ministry of Local Government (MoLG), a representative of the Parliamentary Committee on Local Governments, district technical and political leaders and representatives of the civil society. The

<sup>3</sup> For a detailed Methodology, See Tumushabe, G., (2012). Strengthening the Local Government System to Improve Public Service Delivery, Accountability and Governance. ACODE Policy Research Series, No. 53, 2012. Kampala

rationale for the periodic review is to make the tool more robust and avoid the possibility of challenging the research results.

## 1.2 Jinja District Profile

Jinja District is located in Eastern Uganda and is bordered by the districts of Iganga and Kamuli to the North, Mukono to the South-West, Kayunga to the West, Mayuge to the East and Lake Victoria to the South. Its major inhabitants are Basoga. Jinja District has an estimated total land area of 767.8 km<sup>2</sup>, while 65.8km<sup>2</sup> is covered by water. Basing on the 2002 Uganda Population Census, Jinja had a population growth rate of 2.5%, which was just under the national rate of 3.3%. Owing to the fertile soils in most parts of the district, Jinja is predominantly an agro-based economy with most of its population dependent on small-scale farming which is vastly reliant on rudimentary farming methods. An estimated 85% of farmers engage in crop production while 12% focus on mixed farming, leaving the smallest proportion engaging in livestock farming and fishing. The agricultural products are mainly food crops,<sup>4</sup> cash crops like coffee and sugarcane, and horticulture outputs. Jinja District has continued to be a food basket for not only its inhabitants but also for neighboring districts; even stretching as far as neighboring countries like Southern Sudan and Kenya.

Table 1: Demographic characteristics of Jinja District

Total Population	387,573
Population density	587
Annual Growth Rate	2.5%
Urbanization Level	22.1%
Infant population below 1 year	-
Population under 5 years	-
Children of primary school age (6-12 yrs)	21.9%
Population under 18 years	55.5%
Youth (18-30 years)	23.9%
Elderly (60+ years)	3.8%

Source: Jinja District Local Government five year DDP (2011/2012 – 2014/2015)

## 1.3 Jinja District Political Leadership

During the year under review, Jinja District Local Government was under the political leadership of Hon. Gume Frederick Ngobi assisted by 26 councilors. The district was composed of two counties of Butembe and Kagoma, comprising 6 rural sub-counties of: Buyengo, Busedde, Butagaya, Budondo, Buwenge Rural and Mafubira; 3 town councils including Buwenge TC, Bugembe

<sup>4</sup> Cassava, sweet potatoes, beans, sorghum, groundnuts and soybeans

TC and Kakira TC; and one municipality made up of 3 divisions namely: Mpumudde-Kimaka, Walukuba-Masese and Jinja Central. The district had a total 53 parishes/wards and 386 villages. Although the district headquarters were located at Busoga Square within Jinja Municipality, plans were underway to construct a new office block at Kagoma.

Table 2: Jinja District Leadership FY2011/12

Designation	Name
Chairperson	Hon. Gume Frederick Ngobi
District Vice Chairperson	Hon. Paul Balidawa
District Speaker	Hon. Richard K. Mayengo
Members of Parliament	Hon. Agnes Nabirye
	Hon. Grace Moses Balyeku
Chief Administrative Officer	Mr Ben Otim Ogwette
D/CAOs	Mr Begumya Eriab Ntarwette
Resident District Commissioner	Katenda Lutu

Source: Jinja District Council and Executive Committee Minutes FY2011-2012; List of MPs

The operations of the district council during this period were supported by 4 Standing Committees as shown in Table 3.

Table 3: Secretaries to Council Standing Committees (FY2011/12)

Standing Committee	Secretary	Constituency
Education, Health and Community Based Services	Hon. Florence Asio	Youth
Production & Natural Resources	Hon. Annet Musika	Budondo
Works and water committee	Hon Yakut Tenywa	Mafubira
Finance	Hon. Kiomi Asuman Akiiki	Buwenge TC

Source: Jinja District Council Minutes FY2011/12

## 1.4 Economic potential

It is important to note that Jinja District is still undergoing a recovery process in terms of rebuilding its manufacturing prowess following the economic collapse arising from the 1971 economic war declared by President Amin which left nearly 90% of the industries non-functional. The district has retained its potential owing to the rejuvenation of industrialization. As a matter of fact, Jinja District realizes substantive revenue from its key tourist attractions<sup>5</sup>

5 The key tourist attractions in Jinja include: Source of the Nile, Bujagali Falls, Owen Falls Dam, Buwala Falls, Ntanda Falls, Rippon Falls and Pier, Kyajame Falls and Mpumudde Hills Cultural Site.

estimated at an average Ushs 70 million per annum. Should the reconstruction of these industries, even under the privatization strategy continue, then Jinja will be in position to boost on her own revenue base which may yield a positive impact on local service delivery.

### **1.5 Staff motivation**

As an incentive to staff working at the district headquarters, the district now has a minibuss to transport staff to and fro office. This is a factor unique to Jinja District Local Government.



# 2

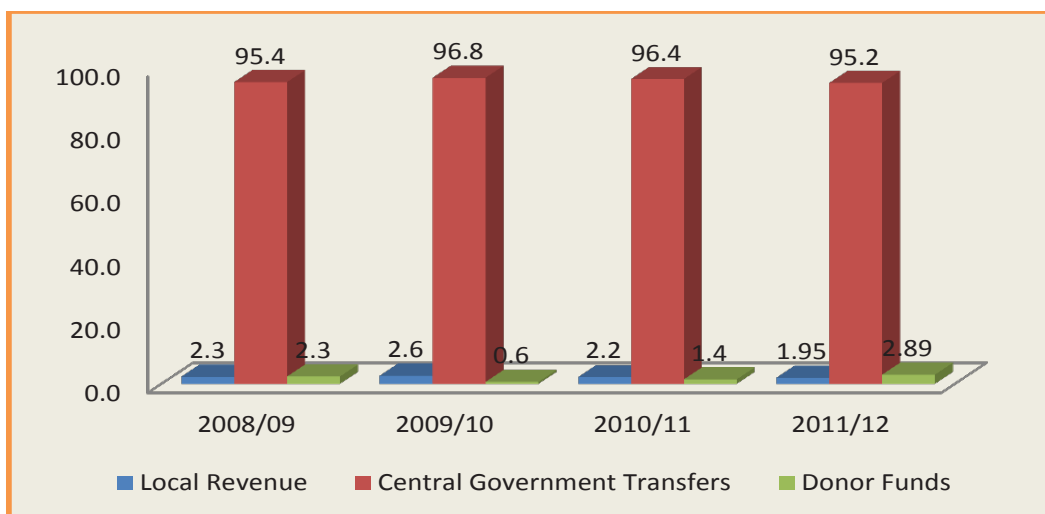
## Budget Performance and Service Delivery in Jinja District

Among the powers devolved to local governments are those relating to budgeting. Considering that local governments only perform this role on behalf of the central government, LGs have no direct control over the amount of funding they are allocated. More so, the financial administrator at the district level remains a centrally-appointed Chief Administrative Officer. This section therefore presents an analysis of Jinja District resource envelope and the state of service delivery in FY2011/12.

### 2.1 Jinja District Local Government Resource Envelope

A resource envelope is the amount of money available to the LG for a given financial year. By the end of the year 2012, Jinja District experienced a budget inadequacy in that the district's overall expenditure had overshoot its overall budget by Ushs 359,460,703, particularly owing to the unrealized budgeted local revenue. It is evident from Figure 1 that local revenue was gradually reducing despite the strategy set to enhance local revenue collections in the revenue enhancement plan.

