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

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

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#### **BACKGROUND AND RATIONALE**

This brief presents findings from the score-card assessment conducted during the FY2013/14 for Wakiso District Local Government (WDLG) under the Local Government Council Scorecard Initiative (LGCSCI). This initiative is an evidence based project implemented by ACODE in partnership with ULGA with support from the DGF. The initiative seeks to enhance the effectiveness of elected leaders in fulfilling their mandate and build the citizens' capacity to demand better services. LGCSCI uses a score-card as an assessment tool to complete annual performance assessments on the district council, district chairperson, speaker and councillors by focussing on their roles and responsibilities as stipulated in the Local Government Act (as amended, 2010).

The rigorous assessment process is conducted by teams of researchers across the 30 districts that undergo the annual LGCSCI score-card assessment. The research process involves a review of key district documents, interviews with key respondents, consultation with citizens through focus group discussions (FGDs) and the cleaning and analysis of data with final district reports produced for each of the districts (available online; <http://www.acode-u.org/>). LGCSCI also produces and disseminates a 'National Synthesis Report' that provides a synthesis of all the findings and an overall analysis from the 30 assessed districts. The reports are subsequently disseminated nationally and at district level.

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

In terms of education, Wakiso district is ranked one of the best performing districts in national Primary

Leaving Examinations results. Despite the good performance in national terms, service delivery indicators for the education sector in FY2013/14 showed a decline in the attainment levels of Grade 1 and Grade 2 when compared to the previous FY.



**Figure 1:** An overcrowded classroom at St. Joseph's C/U P/S Nansana, Nansana TC (Credit: ACODE Digital Library)

Water supply in the urban areas of Wakiso District is provided by the national water services while the rural areas access water from hand-dug wells, deep boreholes, shallow wells and protected springs; all of which are classified as safe water. Safe water coverage in Wakiso District stands at 64 per cent for the rural areas and 20 per cent for the urban areas. The functionality of water sources stands at 81 per cent while the safe sanitation coverage (latrine per household) stands at 92 per cent. However, access to water poses a serious issue and was reportedly as low as 25% in Nabweru sub-county (s/c). The quality of the water such as the content, colour, smell and taste was also cited as problematic by citizens in Mende s/c, Entebbe 'B', Kasanje s/c and Kira Town Council, among others.

Wakiso district is served with road network in a relatively fair condition. However, being a gateway to Kampala city with all the trunk roads passing through to other districts of Mukono, Mpigi, Mityana, Kalangala, Mubende and Luwero to Kampala City heavy and continuous traffic results in many breakdowns

and road closures. Meanwhile, community roads were reportedly narrow and poorly maintained and featured potholes and a lack of culverts causing poor draining and rendering them impassable during rainy season in Namayumba s/c, among others.

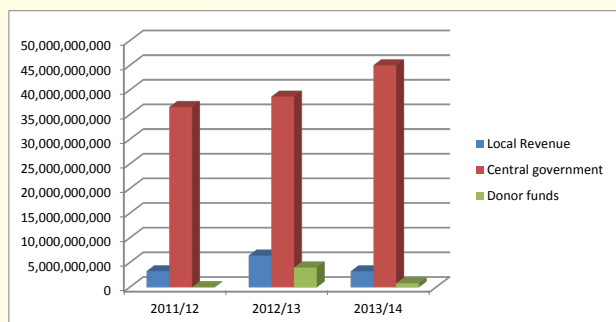


**Figure 2:** Children fetching water from one of the newly rehabilitated bore holes in Sissa Sub County (Credit: ACODE Digital Library)

## FACTORS AFFECTING SERVICE DELIVERY IN WAKISO DISTRICT

**Budgetary Constraints:** In FY 2013/14, Wakiso District received UGX 49.06 billion of which central government funding, accounted for 91.7 per cent, local revenue and donor funds account for 0.07 per cent and 0.02 per cent of the district revenue respectively as shown in **Figure 3**.

