# Public Sector Transformation Programme

# Annual Budget Monitoring Report

# Financial Year 2021/22

## November 2022

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# ABBREVIATIONS AND ACRONYMS

| | |
|---|---|
| CAO | Chief Administrative Officer |
| DLGs | District Local Governments |
| DSCs | District Service Commissions |
| EDRMS | Electronic Document and Records Management System |
| FY | Financial Year |
| GoU | Government of Uganda |
| HCM | Human Capital Management |
| HR | Human Resource |
| HRD | Human Resource Development |
| IFMS | Integrated Financial Management System |
| IPPS | Integrated Personnel and Payroll System |
| LGFC | Local Government Finance Commission |
| LGs | Local Governments |
| MAAIF | Ministry of Agriculture, Animal Industries and Fisheries |
| MDAs | Ministries, Departments and Agencies |
| MFPED | Ministry of Finance, Planning and Economic Development |
| MEMD | Ministry of Energy and Mineral Development |
| MoES | Ministry of Education and Sports |
| MoPS | Ministry of Public Service |
| MPS | Ministerial Policy Statements |
| NARC | National Archives Records Centre |
| NDP III | National Development Plan |
| NID | National Identification System |
| PAIPAS | Pearl of Africa Institutional Performance Scorecard |
| PBS | Programme Budgeting System |
| PDM | Parish Development Model |
| PDMS | Payroll and Deductions Management System |
| PHRO | Principal Human Resource Officer |
| PST | Public Sector Transformation |
| RRH | Regional Referral Hospital |

# FOREWORD

The Financial Year 2021/22 was the second in the implementation of the third National Development Plan (NDPIII). Several shocks affecting not only Uganda, but the whole world necessitated the realignment of our budget priorities to ensure efficiency within the available resources.

Achieving this across the government requires more coordination and collaboration among the Ministries, Department and Agencies (MDAs). The Programme-Based Monitoring by the Budget Monitoring and Accountability Unit (BMAU) shows that institutions should further streamline their institutional, technical, and financial arrangements to ensure that Programme Based Budgeting (PBB) enables us to achieve our development priorities.

I have taken keen interest in the findings in this report, and they offer an interesting insight into strategies that can support the ongoing initiatives aimed at achieving more efficiency and effectiveness in our resource allocation. I urge you to consider the recommendations as we strive to build a stronger and more resilient economy.

Ramathan Ggoobi
**Permanent Secretary/Secretary to the Treasury**

# EXECUTIVE SUMMARY

## Introduction

This report contains monitoring findings for the Public Sector Transformation (PST) Programme for the Financial Year (FY) 2021/22. The PST Programme aims to improve the public sector response to the needs of the citizens and the private sector. The key expected results include: improvements in the indices of government effectiveness, public service productivity, global competitiveness and corruption perception indices.

The programme was selected to address key challenges in the public sector of weak performance, low accountability for results and unsatisfactory work ethic in the public sector that does not adequately respond to the needs of citizens and the private sector. This is due to: (i) poor accountability systems and undue focus on processes rather than results; (ii) inefficient government systems and processes; (iii) duplication of mandates; (iii) inadequate talent management across government; (iv) an inefficient and inadequately funded decentralized system of government; (v) limited computerization of government systems; (vi) high level of corruption; and (vii) ineffective and inadequate communication and feedback mechanisms.

## Overall Programme Performance

### Financial Performance

The total approved budget for the Public Sector Transformation Programme for FY 2021/22 was Ug shs 16.984billion (bn) of which Ug shs 16.374bn (96%) was released and Ug shs 16.103bn (98%) spent by 30th June, 2022. This was good release and absorption.

### Performance highlights

The overall performance of the programme was fair at 58%. The programme performance was largely driven by the Strengthening Accountability for Results Sub-programme which exhibited fair (65%) and 99% absorption in FY 2021/22. One intervention exhibited good performance, two had fair whereas one was poor. Most client charters in local governments (LGs) monitored had expired, in the newly created districts the charters were yet to be developed; in the hard to reach areas these are nonexistent. Implementation of client charters was minimal in LGs and MDAs, partly due to the non-existence of a clear policy on their implementation which would have been the basis to sanction the non-compliance of the responsible officers. As such performance stood at 40% against a target of 62%.