Figure 1: Revenue trends for Jinja District (2008-2012)



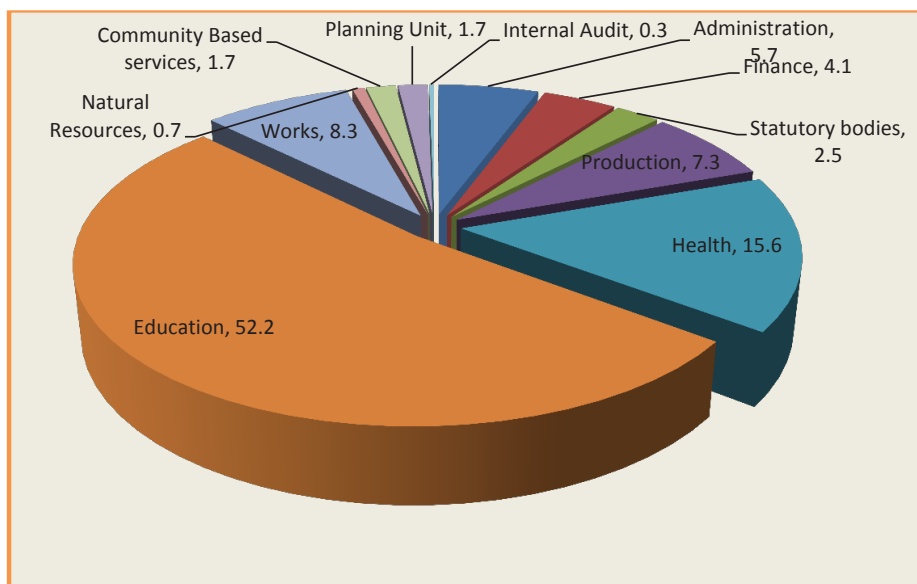
Source: Jinja DLG, Office of the Principal Finance Officer

This decline in the local revenue realized had great implication on the functionality of the district council given that council operations depend on 20% of the total local revenue collected in the previous year. In FY 2011/12, for instance, standing committees were not able to undertake effective monitoring due to lack of funds. It is important to note that the failure by the district to realize revenue from its industrial base in FY 2011/12 was as a result of failure to harmonize the rate of dues to be paid to the LG.

## 2.2 Intra-sectoral budget allocations and implication on service delivery

For effective delivery of services and management of funds available to the Local Government, allocations are made to individual service sectors. Table 2 presents a detailed breakdown of the Jinja district budget allocations by sector. It is important to note that although the education sector took up the lion’s share of the budget (52.2%) most of the funds available to this sector were actually channeled towards payment of staff salaries as opposed to the development of educational services. Local NGOs notably played a commendable role in boosting structural development within the education sector, particularly through their support to the construction and maintenance of school structures.

Figure 2: Inter-sector budgetary expenditure for Jinja DLG for FY 2011/12 (%age)



Source: Jinja DLG, Office of the Principal Finance Officer

### 2.3 State of Service delivery in Jinja District Local Government

Following the devolution of powers to local governments under the decentralization system, local governments became an avenue to bring basic public services closer to the grassroots. Basic public services prioritized at the national level include: health, education, water and sanitation, agriculture and roads. By implication, therefore, local governments are held accountable for the quality of services in these key areas which, in effect reflects the overall performance of a local government at any one point in time. Table 4 presents a breakdown of selected indicators on services in Jinja.

Table 4: Service Delivery indicators for Jinja District FY2011/12

Sector	Indicators	National standard/ NDP target	District Target 2010/11	Level of achievement 2011/12
Education-Primary Education	Children of primary school age going (6-12)	-		85,027
	Enrolment	-		77,067
	Classroom Pupil Ratio (PCR)	1:55		1:78
	Teacher Pupil Ratio (PTR)	1:55		1:50
	Pupil to Desk Ratio (PDR)	3:1		6:1
	PLE Performance (by percentage)	-		D1- 7.1 D2- 37.8 D3- 22.9 D4- 14.1 DU- 16.7 DX- 3.8
HealthCareservices	ANC 4th Visit	60%		51%
	Deliveries in Health Centres	35%		55%
	Total beds	-		
	Access to Maternity services	-		
	MMR	506	100/100,000	
	IMR	87%	74/1,000	75/1,000
	Staffing Levels	-	561	57% of qualified staff
Road Sub-sector	Km of roads under routine maintenance	-		60.9
	Km of roads rehabilitated	-	-	151.8
	Km of roads under periodic maintenance			24.6
	Proportion of roads in good condition			
	Construction of bridges	-		
	Opening up new community roads	-		

Water and Sanitation	Water coverage			67%
	Number of boreholes sunk	-		12
	Number of boreholes rehabilitated	-		10
	Functionality of water sources	80%		93%
	Proportion of the population within 1km of an improved water source			
	Pit latrine coverage	90%		
Agriculture	Number of extension workers per S/ county	-	2	2
	Number of service points	-	1	1
	Number of demonstration farms	-	5 at s/c; 1 at district	2 at s/c; at district
	Technical back-up visits	-		
FAL	Number of instructors			324
	Number of participants			6290
	Number of service centres	-		324
	Level of coverage	-		
Environment and Natural Resources	Staffing Level	2		
	Conduct Environmental monitoring and assessment	-		
	Production and update District State of the Environment Report (DSOER)	-		
	District Environment Action Plan	-		
	Preparation of District Wetland Ordinance	-		
	Monitor wetland systems in the district	-		
	Establishment of Agro-forestry nurseries		-	

Source: Jinja District Local Government, DDP 2010/11-2014/15 and sector department offices

Evidence from district council minutes points to the fact that Jinja District Local Government Council invests in service delivery. The activities and actions in areas like education are some of the key factors that explain the improving performance of primary schools in the district. However, despite the overall efforts by council in improving service delivery, challenges were encountered, for instance, as a result of delays in disbursement of funds from the centre, budgeting that does not consider population influx, and low local revenue collections<sup>6</sup> among others. Such financial restrictions definitely constrain efforts by council to deliver timely and quality services.

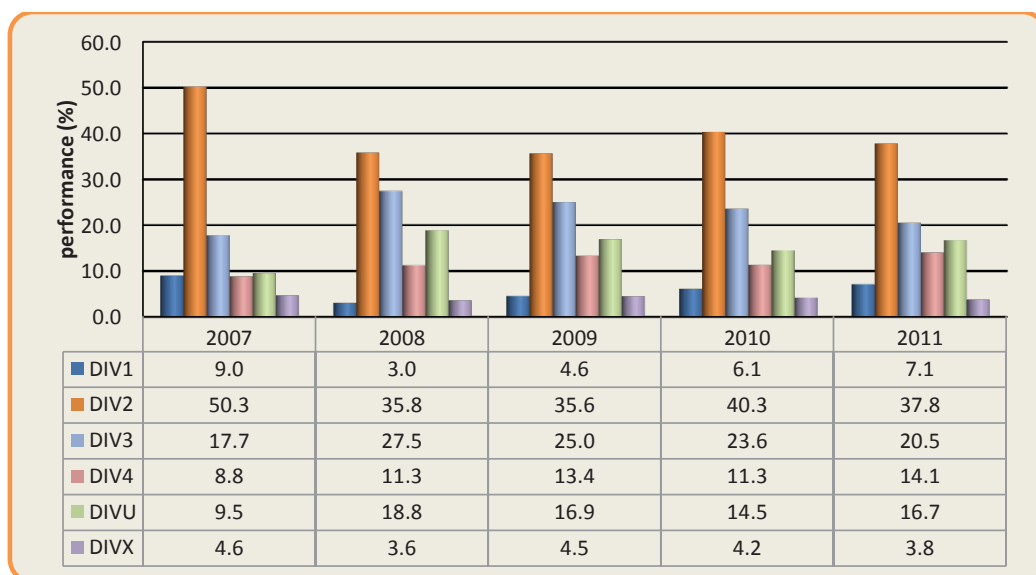
### 2.3.1 Primary Education

The level of basic literacy of a population reflects the quality of that population. Looking at education services in terms of quantity, Jinja District can boast of

<sup>6</sup> Jinja Municipal Council collects an estimated revenue of Ushs 6bn while the district collects not more than Ushs 500 million per annum. In this period, the district lost over Shs 20 billion planned for local revenue from Bujagali power dam.

an extensive reach of primary education services over the years. During the year under review, the district had a total of 159 primary schools registered, 88 of which were government-aided (UPE) primary schools. Perhaps this can, on the one hand, be attributed to efforts by the district to undertake consistently high investment in the education sector as indicated in Figure 2. Among the achievements by the district are: construction of new classroom blocks, and recommendations to promote the involvement of parents in urban government-aided schools. Such efforts have generated a gradual and steady improvement in the district's overall primary education performance. Figure 3 presents the PLE performance for Jinja District over between 2007 and 2011.