**Figure 3:** A Three year budget performance for Wakiso District



Although there was an increase in central government transfers during FY2013/14, central government disbursements were mainly allocated as conditional grants thus providing little or no room for the re-allocation of funds by WDLG to other service delivery priorities. For FY2013/14 this was particularly problematic because, compared to the financial requirements for projected service delivery requirements outlined by WDLGC in the district work plan, fewer funds were disbursed by central government. WDLG therefore faced an unexpected shortfall of UGX 10.54 billion. Despite having submitted a budget of UGX 59.6 billion, it only received UGX 49.06 billion. Despite the various sources of revenue accruing

from the local economy endowments, WDLGC did not capitalize on opportunities to collect locally generate revenue. Generating local revenue is important to reduce reliance on central government funding and the fund activities that require substantial flows of local revenue. The ability of the local government to secure sources of local revenue determines the level of council facilitation to be received by the Councillors and thus the number of council sittings to be held.

The facilitation also supports the councillors to complete their oversight and monitoring of NPPA service delivery points as 20 per cent of locally generated revenue is constitutionally earmarked for these purposes. Without a reliable source of locally generated income and funding from the central government that cannot be reallocated, budgetary constraints are a key factor affecting service delivery.

**The Growth of the District:** Wakiso district is one of the fastest growing districts in Uganda with 15 sub-counties, 6 town councils and one municipality. This description paints a picture of how much the district representatives have to do in terms of covering the various constituencies. Successfully fulfilling their political roles across a growing electorate and vast area, supported by the pre-existing remuneration and management structures, presents a challenge in effective service delivery.

**Limited Support Supervision:** The process of filling vacant positions in WDLGC is bureaucratic due to long staff recruitment process that requires permissive action from central government secretariats. This process has greatly impacted on service delivery as WDLGC staffing structures are not filled and the remaining members of staff remain mandated to carry out the district activities.

## SCORE-CARD PERFORMANCE

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

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

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

Performance		2011/12	71	100	
Performance		2012/13	76	100	
Performance		2013/14	83	100	
Performance		% change	9		
Parameter	Indicator	Score	Max Score	Explanatory Remarks	
LEGISLATIVE ROLE	Rules of Procedure	2	2	WDLGC rules of procedure adopted. 22 DEC meetings, at least 4 meetings for all standing committees and 6 business committee meetings were held. Motions on service delivery and accountability passed-establishment of Area Land Committees for 3 SCs and on arrears for garbage collection without contracts. No ordinance was passed on local government financial autonomy. Conflict resolutions have been initiated in LLGs though no public hearings on bills being tabled from the council. Petitions have mainly been on revenue matters	
	Membership to ULGA	2	2		
	Committees of Council	3	3		
	Motions passed	2	3		
	Ordinances	0	3		
	Conflict Resolution	1	1		
	Public Hearings	0	2		
	Legislative resources	2	4		
	Petitions	2	2		
	Capacity building	3	3		
	<b>Sub total</b>		<b>17</b>		
ACCOUNTABILITY TO CITIZENS	Fiscal Accountability	4	4	Council reviews audited and PAC reports. There was a debate on elevation of district to city status and shoddy work by some contractors. A petition was taken to parliament on the Rosebud Flower Farm. The district works in partnership with several NGOs. No evidence of commitment by WDLGC to principles of accountability and transparency.	
	Political Accountability	8	8		
	Administrative Accountability	8	8		
	Involvement of CSO	2	2		
	Principles of accountability	0	3		
<b>Sub total</b>		<b>22</b>	<b>25</b>		
PLANNING & BUDGETING	Plans, Vision and Mission	5	5	Budget was laid and approved. District council has engaged URA to give them at least 10% of the collections made however there is still no ordinance on local government financial autonomy despite an increase in proportion of local revenue to the annual budget.	
	District Budget	4	4		
	Local Revenue	9	11		
	<b>Sub total</b>		<b>18</b>		
MONITORING SERVICE DELIVERY ON NPPAS	Education	4	5	Substantial monitoring was done by council across all NPPA sectors although not always as per the work plan due to lack of sufficient funds.	
	Health	5	5		
	Water and sanitation	3	4		
	Roads	4	4		
	Agriculture	3	4		
	FAL	3	4		
	ENR	4	4		
	<b>Sub total</b>		<b>26</b>		