Despite the timely release of wage and pension funds by the Ministry of Finance, Planning and Economic Development (MFPED), there were still irregularities in LGs such as delays to accessing payroll and deletions of staff from payrolls, unexplained deletions, overpayments, underpayments, forgeries, and misuse of the supplementary wage budgets. Some LGs and referral hospitals had large amounts of unspent wage. Accountability of salary and pension arrears and display of releases is still poor in LGs.

The 2021 National Delivery Report was developed and disseminated to MDAs and LGs. The Ministry of Public Service (MoPS) monitored the attendance to duty to ensure public officers were on duty at all times to improve service delivery. However, the rate of absenteeism amongst the teachers in LGs is high.

Thirty-four barrazas were conducted in 15 districts to identify service delivery constraints and the key issues discussed were in the health, water, roads sectors, inadequate staffing affecting service delivery. All recommendations were taken up by the Office of the Prime Minister (OPM) for necessary action.

Refresher trainings in performance management for 1,663 out of 2,500 human resource officers and the balanced score card rolled out in few MDAs. However, the performance management initiatives are still weak especially in the public sector where institutional, individual work plans are not aligned to the strategic plans. As a result, the level of alignment of individual performance plans to institutional plans stood at 30% against 65%. The MDAs and LGs have not yet fully understood the concept of balanced score card.

Performance assessments in 36 out of the targeted 90 District Service Commissions (DSCs) were conducted by Public Service Commission to confirm whether they had complied with existing recruitment guidelines. In some LGs monitored, the guidelines were not adhered to for example LGs are promoting officers to UIE without relevant working experience. This was evident in Kiryandongo where the Accounting Officer submitted to the DSC a case of a Commercial Officer for accelerated promotion to District Commercial Officer in U1E.

Full attainment of the sub-programme objectives was hampered by poor work-ethics, coupled with lack of proper coordination in the strategic planning of activities and the shift of implementation and coordination of client charters from the quality and inspection departments to performance management departments; this applies to LGs this was shifted from the planning units to human resource departments. The human resource units are overloaded with HR work and have minimal time to coordinate development and implementation of client charters.

**Government Staffing Structures and Systems Sub-programme**
Performance was fair at 53%. By 30<sup>th</sup> June, 2022, draft reports for 53 out of 97 affected Government agencies and departments under Rationalization of Agencies and Public Expenditure (RAPEX) were presented to the Cabinet Sub-Committee for approval. Staffing structures for only three out of ten cities were developed and disseminated but not yet operational. Job descriptions and person specifications arising out of rationalization of agencies were developed and in draft form.

Formulation of HR policies to support the implementation of the new program approach is still slow, disjointed and policies not evaluated. The operationalization of the National Centre and Archives was good as it is understaffed and not well equipped, bringing the percentage of archives reference materials accessible on line to 4% against a target of 10%.

**Strategic Human Resource Management Sub-programme**
The performance was fair at 55%. Two out of seven interventions exhibited good performance; two exhibited fair and three poor. The public sector capacity building plan was developed but not fully disseminated to MDAs and LGs and as a result implementation is minimal. Additionally, the training programmes of the Civil Service College Uganda (CSCU) are not in tandem with the public sector capacity building initiatives.

The Human Capital Management Systems was automated in 30 out of 100 votes. HCM customization and automation was completed for 14 out of 19 HR processes and functions,

bringing the percentage of HR functions and business processes automated to 48% against a target of 50%.

The Human Resource Management modules and functionalities automated included among others Establishment Management Control, Human Resource Planning, Recruitment, Payroll and Deductions, Performance Management, Leave & Absence Management, Disciplinary Procedure and Retirement and Pension Management, Recruitment Management, Time and Attendance, Training and Development, Employee Information Manager, Employee Life Cycle, Self-service and Mobile Application, Grievance Handling, Disciplinary Procedure.

The percentage of LGs with fully constituted service commissions stood at 26% against a 50% target. This was attributed to delayed appointments of members on the DSC and submissions to the Public Service Commission which affected service delivery in most LGs especially with recruitments for health and education. This partially explains the reason why wage funds were returned to the consolidated fund in some DLGs like Bulambuli, Mbale, Bukedea, Kyegegwa, Mukono, Kagadi, and Bullisa.

**Decentralization and Local Economic Development Sub-programme**
Performance was fair at 61%. All four interventions were on track towards attainment of the sub-programme objectives. The Local Economic Development (LED) strategy was developed by MoLG and disseminated to 67 LGs, and LED resource teams were constituted in most LGs but some were non-functional bringing the proportion of districts with functional LED resource teams at 26 against a target of 60.