Figure 3: Five-year PLE performance for Jinja District (2007-2011)



Source: Jinja District Education Office (2012)

However, the education sector continued to face challenges that arguably hampered better performance in most of the government-aided schools. Key among the challenges were: insufficient funding; late release of funds from the centre; overcrowding in classrooms as a result of limited structures;<sup>7</sup> and, non-provision of meals<sup>8</sup> to pupils. These affected performance in schools like Namaganga Primary School. In fact several schools were found having

7 Despite support from local NGOs like Soft Power in construction of classroom blocks, schools like Namaganga Primary School, home to over 1,400 pupils, continue to sustain a classroom: pupil ratio of up to 1:120 on average. This has created a desk: pupil ratio of up to 1:6 in such school. Consequently, as one P6 English teacher lamented, this congestion reduces pupils' levels of concentration and makes it impossible to attain good handwriting.

8 During the district council meeting held on 28 February 2012, among other resolutions made to boost the education sector, council resolved that parents provide meals to school-going children, MIN/DC/355/2012.

improvised staffrooms under tree shades due to lack of space within the available structures.

Figure 4: Left: Namaganga Primary School a P4 classroom hosts up to 120 pupils at ago. Right: A condemned building was still being used at Bugembe Blue Primary school



Source: ACODE Digital Library, July 2012

### 2.3.2 Delivery of Health Services in Jinja District

It was noted overall that the health sector had a steady improvement. The district had three (3) HC IVs, ten (10) HCIIIs, and thirty (30) HCIs. Though not fully satisfactory, the district had attained a 57% staffing level of the required staff structure. Consignments on drug supplies had, for instance, been increased and health centers like Butagaya HCIII had received a new block courtesy of the district local government; more staff had been posted to various health centres; staffing had been boosted by a private institution (Baylor Uganda) which had also posted support staff to some HCIIIs; and, supervision from the DHO's office was also reported by community members to have intensified. The vigilance in community medical campaigns and services had greatly increased, while positive response from parents in relation to health services had also contributed to the overall improvement in performance in the health sector in most parts of the district.

That having been said, however, evidence gathered pointed to continued absenteeism of older and more senior staff from duty stations; medical staff reporting late for duty and leaving work as early as 2 pm even while patients were still awaiting attention; limited staff accommodation; and, shortage of particular drugs.<sup>9</sup> In Busedde Sub-county, for instance, during our visit to Busedde HCIII, we found only one medical staff out of the 10 assigned to this HC. Respondents at the FDGs conducted in the surrounding areas

<sup>9</sup> HCs visited like Magamaga HC II, Bugembe HC IV, Mafubira HC II reported shortage of commonly used medicines and equipment like Coartem, Paracetamol, anesthetics, antibiotics, canulars and clinical gloves.

lamented of mistreatment from the In-charge at this health centre and the perpetual absenteeism of medical staff. This might just explain the poor state of equipment in the HC as seen in Figure 6. It is clear from the illustration that wards like this lack curtains, mosquito nets, beddings, but most especially, protective gear for the mattresses which in itself exposes patients to greeter health risks. Irresponsible behaviour,<sup>10</sup> was also noted in some areas.

Figure 6: The Male Ward at Busedde HC III, Busedde S/C



Source: ACODE Digital Library, July 2012

Like Busedde HCIII, several other health units were faced with lack of electricity which reportedly made work challenging especially for medical cases like deliveries reported during night hours.<sup>11</sup> Despite the deployment of security guards in most HCs which had curbed theft of solar panels from HCs, staff remained doubtful of the ability of the guards to protect them, given the fact that they are not armed.

10 A unique scenario was reported in Mpumudde HCIV where staff were reportedly available and medicines well stocked but community members were reluctant to utilize the resources. Evidence gathered from FGDs associated this behaviour to negative attitudes of the community towards government programmes.

11 One midwife narrated how she had on more than one occasion had to deliver babies with the help of light from her phone torch



### 2.3.3 Access to water and sanitation

Despite efforts by the district, visits to the sub-counties pointed to the fact that access to clean and safe water was still a major challenge in most outer parts of Jinja District with coverage of 61%, assuming the 93% functionality at the time. In Kamwokya Trading Centre, Musisi village, Buyengo Sub-county, for example, respondents at an FGD lamented about their water crisis. The area had three boreholes, all of which had run dry, which forced them to travel one mile to reach the nearest clean water source. Respondents blamed this problem on the technical person who they argued did not reach the required levels when drilling the boreholes which was the reason why they ran dry within 6-10 months of use. The community members also reported that servicing of these water sources was never done and the area councilors did not take any action. The only public pit latrine that was serving the entire trading centre was found out of use which exposed the nearby communities to risk of the immediate effects of open waste disposal. This related to the overall sanitation coverage which realized a 2%<sup>12</sup> drop.

### 2.3.4 Road Network

Roads are critical in boosting production, marketing, incomes and competitiveness and are therefore very vital for the district's development strategy. Although most roads in Jinja District were murrum roads, they were passable. Jinja District had a total road network of 204kms. For FY 2011/2012, 151.8kms<sup>13</sup> of the district road network received routine maintenance on a quarterly basis.<sup>14</sup> However, there was a general outcry about the state of some roads in Budondo Sub-county. During FGDs conducted, participants claimed that the district had done nothing to maintain the roads to good murrum standard. They, on the contrary, applauded the Madhvani Company for doing routine maintenance on their roads.

It is important at this point to point out the failure in the realization of a recommendation on private public expenditure on roads. The frustration of such efforts was felt in places like Mafubira where a pastor expressed interest in connecting electricity and also repairing one of the roads passing through Mafubira to Mpumudde via Sakabusolo but was instead stopped by the authorities.

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12 Jinja District Water Office, 30 June 2012

13 Jinja District Local Government, Budget Speech for Financial Year 2012/2013.

14 Some of the roads that were worked on include: Lubani-Buwala (6Km) Butagaya Sub-county, Buyala-ST. Paul Primary School (4.4 Km), Budondo Sub-county, Isukwe Road (7 Km) Mafubira Sub-county.



Figure 7: Sakabusolo road, in Mafubira Sub-county



Source: ACODE Digital Library, July 2012

### 2.3.5 Agriculture and NAADs

Jinja District has a large farming community. In fact the district has a visible local economic development agenda. In a bid to enhance agricultural production and productivity and boost the incomes of the population, Jinja District Local Government invested heavily in Nakabango Farm which also had an apiary unit. The achievements included the following: the establishment of an 8.5-acre banana plantation with over 2,500 plants and a 20-acre maize plantation for purposes of generating mulching materials, controlling of pastures and diseases in crops, establishment of a slaughter slab in Buyala Trading Centre, and animal disease surveillance.

However, amidst other administrative challenges<sup>15</sup> the NAADs programme in particular continued to experience setbacks, ranging from inadequate funding

<sup>15</sup> The Chairperson asserts that in FY2011/12 the district performed poorly under NAADs partially because of the Ushs 500 million cut off the Shs 1.2bn NAADs budget. Though this was rectified eventually, the funding came through at the last minute. It is also worth noting that the bigger percentage of these funds went to administrative costs other than actual inputs, a practice the chairperson does not support.

and staffing, low adaptive farmer attitudes, diseases and pests, dependence on unreliable rainfall cycles for agricultural production, and constantly changing policies. From a broader perspective, it was noted that sugarcane growing had turned residents of the larger part of Jinja District, particularly the farmers into business-minded individuals. A general picture of the district portrays a local government that will in the near future face challenges of food shortage. Despite its available market and income generation, sugarcane growing has had its negative impact that should not go unnoticed. In sub-counties like Buyengo, Busedde, Kakira and Butagaya, sugarcane growing had drastically undermined food production both for home consumption and for sale. Most families in these sub-counties had resorted to sugarcane cultivation for income generation, thus neglecting food crops. Families had also increased the use of child labor in these sugarcane businesses to enhance their labor base. This had had its toll on the attendance and overall performance in the education sector as higher numbers of absenteeism and school drop-outs were reported during the FGDs conducted in the various sub-counties. The teaching staff also lamented that this engagement had posed a challenge in their work, especially with the adamant and money-minded attitudes parents had acquired.