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

Trends in performance		2011/12	70	100				
Trends in performance		2012/13	82	100				
Trends in performance		2013/14	78	100				
Trends in performance		% change	-5					
Parameter	Indicators	Score	Max Score	Explanatory Remarks				
POLITICAL LEADERSHIP	DEC	3	3	The Chairperson presided over 22 meetings delegating at least once to his deputy. DSC and PAC were fully constituted. The C/person contacts the DSC on personnel matters wherein the office of the DSC is regularly invited and duly represented. The c/person asked the DPC to intervene on the encroachment of Nabaziza swamp, Nsangi SC where forces had been deployed to prevent the dumping of soil which was being done at night. Petitions presented to parliament include the recall all titles in wetlands and a WDLGC pronouncement that parents should pay for lunch for their children which were presided over by the c/person.				
	Monitoring admin	5	5					
	State of affairs	2	2					
	Oversight civil servants	4	4					
	Commissions/Boards	2	2					
	Central gov't	4	4					
	<b>Sub Total</b>		<b>20</b>			<b>20</b>		
	LEGISLATIVE ROLE	Council	2			2	He attended 6 meetings and, although the executive presented motions on service delivery and accountability, no bills were presented during the FY2013/14.	
		Motions Executive	6			6		
		Bills by Executive	0			7		
<b>Sub Total</b>			<b>8</b>	<b>15</b>				
CONTACT WITH ELECTORATE	Meetings Electorate	5	5	The Chairperson shared his programme of meetings to monitor sub-counties and provided evidence of his use of media as a tool of accountability.				
	Issues by electorate	5	5					
	<b>Sub Total</b>		<b>10</b>			<b>10</b>		
PROJECTS	Projects Initiated	3	3	The Chairperson initiated a project to complete the Speaker's chambers and the fencing of district H/Qs. He has also provided both written advice and material contribution to the communities although there was no evidence of signing an MoU linking the community directly to development partners.				
	Communal Projects	2	2					
	NGOs	0	3					
	<b>Sub Total</b>		<b>5</b>			<b>10</b>		
MONITORING SERVICE DELIVERY ON NATIONAL PRIORITY PROGRAMME AREAS	Agriculture	7	7	He Monitored some service delivery points though did not cover them as detailed in his work plan due to insufficient resources allotted to the exercise in comparison to the size of the district.				
	Health	5	7					
	Schools	5	7					
	Roads	7	7					
	Water Sources	5	7					
	FAL	3	5					
	Environment	3	5					
	<b>Sub Total</b>		<b>35</b>			<b>45</b>		

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

	<b>Name</b>	Daudi Mukiibi Byekwas		
	<b>District</b>	Wakiso		
	<b>Political Party</b>	NRM		
	<b>Constituency</b>	Kakiri		
	<b>Gender</b>	M		
	<b>Terms</b>	3		
<b>Trends in Performance</b>	2011/12	75	100	
	2012/13	73	100	
	2013/14	77	100	
	% change	5		
<b>Parameter</b>	<b>Indicator</b>	<b>Score</b>	<b>Max Score</b>	<b>Explanatory Remarks</b>
<b>Legislative Function</b>	Chairing council	2	3	The Speaker chaired 6 sittings but never delegated to his deputy. He presided over the business committee and wrote papers to guide the district council on composition of committee members and regarding the Lower Local Governments
	Rules of procedure	9	9	
	Business Committee	3	3	
	Records book	2	2	
	Record of motions	0	3	
	Special skills	2	5	
	<b>Sub Total</b>	<b>18</b>	<b>25</b>	
<b>Contact with Electorate</b>	Meetings Electorate	11	11	The Speaker uses the office at the district as a coordinating center to maintain contact with his electorate.
	coordinating center	7	9	
	<b>Sub Total</b>	<b>18</b>	<b>20</b>	
<b>LLG</b>	Participation in LLG	10	10	He attended at least 4 council sessions in his sub county and in other LLGs.
<b>Monitoring NPPAs</b>	Health	5	7	The Speaker monitored a reasonable number of service delivery points but did not prepare reports for all of them. However, he is on record for having followed up on the issues that arose from the monitoring exercise carried out.
	Education	5	7	
	Agriculture	5	7	
	Water	6	7	
	Roads	5	7	
	FAL	1	5	
	Environment	4	5	
	<b>Sub total</b>	<b>31</b>	<b>45</b>	