### 2.3.6 Environment and Natural Resources

Jinja District is endowed with numerous natural resources including the long water boundary of Lake Victoria and River Nile on the eastern side, forest reserves, numerous tourist attractions, fertile soils all of which present an opportunity for the district to attain sustainable development. However, the environment and natural resources base continues to be undermined by several factors, among which are: poor implementation of existing policies to conserve the environment; rapidly growing population and associated land tenure which has made it extremely challenging to conserve the natural resources; poor farming methods and tree harvesting<sup>16</sup> for charcoal burning for both domestic use and sale. These contributed largely to forest depletion which was estimated at a rate of 50%.<sup>17</sup>

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16 Statistics indicate that the felling of trees for firewood and making charcoal for sale and home use is attributed to 58.4 % of households in the district that use wood fuel for cooking and 37.1% that use charcoal (UBOS, 2005).

17 Jinja DDP 2010/11-2014/15

Figure 8: District efforts in afforestation



Source: ACODE Digital Library, July 2012

Important to acknowledge also is the deliberate effort by the district towards reviving forests.<sup>18</sup> There was deliberate collaboration between the district and the local community in re-afforestation<sup>19</sup> of Ngereka, Nile bank and Kaitandhovu/Nsozi' biri forest reserves that had been greatly encroached on. To achieve this, the district encouraged the local community to plant trees alongside their crop gardens in the reserve. However, the achievements within this sector could have been greater but for lack of an environment officer to coordinate environment concerns, including the establishment of village environment committees that ought to have been functional up to sub-county level.

### 2.3.7 Functional Adult Literacy (FAL)

FAL is one of the priority areas aimed at improving socio-economic development and reducing poverty. It is part of the strategy (gender mainstreaming) put in place by government to encourage full and active involvement of both men and women in development efforts. In FY 2011/12, Jinja District had 324 registered active FAL centres with attendance of 6,290. However, as far as monitoring was concerned, most councilors did not appreciate the value of these centres. This was evident in the fact that some councilors were not even aware of the existence of such centres in their constituencies.

<sup>18</sup> Refer to minutes of full council held on November 11th 2011, MIN/DC/338/2011

<sup>19</sup> Through the Plan for Modernization Agriculture (PMA), the district re-vegetated the watersheds in the sub-counties of Buyengo, and Busedde covering 70 hectares and re-planting of trees on the hills of Bugembe, Busedde, Buyengo among others. However, the project was affected by the late delivery of seedlings which led to a low survival rate

# 3

## Jinja District Findings and Interpretations

As a performance assessment tool, the score-card is composed of a set of parameters derived from the mandated roles and responsibilities<sup>20</sup> of local councils and their respective political organs. The score-card therefore assesses the performance of the District Council, District Chairperson, District Speaker and individual Councilors. These organs are assessed against parameters categorized under: (i) legislative role, (ii) planning and budgeting, (iii) contact with electorate, (iv) participation in lower local governments, and (v) monitoring of service delivery areas.

In the period under review, the assessment in Jinja District was conducted within a period of four months (May - August 2012). For accuracy of information gathered in this process, several methods were employed including: document review, Focus Group Discussions (FGDs), face-to-face interviews and field visits at sub-county level. In the process, 26 FGDs were conducted involving a total of 208 participants, 39.9% of whom were female and 60.1% male.

In the course of the assessment, the research team encountered some challenges key among which were: failure by key respondents to honor appointments; reluctance by politicians to meet research team for interviews; and, failure by respondents to produce supporting evidence given that they were usually met away from their constituencies and residences. For an effective analysis in the absence of supporting documentary evidence, first-hand information was gathered from targeted respondents (primary respondents); and where information was lacking at the district, the team relied on data from central institutions like UBOS and interviews from secondary respondents.

### 3.1 Performance of the District Council

As the highest authority in a local government, the Local Government Council is vested with political, legislative, administrative and executive powers. The council is the platform available to councilors to table and deliberate on issues affecting their electorate for better planning towards improved services in their constituencies. The score-card for the district council is therefore derived from the core functions of the local government council as

<sup>20</sup> Refer to the Third Schedule of the Local Governments Act, Section 8.

a corporate body as stipulated in the Local Governments Act. By assessing the local government councils, therefore, the score-card seeks to establish the extent to which a council uses its political, legislative, administrative and planning powers to address the issues that affect the electorate within their jurisdiction. Table 5 presents details of the performance of the Jinja District Council in FY 2011/12.

Table 5: Performance of Jinja District Council in FY 2011/12

Performance Indicators Year	Actual Score	Maximum Scores	Remarks
<b>1. LEGISLATIVE ROLE</b>	13	25	Receipts of payments made toward subscription to ULGA were seen.
Adopted model rules of Procedure with/without debate (amendments)	2	2	Council made a resolution forwarded to ULGA on increment of allowances to councilors, speaker and Executive Committee members and Council petitioned government through the district chairperson on 500 million shilling which had been cut off NAADs funds
Membership to ULGA	2	2	
Functionality of the Committees of Council	2	3	
Lawful Motions passed by the council	2	3	
Ordinances passed by the council	0	3	
Conflict Resolution Initiatives	1	1	
Public Hearings	0	2	
Evidence of legislative resources	2	4	
Petitions	0	2	
Capacity building initiatives	2	3	
			Though Council chambers were renovated and the office of the clerk to council was well-equipped, there was no lounge for councilors.
			Standing committees were constituted and functional but the business committee sat only once.
			No ordinances were passed or public hearings conducted specifically on bills being tabled.
<b>2. ACCOUNTABILITY TO CITIZENS</b>	13	25	Though the client charter was distributed to all stakeholders there was no evidence of its display in public areas.
Fiscal Accountability	2	4	There was neither evidence of council debate on corruption and human rights-related issues nor of communication between council and parliament on constitutional issues.
Political Accountability	3	8	
Administrative Accountability	5	8	
Involvement of CSOs, CBOs, Citizens private sector, professionals, and other non-state actors in service delivery	2	2	
Commitment to principles of accountability and transparency	1	3	
			Despite claims of submission of PAC reports there was no evidence seen to support the claim.
<b>3. PLANNING &amp; BUDGETING</b>	11	20	Although local revenue collection was frustrated, part of the increment in local revenue collection over and above the planned was as a result of the interest from bank interest on district bank accounts.
Existence of Plans, Vision and Mission Statement	5	5	Standing committees did minimum monitoring due to lack of funds. But where this was reported to have been done, there was no evidence seen to justify the number of service point visited neither was their follow up action. FAL centers were reportedly visited by technical persons while visits to health units were made by the district executive and not the standing committee in charge of health.
Approval of the District Budget	4	4	
Local Revenue	2	11	
<b>4. MONITORING SERVICE DELIVERY ON NPPAs</b>	7	30	
Education	1	5	
Health	0	5	
Water and Sanitation	4	4	
Roads	0	4	
Agriculture and Extension	1	4	
Functional adult Literacy	0	4	
Environment and Natural Resources	1	4	
<b>TOTAL</b>	<b>44</b>	<b>100</b>	

Overall, Jinja District Council obtained 44 out of a possible 100 points. It is important to note, however, that this low performance was largely as a result of failure by the office of the Clerk to Council to produce sufficient documentary evidence to support the claims on performance and implementation. The low scores obtained under the parameter on monitoring NPPAs further worked against the overall council performance. Again, this followed failure to produce sufficient evidence to support claims of having undertaken monitoring or followed up on issues raised. A comparison of performance for all the 25 districts assessed in FY 2011/12 is presented in Annex 2 of this report.

### 3.2 Performance of the District Chairperson

During the period under review, Jinja District Local Government was under the leadership of Hon. Gume Frederick Ngobi. Hon Ngobi who subscribes to the NRM party was serving his first term as district chairperson in this period. Overall, Hon Ngobi garnered a total of 66 points out of a possible 100 points with his strongest performance being under his legislative role. Details of his performance are presented in Table 6.

Table 6: Jinja District Chairperson's Score-card FY2011/12

Name	GUME FREDERICK NGOBI		
District	JINJA		
Political Party	NRM		
Gender	Male		
Number of Terms	1		
Total Score	66		
ASSESSMENT PARAMETER	Actual Score	Maximum Score	Comments
1. POLITICAL LEADERSHIP	17	(20)	The chairperson chaired 7 DEC meeting but there was no evidence to support his claim of having delegated to the vice.  No actions had been taken in response to the previous annual assessment against the fact that the ministry had not shared the assessment report with the district by the time of assessment.
Presiding over meetings of Executive Committee	2	3	
Monitoring and administration	5	5	
Report made to council on the state of affairs of the district	1	2	
Overseeing performance of civil servants	3	4	
Overseeing the functioning of the DSC and other statutory boards/committees(land board, PAC,)	2	2	
Engagement with central government and national institutions	4	4	
2. LEGISLATIVE ROLE	15	(15)	He attended 6 council meetings. The DEC presented several motions and bills under the chairperson's leadership.
Regular attendance of council sessions	2	2	
Motions presented by the Executive	6	6	
Bills presented by the Executive	7	7	



3. CONTACT WITH ELECTORATE	10	(10)	There was evidence to show that the chairperson conducted meeting every last Thursday of the month. He frequently appeared on NBS and Baba FM.
Programme of meetings with Electorate	5	5	
Handling of issues raised and feedback to the electorate	5	5	
4. INITIATION AND PARTICIPATION IN PROJECTS IN ELECTORAL AREA	9	(10)	Chairperson initiated project geared towards improving livelihood of the elderly, passion fruit growing in Kivubuka, road works on Kaitabawala Rd.
Projects initiated	3	3	
Contributions to communal Projects/activities	1	2	
Linking the community to Development Partners/NGOs	5	5	
5. MONITORING SERVICE DELIVERY ON NATIONAL PRIORITY PROGRAMME AREAS	15	(45)	TThe chairperson had undertaken monitoring but was not able to justify his effort as he had no monitoring reports.
Monitored Agricultural services	3	7	
Monitored Health Service delivery	2	7	
Monitored schools in every sub-county	2	7	
Monitored road works in the district	2	7	
Monitored water sources in every sub-county	2	7	
Monitored functional Adult literacy session	2	5	
Monitored Environment and Natural Resources protection	2	5	
TOTAL	66	100	

Although the chairperson can be commended for his performance under the parameter on contact with the electorate in which he obtained all the 10 possible points, his overall performance was greatly undermined by his failure to produce monitoring reports to back his claims of having undertaken monitoring. The table in Annex 3 of this report presents details on the performance of all the 25 district chairpersons assessed during this period.

### 3.3 Performance of the District Speaker

Although the District Speaker is recognized for his unique role of guiding and overseeing council business, it is important to point out that a speaker is elected primarily as a councilor and therefore is a representative of a particular constituency. In scoring the speaker, therefore, he is assessed in his capacity as a councilor with additional legislative functions of presiding over and preserving order in council. During the year under review, Hon Richard Mayengo was the district speaker for Jinja District Local Government. Details of his performance are as presented in Table 7.

Table 7: Jinja District Speaker's Performance FY2011/12

Name	RICHARD MAYENGO	Level of Education		
District	JINJA	Gender		MALE
Sub County	MAFUBIRA B	Number of Terms		3
Political Party	NRM	Total		68
ASSESSMENT PARAMETER		Actual Score	Maximum Score	Comments
1. PRESIDING AND PRESERVATION OF ORDER IN COUNCIL		16	(25)	
Chairing lawful council/ meetings		2	3	Speaker did not delegate any of the council meetings to his vice.  MIN/DC/337/2011 and MIN/DC/231/11 provide evidence on the adoption and enforcement of the rules of procedure. Council had a schedule for council meetings for the year. However, communication on minutes was lacking. Also the business committee met only 2 times.
Rules of procedure		9	9	
Business Committee		0	3	
Records book with Issues/ petitions presented to the office		2	2	
Record of motions/bills presented in council		3	3	
Provided special skills/knowledge to the Council or committees.		0	5	
2. CONTACT WITH ELECTORATE		20	(20)	
Meetings with Electorate		11	11	Speaker met constituents over issues relating to NAADs, roads, land disputes, immunization.
Office or coordinating centre in the constituency		9	9	
3. PARTICIPATION IN LOWER LOCAL GOVERNMENT		4	(10)	
Attendance in sub-county Council sessions		4	10	Speaker attended less than the minimum 4 meetings at the LLG but communicated on NAADs, land grabbing, bursaries in rural schools and road works in the district.
4. MONITORING SERVICE DELIVERY ON NATIONAL PRIORITY PROGRAMME AREAS		28	(45)	
Monitoring Health Service delivery		7	7	Speaker lost scores under monitoring of education, roads and FAL where he either did not monitor at all or had no evidence of follow up action where in terms of reports or follow up on issues identified during the monitoring.
Monitoring Education services		1	7	
Monitoring Agricultural projects		7	7	
Monitoring Water service		7	7	
Monitoring Road works		1	7	
Monitoring Functional Adult Literacy		0	5	
Monitoring Environment and Natural Resources		5	5	
TOTAL		68	100	

Despite his commendable performance, there was no evidence that Hon Mayengo delegated any of the council meetings to his deputy as records obtained indicated that he chaired all the 7 council meetings conducted. At the same time, the speaker's performance under the parameter on monitoring NPPAs would have been better had it not been for his failure to produce monitoring reports to back his claims of having monitored.



### 3.4 Performance of District Councilors

The assessment of individual councilors is premised on their legislative and oversight functions as representatives of particular sub-counties. Given these core functions, a district councilor is therefore assessed against 4 parameters of: legislation; contact with electorate, participation in lower local governments; and, monitoring of services under the National Priority Programme Areas (NPPAs).

All the 26 district councilors that constituted the Jinja District Council during this period were assessed. Unique to Jinja District, the best two performers were representatives of special interest groups. Hon. Patrick Mutaasa, the male councilor representing PWDs scored an impressive 76 out of 100 possible points, while the best female councilor, Hon Florence Asio, the female councilor representing the youth garnered 74 out of a possible 100 points. Details on the performance of Jinja District councilors are presented in Table 8.

In spite of the fairly good performance, monitoring was still a hurdle for the councilors. Despite claims by the majority of having undertaken monitoring within their electoral areas, majority of councilors were unable to produce sufficient evidence to that effect. As a matter of fact, many councilors could not even tell how many service centres there were in their sub-counties. That being said, however, it is important to acknowledge the fact that this performance may also have been influenced by the fact that over 80% of the councilors were new in office and would therefore be assumed to have been learning on the job since this was their first year in office.