**Table 4: Summary performance of Wakiso District Councilors FY 2013/14**

Identifiers	Name	Political Party	Sub-county	Gender	Terms	Trends in Performance				Legislative role	Contact with electorate	LLGs	Monitoring NPPA													
						2011/12	2012/13	2013/14	% change				Plenary	Committee	Motion	Special skill	Sub total	Meeting electorate	Office	Sub county meetings	Health	Education	Agriculture	Water	Roads	FAL
	Norman Ssemwanga Kaboggoza	NRM	Kira TC	M	1	69	88	91	3	8	8	8	0	1	17	11	9	20	10	7	7	6	7	5	5	44
	Albasher Ndawula Kayondo	DP	Ssisa	M	1	58	83	88	6	8	8	0	0	16	11	9	20	10	7	7	6	7	3	5	42	
	Hamidu Nsubuga Kizito	NRM	Nansana TC	M	1	66	85	87	2	8	8	5	0	21	11	9	20	10	7	3	6	7	1	5	36	
	Immaculate Nakimbugwe	NRM	Kakiri SC/TC	F	1	58	76	85	12	8	8	0	0	16	11	9	20	10	7	6	7	6	7	5	1	39
	Sarah Namugga	NRM	Masulita & Nameyumba	F	1	57	76	85	12	8	8	5	0	21	11	9	20	10	7	3	6	7	3	1	34	
	Allen Ssentogo	DP	Nansana TC	F	1	62	76	80	5	5	8	0	2	15	9	9	18	10	7	6	7	4	3	5	37	
	John Paul Muyanda	DP	Katabi	M	1	65	54	76	41	8	8	5	0	21	9	9	18	10	3	7	7	4	1	0	27	
	Khamis Rashid Sekyewa	NRM	Nabweru	M	1	67	77	75	-3	8	8	5	1	22	9	9	18	10	3	3	1	6	7	0	5	25
	Nuruh Namuli	NRM	Mende	F	1	45	69	74	7	5	8	5	0	18	9	9	18	10	7	7	0	1	5	5	28	