Table 8: Summary performance of Jinja District Councilors for FY 2011/12

Name	Sub county	Political Party	Gender	Number of Terms	Scores/Totals	Legislative role				Contact with electorate			Participation in LLGs		Delivery on NPPA									
						Plenary	Committees	Motion	Special Knowledge	Sub Total	Meeting Electorate	Office	Sub Total	LLG Meeting	Sub Total	Health	Education	Agriculture	Water	Roads	FAL	Environment	Su Total	
Patrick Mutaasa	PWD	NRM	M	2	79	8	8	5	0	21	11	9	9	20	10	10	1	7	7	1	7	0	5	28
Annet Musika	Budondo	NRM	F	2	72	8	8	2	0	18	11	9	9	20	10	10	7	1	7	6	1	1	1	24
Florence Asio	Youth	NRM	F	2	74	8	8	2	1	19	11	9	9	20	10	10	7	7	7	1	1	1	1	25
Ayub Wabika	Budondo	FDC	M	1	69	8	8	5	1	22	11	9	9	20	8	8	1	1	5	5	5	1	1	19
MuhammadKatuntubiru	Budondo	FDC	M	2	66	8	8	5	0	21	11	9	9	20	10	10	3	1	7	1	1	1	1	15
Sarah Balidawa	Buyengo/Buwenge T.C	NRM	F	1	63	8	8	5	0	21	11	9	9	20	10	10	1	1	7	1	0	1	1	12
Paul Balidawa	Kakira T/C	NRM	M	1	63	8	8	5	1	22	9	9	9	18	10	10	1	1	1	7	1	1	1	13
Loy Kabanda	Mpumudde - Kimaka	NRM	F	1	58	1	8	2	0	11	11	9	9	20	10	10	7	0	1	1	7	1	0	17
Mohammed Mbentyo	Jinja central	FDC	M	1	55	8	8	5	0	21	11	9	9	20	10	10	1	1	1	0	1	0	0	4
FaziraKawuma	PWD	Ind	F	1	53	8	8	0	0	16	11	9	9	20	0	0	7	7	1	0	1	0	1	17
Rose Mukama	Mafubira A	NRM	F	2	50	8	8	0	0	16	11	5	5	16	2	2	3	3	3	1	1	1	4	16
Jane Lilly Obwoyo	Jinja West	NRM	F	1	49	8	8	2	0	18	11	2	2	13	10	10	1	1	1	1	1	1	2	8
AsumaniAikiikyomi	Buwenga Rural	NRM	M	1	49	8	8	0	0	16	11	5	5	16	10	10	1	1	1	1	1	1	1	7
Victoria Ssembera	Butagaya	NRM	F	1	49	1	8	0	0	9	11	9	9	20	10	10	0	1	1	1	1	1	5	10
SylviaMpabulungi	Busedde	NRM	F	1	45	1	8	0	0	9	11	9	9	20	4	4	5	1	1	1	1	0	3	12
KassimNtambi	Bugembe T/C	NRM	M	1	43	8	8	2	0	18	2	6	6	8	10	10	1	1	1	0	3	0	1	7
AloziusMugumira	Buyengo	FDC	M	2	39	5	8	0	0	13	2	2	2	4	4	4	1	1	7	5	0	0	2	16
Samuel Kauta	Busedde	NRM	M	1	38	8	8	5	0	21	9	0	0	9	0	0	1	1	1	1	0	0	4	8
Christine Abuze	Jinja East	FDC	F	1	35	1	8	0	0	9	9	2	2	11	10	10	1	1	1	1	0	0	1	5
Peter Muwanika	Walukuba -MaseseDiv	FDC	M	1	34	8	8	2	0	18	9	4	4	13	0	0	1	1	0	0	1	0	0	3
Grace Luuya	Butagaya	NRM	F	1	31	1	8	0	0	9	2	9	11	11	2	2	1	1	1	5	1	0	0	9
Tenywa Yakut	Mafubira A	Ind	M	2	24	8	8	2	0	18	0	2	2	2	0	0	1	1	0	1	1	0	0	4
Mutesi Juliet	Bugembe TC	NRM	F	1	24	1	8	0	0	9	2	2	2	4	2	2	1	1	1	1	1	0	4	9
Auma Pajobo	Kakira TC	NRM	F	1	33	8	8	8	0	21	3	4	7	7	0	0	0	1	1	1	1	0	1	5
Kamwami Peter	Buwenge TC	FDC	M	1	25	5	8	2	0	15	0	5	5	5	0	0	1	1	0	1	1	0	1	5

# 4

## Factors Affecting Performance of Jinja District

A district council is the official decision-making organ under the local government structure. However, amidst all the debate surrounding the challenges facing local governments in Uganda today, the challenges which have continued to impact negatively on the overall ability of local governments to improve the delivery of services are largely cross-cutting throughout the local governments taking part in the councils' assessment exercise under this programme.

Jinja District Local Government in particular was found to have been experiencing forces from within and without the council, among which were internal political conflicts causing divisions among councilors and in effect loss of focus for the council towards the struggle to improve service delivery; low local revenue collections; low education levels of councilors; low appreciation of councilors' roles and responsibilities, and poor monitoring by council.

### 4.1 Internal Factors

#### 4.1.1 Poor Government-Opposition relations within Council

The rope-pulling between councilors subscribing to the ruling NRM party and those subscribing to the opposition slowed down the potential of council to not only make effective decisions but also balance the delivery of services.

#### 4.1.2 Poor record keeping and information flow

Despite the fact that some of the councilors were being assessed for the second time, while the new ones had been inducted during the presentation of the previous score-card, many councilors still did not improve on record keeping. At individual level, most councilors did not have monitoring reports, diaries or note books. At the council level, it was evident that while councilors claimed to have made contributions during plenary, many of these were not visible in council and committee minutes obtained.

Evidence from the council and standing committee minutes points to a shortfall from the technical staff on activities related to council. Delayed submission of reports by heads of department was reportedly a key source of

delayed response to issues raised. The office of the Clerk to Council was also reported to have produced and delivered council minutes late to councilors.

#### 4.1.3 Contact with the Electorate

Evidence from FGDs conducted in all sub-counties across the district points to the fact that councilors rarely returned to their constituencies after being voted into office. Key among the factors that had continued to deter councilors from engaging directly with the electorate was the fear of financial demands by the electorate. Such demands had forced councilors to meet the electorate during social functions as opposed to organizing official meetings for more constructive engagement.

#### 4.1.4 Poor monitoring of public services

The overall performance of the Jinja District Council and individual councilors in their role of monitoring service delivery was found wanting. This gap may arguably be tagged to several factors including: lack of funds towards monitoring, reluctance by individual councilors to undertake monitoring within their constituencies and also unclear Operations and Management as well as Monitoring and Evaluation structures.

#### 4.1.5 Low civic consciousness on roles of councilors

There was still widespread lack of civic consciousness manifested by the public on the key roles of councilors and the functioning of local government systems. During FGDs, it was realized that citizens did not know basic yet vital information like the power the citizen holds to recall under-performing councilors. At the same time, many of the respondents still believed that councilors were supposed to attend and in effect make financial contributions towards social functions like burials and weddings.

## 4.2 External factors

### 4.2.1 Insufficient funding

Jinja District Local Government, like many other districts, suffers from budget deficits and is highly dependent on central government and donors, with over 95% of the district's revenue being from central government and very little generated locally. Besides late disbursement of funds, the fact that a greater percentage of these government transfers are conditional grants which largely target the wage bill is in itself a setback to good performance in service delivery as this leaves limited room for flexibility. This simply means that even the 95% funding from the centre remains insufficient to meet local needs.

#### 4.2.2 Low Education levels of councilors

Like was observed in the previous assessment, effective performance of district councilors requires some level of analytical competences. However, there is no provision under the existing Local Governments Act (CAP 234) for a minimum requirement for one to become a district councilor. Generally, councilors with low levels of education have difficulty in analysing issues and engaging in constructive debate. Interviews with the councilors pointed to this being a major challenge to the strength of the council. Evidence from the assessment showed that councilors with higher levels of education debated and contributed more significantly, constructively and objectively during plenary and committee meetings.

# 5

## General Conclusion and Recommendations

Despite the potential Jinja District had in terms of resources, effective planning and oversight regarding implementation of key service delivery activities were greatly marred by the disunity within council especially generating from the poor government-opposition relations. In addition, being the first of a five-year term of office (2011-2016), it is important to acknowledge the lack of experience of some the councilors that were new in office which factor may have in one way or another impacted on the overall performance of both the council and individual councilors.

### 5.1 Recommendations

#### 5.1.1 Capacity Building in Conflict Resolution

Given the effect of conflict in the Jinja District Council, there is need for regular and consistent capacity building of the political leadership on effective management of conflicts. This will be useful in bridging the government-opposition relations which will go a long way to foster the operations of council.

#### 5.1.2 Improve Monitoring of Service Delivery and Reporting

Beyond the fact that it is the duty of district councilors to monitor government programmes at Local Government Level, it is through monitoring that district councils can undertake meaningful planning especially to suit the meagre resource envelope available to most local governments. On this note, therefore, local governments need to establish a mandatory requirement for councilors to produce monitoring reports preferably on a quarterly basis. This would force councilors to update themselves on the state of services within their constituencies and in effect guide council deliberations, planning and budgeting.

#### 5.1.3 Widen the Local Revenue base

Jinja District is endowed with industrial potential and activities that would have boosted the performance of the district if these firms were diligently paying a contribution to the district on an annual basis. The district should exploit untapped revenue from ground rent and property taxes, especially from the

new and unsurveyed buildings within the district. Central government should also support the district in operationalizing the laws that demand for these factories and industries to pay their dues to the local government. A rise in local revenue will go a long way to enhance effectiveness of council operations in terms of meetings, and monitoring by standing committees.

#### 5.1.4 Capacity building of councilors and citizens

Based on the fact that majority of the councilors in Jinja District are new in office, there is need for more intensive capacity building to enhance councilors' understanding of their roles, improve their ability in documentation and record keeping, and build their capacity in deliberating in council and committee meetings. For purposes of effective monitoring, councilors also need training for them to understand and appreciate government operations like those surrounding procurement processes, minimum standards for service sectors, among others. Such capacity building strategies will go a long way to uplift especially those councilors whose performance is undermined by their low levels of education. On the other hand, there is still need for more intense civic awareness among the electorate especially in their appreciation of councilors' mandated roles and responsibilities

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# Annexes

Annex 1: Jinja District Councilors FY2011/12

No.	Name	Sub county
1	Frederick Gume Ngobi	District Chairperson
2	Balidawa Sarah	Buwenge T.C
3	Asuman Akiki Kiomi	Buwenge
4	Kamwami Peter	Buwenge TC
5	Mugumira Alozius	Buyengo
6	Luuya Grace	Butagaya
7	Sembera Victoria	Butagaya
8	Musika Annet	Budondo
9	Wabika Ayub	Budondo
10	Mayengo Richard	Mafubira B
11	Mbentyo Mohammed	Jinja central
12	Muwanika Peter	Walukuba
13	Kabanda Loy	Mpumudde
14	Ntambi Kassim	Bugembe
15	Balidawa Paul	Kakira TC
16	Kauta Samuel	Busedde
17	Abuze Christine Monica	Jinja east
18	Mukama Rose	Mafubira A & B
19	Tenywa Yakut	Mafubira A
20	Mutesi Juliet	Bugembe TC
21	Mpabulungi Sylvia	Busedde
22	Auma Pajobo	Kakira
23	Katuntubiru Mohammed	Youth-Male
24	Asio Florence	Youth - Female
25	Aboyo Jane Lilly	Jinja west
26	Mutaasa Patrick	PWDs-Male
27	Mutesi Fazil	PWDs- Female

## Annex 2: Summary of District Councils' Performance

District	Total	Legislative Role										Accountability To Citizens					Planning & Budgeting					Monitoring NPPAs								
		Rules of procedure	Membership ULGA	Functionality of committees	Lawful motions	Ordinances	Conflict resolution	Public hearings	Legislative resources	Petitions	Capacity building	Sub Total	Fiscal accountability	Political accountability	Administrative accountability	Involvement of CSOs	Principles of accountability	Sub Total	Planning and budgeting	District budget	Local revenue	Sub Total	Education	Health	Water	Roads	Agriculture	FAL	Environment	Sub Total
Gulu	82	2	2	2	3	0	1	0	4	2	1	17	3	7	6	2	3	21	5	4	9	18	5	5	4	4	2	4	2	26
Amuria	78	2	2	0	2	0	1	2	1	2	2	14	4	6	4	2	2	18	5	4	11	20	5	5	4	4	0	4	26	
Mukono	78	2	1	2	2	1	2	4	2	2	19	4	5	3	2	2	16	5	4	9	18	5	5	4	4	3	0	4	25	
Kabarole	75	2	1	2	1	0	1	0	1	2	3	13	4	4	4	2	0	14	5	4	9	18	5	5	4	4	4	4	30	
Wakiso	71	2	1	3	1	0	1	1	2	2	1	14	3	7	2	2	2	16	5	4	9	18	5	5	4	2	0	3	4	23
Luweero	70	2	2	2	2	0	1	0	1	1	0	11	4	5	7	2	1	19	5	4	9	18	2	4	4	3	4	2	3	22
Rukungiri	69	1	2	3	2	1	1	0	3	2	3	18	4	5	5	2	1	17	5	4	4	13	5	5	2	3	4	0	2	21
Soroti	68	1	1	1	2	0	1	0	3	1	1	11	4	8	8	2	1	23	5	4	1	10	5	5	4	4	0	2	24	
Kanungu	67	1	2	3	2	0	1	2	2	2	1	16	4	5	5	2	2	18	5	4	2	11	5	5	2	4	3	0	3	22
Mpigi	67	2	1	3	2	0	1	0	4	1	1	15	3	5	7	2	0	17	5	4	4	13	4	5	2	4	2	1	4	22
Ntungamo	64	2	2	3	2	1	0	0	4	1	0	15	4	4	4	2	1	15	5	4	7	16	3	5	0	3	4	3	0	18
Bududa	60	2	1	3	1	1	1	0	3	2	3	17	4	8	6	2	0	20	5	3	4	12	2	2	2	2	2	0	1	11
Buliisa	57	1	1	3	3	0	1	1	2	0	2	14	3	6	4	2	0	15	5	4	4	13	5	5	0	4	0	0	1	15
Nakapiripirit	56	2	1	3	2	3	1	0	2	0	2	16	3	2	3	1	1	10	5	4	4	13	4	2	2	4	0	2	3	17
Mbale	55	2	1	3	1	0	1	0	4	2	3	17	3	6	3	2	0	14	5	4	4	13	2	2	2	2	2	0	1	11
Moroto	55	2	1	0	2	0	0	2	2	0	2	11	2	4	1	2	1	10	5	4	9	18	3	3	3	0	3	2	2	16
Moyo	55	1	2	3	2	0	1	0	2	1	1	13	4	5	3	2	3	17	5	4	2	11	2	2	2	2	0	4	14	
Mbarara	53	1	1	3	1	0	0	1	3	0	1	11	4	4	4	2	1	15	5	4	2	11	4	3	2	2	0	3	16	
Nebbi	51	2	2	3	1	0	1	0	2	1	1	13	3	3	3	2	3	14	5	4	2	11	2	2	2	2	2	0	3	13
Lira	49	2	1	2	2	1	0	0	4	0	1	13	1	3	3	2	0	9	5	4	9	18	4	2	2	1	0	0	9	
Hoima	48	2	2	3	1	0	0	1	1	0	0	9	3	3	3	2	0	11	5	4	2	11	1	5	2	3	3	0	3	17
Jinja	44	2	2	2	2	0	1	0	2	0	2	13	2	3	5	2	1	13	5	4	2	11	1	0	4	0	1	0	1	7
Kamuli	40	2	1	1	0	0	1	0	2	1	2	10	4	3	3	2	0	12	5	4	9	18	0	0	0	0	0	0	0	0
Tororo	40	2	0	3	1	1	1	1	3	0	3	15	3	5	6	2	0	16	5	4	0	9	0	0	0	0	0	0	0	0
Amuru	30	0	0	0	0	0	1	0	2	0	3	6	1	4	2	2	0	9	5	4	6	15	0	0	0	0	0	0	0	0