Identifiers	Name	Political Party	Sub-county	Gender	Terms	Trends in Performance				Legislative role				Contact with electorate			LLGs	Monitoring NPPA								
						2011/12	2012/13	2013/14	% change	Plenary	Committee	Motion	Special skill	Sub total	Meeting electorate	Office		Subtotal	Sub county meetings	Health	Education	Agriculture	Water	Roads	FAL	ENR
Herbert Wasijja		NRM	Kakiri TC	M	1	69	74	73	-1	8	8	5	0	21	9	9	18	10	1	1	7	4	1	5	5	24
Micheal Bulumba		NRM	Masulita SC/TC	M	1	50	68	73	7	8	8	5	0	21	11	9	20	10	5	0	1	4	7	1	4	22
Cyrus Kasato Ssambwa		DP	Wakiso	M	1	62	66	72	9	8	8	5	0	21	9	9	18	10	1	5	1	4	7	1	4	23
Annah Mugerwa Nsubuga		DP	Nsanji	F	1	58	67	69	3	8	8	5	1	22	9	9	18	10	1	0	3	0	5	5	5	19
EstradahYennie Naluyiga		FDC	Nangabo	F	1	56	53	69	30	5	8	0	0	13	11	9	20	10	1	4	7	4	4	1	5	26
Leonard Kasumba Settimba		NRM	Namayumba	M	1	59	64	67	5	8	8	5	0	21	9	9	18	10	1	0	7	0	5	1	4	18
Sarah Najjemba		NRM	Kira TC	F	1	59	70	67	-4	8	8	5	0	21	9	9	18	10	3	7	1	0	1	5	1	18
Margaret Namaembe		DP	Nabweru	F	1	63	71	66	-7	8	8	0	1	17	9	9	18	10	7	1	1	0	5	3	4	21
Rose Kyakuwa		NRM	Sissa, Kasanje, Bussi	F	1	50	54	66	22	5	8	0	0	13	9	9	18	10	6	6	7	0	0	1	5	25
Simom Nsubuga		DP	Wakiso TC	M	1	57	30	66	120	8	8	5	0	21	9	9	18	10	7	7	1	0	1	0	1	17
Abdul Gamal		NRM	Busukuma	M	1	68	67	65	-3	8	8	0	0	16	9	9	18	10	7	6	1	4	1	1	1	21
Paul Ssali Mukisa		DP	Makindye B	M	1	47	43	65	51	5	8	0	0	13	9	9	18	10	7	7	1	0	5	0	4	24
Rosemary Namubiru		DP	Wakiso SC, TC, Mende	F	1	64	56	65	16	8	8	5	0	21	9	9	18	10	3	2	1	2	7	0	1	16
Sadiq Mukasa		DP	Entebbe B	M	1	46	57	65	14	8	8	0	0	16	9	9	18	4	1	5	7	4	5	0	5	27
Peter Balikuddembe Jumba		DP	Nsanji	M	1	67	64	64	0	8	8	0	0	16	9	9	18	10	5	4	1	4	0	1	5	20
Rosette Kagwa		DP	Katabi	F	1	54	53	64	21	8	8	5	0	21	9	9	18	10	3	5	1	0	1	1	4	15
Hood Golooba Kawesa		NRM	Bussi	M	3	48	56	62	11	8	8	5	0	21	9	9	18	10	5	1	1	0	5	0	1	13
Deborah Mazzi		DP	PWD Female	F	1	46	60	60	0	5	8	0	0	13	7	9	16	10	4	0	5	4	4	0	4	21
Christopher Damulira Serunjogi		NRM	Kasanje	M	1	59	60	58	-3	8	8	0	0	16	9	9	18	4	5	1	1	0	7	1	5	20
Joyce Nanfuka Nondo		NRM	Busukuma&Gombe	F	1	43	56	58	4	5	8	0	0	13	9	9	18	10	6	4	1	4	0	1	1	17
Mariam Kaliga		DP	Makindye A&B	F	2	57	55	58	5	5	8	0	0	13	9	9	18	10	1	0	1	6	7	1	1	17
Immaculate Byakuwaba		NRM	Gombe	F	2	39	54	57	6	8	8	0	0	16	7	9	16	10	5	0	1	0	7	1	1	15
Viola Nampijja Ssesanga		DP	Entebbe A & B	F	1	39	56	57	2	5	8	5	0	18	9	9	18	10	5	0	1	0	0	0	5	11
SulaimanSali		FDC	Nangabo	M	1	49	53	55	4	5	8	5	0	18	9	9	18	10	1	1	5	0	1	0	1	9
Hassan Ssemaliwa		NRM	Youth Male	M	1	52	52	54	4	5	8	0	0	13	9	9	18	10	0	0	7	0	0	1	5	13
Herbert Kabatuzaki		NRM	Makindye A	M	1	56	56	52	-7	8	8	0	0	16	7	9	16	4	5	0	1	4	5	0	1	16
Abubaker Kasule Sentuka		Indep	PWD Male	M	1	60	62	46	-26	5	8	0	0	13	9	9	18	4	0	0	1	0	0	5	5	11
Faridah Namale		NRM	Youth Female	F	1	30	52	46	-12	5	8	0	0	13	7	9	16	10	0	0	1	0	0	5	1	7
Average					1	56	63	67	10	7	8	2	0	17	9	9	18	9	4	3	3	2	4	2	3	22

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

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

1. Central Government increase budgetary allocation for WDLG to meet service delivery priorities;
2. WDLGC identify strategies to increase their local revenue from the available resources;
3. WDLGC institutionalize the production of monitoring reports by WDLGC leaders;
4. WDLGC intensify monitoring by both political leaders and administrative to check substandard works and minimize alarming rates of absenteeism and late coming by service delivery staff;
5. Government considers increasing the level of education required for one to qualify as a councilor to suite the technical engagement expected of them.
6. Increasing capacity building initiatives for council members/elected leaders on report writing, record keeping and minutes taking are pursued and implemented.

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

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

### **About the Authors**

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