### Annex 3: Summary of District Chairpersons' Performance

Name	District	Party	Gender	Terms	Total	Political Leadership						Legislative Role			Contact Electorate			Development Projects				Monitoring Service Delivery On NPPAs									
						Executive	Monitoring Admin	State of affairs	Civil Servants	DSC and Boards	Central Govt	Sub total	Council session	Motions executive	Bills executive	Sub Total	Program meetings	Handling issues	Subtotal	Project initiated	Contributions	Dev't partners	Sub Total	Agriculture	Health services	Schools	Roads	Water	FAL	Environment	Sub Total
Martin Ojara M.	Gulu	FDC	M	1	91	3	5	2	4	2	4	20	2	4	3	9	5	5	10	2	2	5	9	7	7	7	7	3	5	43	
Gregory M.Egunyu.	Soroti	NRM	M	1	82	3	4	2	4	2	4	19	2	6	2	10	5	5	10	1	1	5	7	7	7	7	6	0	2	36	
Richard Rwabihunga	Kabarole	Ind	M	1	80	3	5	2	4	2	4	20	2	2	0	4	5	5	10	2	2	3	7	7	7	7	5	3	39		
John M. Luwakanya	Mpigi	NRM	M	1	80	3	5	2	4	0	4	18	2	6	0	8	5	2	7	3	2	5	10	7	7	7	0	2	37		
Francis Lukooya M.	Mukono	NRM	M	2	80	3	6	2	4	2	4	21	2	6	5	13	3	5	8	2	2	4	8	3	7	6	2	2	4	30	
Emmanuel Osuna	Tororo	NRM	M	2	78	3	2	2	2	0	4	13	2	2	0	4	5	5	10	3	2	5	10	7	6	7	7	2	5	41	
Mark AolMusooka	Moroto	NRM	M	1	76	3	5	2	3	1	3	17	2	6	5	13	4	2	6	3	1	5	9	7	6	6	7	0	5	0	31
John Francis Oluma	Amuria	NRM	M	1	74	3	5	2	3	1	4	18	2	6	7	15	3	2	5	1	1	5	7	7	2	5	7	5	0	3	29
Bernard Mujasi	Mbale	NRM	M	3	70	3	4	2	3	2	3	17	2	6	3	11	5	2	7	3	1	5	9	7	3	3	5	3	2	3	26
Deuseddit Tumusiime	Mbarara	NRM	M	1	70	2	4	1	4	2	4	17	2	0	0	2	5	3	8	0	1	3	4	7	7	7	2	2	2	39	
Mathias Bwanika L.	Wakiso	DP	M	1	70	3	5	2	4	1	2	17	2	2	0	4	5	5	10	3	2	3	8	5	5	5	5	3	3	31	
John Lorot	Nakapiripit	NRM	M	2	69	3	4	2	3	2	3	17	2	0	0	2	5	5	10	3	1	3	7	5	5	5	7	5	1	33	
Denis Singahakye	Ntungamo	NRM	M	1	69	3	5	2	3	2	4	19	2	6	0	8	3	5	8	2	1	4	7	3	7	1	7	0	2	27	
Fredrick G Ngobi	Jinja	NRM	M	1	66	2	5	1	3	2	4	17	2	6	7	15	5	5	10	3	1	5	9	3	2	2	2	2	2	15	
George kaman'yire	Hoiama	NRM	M	3	65	3	4	2	4	2	2	17	2	6	0	8	5	2	7	2	1	3	6	5	5	7	3	0	2	27	
Robert Okumu O.	Nebbi	NRM	M	1	65	3	5	2	3	2	3	18	2	0	0	2	4	5	9	1	2	5	8	6	3	6	7	6	0	0	28
Abdul Nadduli	Luwero	NRM	M	3	63	3	4	2	4	1	3	17	2	2	0	4	2	5	7	3	2	3	8	4	5	5	5	0	3	27	
John B Nambeshe	Bududa	NRM	M	1	62	3	4	1	4	1	4	17	2	2	3	7	5	5	10	1	1	3	5	6	7	3	3	2	0	23	
Fred Lukumu	Bullisa	NRM	M	2	56	3	5	1	3	2	4	18	2	2	0	4	5	3	8	3	2	0	5	3	6	3	3	0	3	21	
Anthony A Omach	Amuru	NRM	M	2	54	2	4	0	3	1	4	14	2	2	0	4	4	5	9	3	2	5	10	7	2	2	2	0	2	17	
Samuel Bamwole	Kamuli	NRM	M	3	53	1	4	1	1	0	3	10	2	2	0	4	5	5	10	3	1	0	4	2	6	6	7	2	0	2	25
Josephine Kasya	Kanungu	NRM	F	3	53	3	0	2	4	2	2	13	2	0	0	2	4	5	9	3	0	4	7	6	7	2	7	0	0	0	22
Jimmy Vukoni	Moyo	Ind	M	1	52	3	5	2	4	2	4	20	2	6	0	8	0	2	2	3	1	3	7	7	0	0	6	2	0	0	15
Charles amukama	Rukungiri	NRM	M	1	44	3	5	2	3	2	3	18	2	2	3	7	4	2	6	2	0	5	7	0	2	2	2	0	0	6	
Alex Oremo/lot	Lira	UPC	M	1	40	2	5	1	2	2	3	15	2	0	3	5	5	2	7	3	1	3	7	0	2	0	2	0	2	0	6

## Annex 4: Summary of District Speakers' Performance

Name	District	Constituency	Party	Gender	Terms	Total	Presiding And Preservation Of Order In Council						Contact With Electorate			Participation In LLG		Monitoring Service Delivery On NPPAs									
							Chairing Council	Rules of procedure	Business committee	Records of issues	Record of petition	Special skills	Sub Total	Meetings electorate	Office	Sub Total	LLGs meetings	Sub Total	Health	Education	Agriculture	Water services	Road works	FAL	Environment	Sub Total	
Douglas P. Okello	Gulu	Lalogi	NRM	M	1	89	3	9	3	2	3	0	20	11	9	20	8	8	7	5	5	7	5	5	41		
Mohammed Mafabi	Mbale	Bubyangu	Ind	M	2	75	3	9	3	2	3	0	20	11	9	20	10	10	3	5	3	7	0	2	25		
DaudiByekwaso Mukibi	Wakiso	Kakiri	NRM	M	3	75	2	9	3	2	3	0	19	11	9	20	10	10	4	4	7	0	5	1	5	26	
James Kunobwa	Mukono	Nagojje	NRM	M	2	73	3	9	3	0	3	0	18	11	9	20	10	10	7	7	1	3	1	5	25		
Richard Mayengo	Jinja	Mafubira B	NRM	M	3	68	2	9	0	2	3	0	16	11	9	20	4	4	7	1	7	7	1	3	2	28	
Ida Fuambe	Nebbi		NRM	F	3	68	3	9	3	2	0	0	17	11	9	20	10	10	3	5	3	5	1	0	4	21	
Dan Nabimanya	Ntungamo	Ntungamo	NRM	M	1	66	3	9	3	2	3	0	20	9	6	15	10	10	5	5	1	5	0	4	21		
Proscovia Namansa	Luweero	Wobulenzi / Katikamu	NRM	F	3	64	3	9	0	0	0	0	12	11	9	20	10	10	4	4	0	5	3	1	22		
Henry Ndyabahika	Rukungiri	Buhunga	NRM	M	2	64	3	8	3	2	0	0	16	7	9	16	10	10	5	5	1	5	1	4	22		
Jotham Loyor	Nakapiripi	Namalu	NRM	M	2	62	2	9	3	2	3	0	19	11	0	11	10	10	4	4	3	0	5	1	5	22	
Charles Beshesya	Kanungu	Kirima	NRM	M	1	61	2	8	3	2	3	0	18	6	6	12	10	10	5	5	1	0	5	1	4	21	
Andrew Odongo	Soroti	Soroti	FDC	M	1	61	3	9	3	2	3	0	20	9	9	18	4	4	1	5	5	0	5	0	3	19	
William Tibamanya	Mbarara	Rugando	NRM	M	1	58	3	8	2	0	0	0	13	7	9	16	6	6	5	5	1	5	5	1	1	23	
Clovice Mugabo B	Kabarole	Mugusu	NRM	M	2	54	3	5	1	2	3	0	14	11	6	17	2	2	1	5	5	5	1	0	4	21	
Christopher Odongkara	Amuru	Amuru	NRM	M	1	51	2	0	3	0	0	0	5	9	9	18	6	6	7	2	7	0	6	0	0	22	
Cesar Lomoto L	Moroto	Youth	NRM	M	1	49	3	7	3	2	3	0	18	7	9	16	2	2	1	5	1	1	1	0	4	13	
Martin Chaiga	Moyo	Moyo	NRM	M	2	44	3	8	3	0	0	0	14	5	9	14	10	10	1	1	0	0	0	0	4	6	
Charles Engoru	Amuria	PWD	NRM	M	2	41	2	9	3	2	3	0	19	2	9	11	2	2	1	1	1	1	1	0	4	9	
Juliet Jjemba	Mpigi	Muduma	NRM	F	2	40	2	5	3	2	3	0	15	0	9	9	10	10	1	1	1	1	1	0	1	6	
Didan Amaama R.	Bulisa	Kiringente	Ind	M	1	37	3	2	3	0	3	0	11	2	5	7	6	6	5	5	1	1	1	0	0	13	
Micheal Matsyetsye	Bududa	Ngwedo	NRM	M	2	35	3	9	3	2	0	0	17	0	0	0	4	4	1	1	1	5	5	0	1	14	
Isingoma Kitwe	Hoima	Bumasheti	NRM	M	1	33	3	6	3	0	3	0	15	3	9	12	2	2	1	1	0	1	0	0	1	4	
James Paul Michi	Tororo	Busisi Div	NRM	M	1	32	2	2	2	2	0	0	8	9	2	11	6	6	1	1	1	1	1	1	1	7	
Martin Ocen Odyek	Lira	Eastern Div	UPC	M	1	26	3	9	3	0	3	0	18	0	2	2	0	0	1	1	1	1	1	1	0	6	
Martin Ocen Odyek	Lira	Railway Div	UPC	M	1	26	3	9	3	0	3	0	18	0	2	2	0	0	1	1	1	1	1	1	1	0	6

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ISBN: 978 9970 34 007 1



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