Implementation of the Parish Development Model (PDM) was coordinated through recruitment of Parish Chiefs. Out of the 10,594 posts, 6,197 were filled and recruitment for the remaining 4,370 positions was ongoing. Most had constituted Parish Development Committees. Formation of Enterprise Groups, and PDM Savings and Credit Cooperative Organisation (SACCOs) was concluded.

The percentage share of the National budget between central and LGs stood at 13.7% against 14%. The grants allocation formulae and models were reviewed in line with the program approach to make them responsive to line ministries policies.

**Business Process Re-engineering and Information Management Sub-programme**
The performance of the sub-programme was fair at 55%, as the activities implemented were not in line with the interventions. The service centres in Mbale and Jinja though operational were housed in respective municipal councils and not well equipped. The one in Hoima City was non-operational.

**Challenges**
  i. Lack of strategic planning and coordination within MoPS to have clear planned outputs and targets of activities in line with the planned interventions.
 ii. Management of the decentralized payroll in LGs and MDAs is good although there were still irregularities and unspent balances especially on the supplementary releases coupled with slow accountability of salary and pension arrears released.
iii. The Public Sector capacity building plan was developed by MoPS, however it is not operational as the capacity building initiatives remain disjointed and not evaluated.

iv. Inadequate funding for LED initiatives for recruitment and retooling of staff in commercial departments to coordinate the PDM and lack of offices for the newly recruited parish chiefs.

v. Lack of a clear understanding of business re-engineering, the balanced score card, and human resource planning across the entire public sector.

**Recommendations**

i. The Programme Working Group (PWG) should participate in the realignment of the planned outputs in line with PST interventions and outcomes.

ii. The MoPS should develop a comprehensive report on implementation of client charters in the public sector.

iii. Accounting Officers and human resource officers that fail to implement payroll management guidelines from MoPS and MFPED should be sanctioned in line with public service regulations.

iv. The CSCU should develop a comprehensive training program in line with the public sector capacity building plan.

# CHAPTER 1: INTRODUCTION

## 1.1 Background

The mission of the Ministry of Finance, Planning and Economic Development (MFPED) is, "*to formulate sound economic policies, maximize revenue mobilization, and ensure efficient allocation and accountability for public resources so as to achieve the most rapid and sustainable economic growth and development.*"

The MFPED through its Budget Monitoring and Accountability Unit (BMAU) tracks implementation of programmes/projects by observing how values of different financial and physical indicators change over time against stated goals, indicators and targets (how things are working). The BMAU work is aligned to budget execution, accountability, service delivery, and implementation of the Domestic Revenue Mobilisation Strategy (DRMS).

Starting FY 2021/22, the BMAU is undertaking Programme-Based Monitoring to assess performance against targets and outcomes in the Programme Implementation Action Plans (PIAPs) of the third National Development Plan (NDPIII). Semi-Annual and Annual field monitoring of Government programmes and projects is undertaken to verify receipt and application of funds by the user entities and beneficiaries, the outputs and intermediate outcomes achieved, and level of gender and equity compliance in the budget execution processes. The monitoring also reviews the coherency in implementing the PIAP interventions; the level of cohesion between sub-programmes; and challenges of implementation.

The monitoring covered the following Programmes: Agro-Industrialization; Community Mobilization and Mindset Change; Digital Transformation; Human Capital Development; Innovation, Technology Development and Transfer; Integrated Transport Infrastructure and Services; Manufacturing; Mineral Development; Natural Resources, Environment, Climate Change, Land and Water Management; Public Sector Transformation; Sustainable Development of Petroleum Resources; and Sustainable Energy Development.

This report presents findings from monitoring the Public Sector Transformation Programme for the budget execution period 1st July 2021 to 30th June 2022.

## 1.2 Public Sector Transformation Programme

The Public Sector Transformation Programme contributes to the NDPIII objective five whose aim is to strengthen the role of the state in guiding and facilitating development. This is to be achieved through increasing the effectiveness and efficiency of the public sector in response to the needs of the citizens and the private sector. The programme is delivered through five sub-programmes namely: (i) Strengthening Accountability for results; (ii) Government Structures and Systems; (iii) Human Resource Management; (iv) Deepening Decentralisation and Local Economic Development; and (v) Business Process Re-engineering and Information Management.

The lead agency is the Ministry of Public Service, and other implementing MDAs include: Ministry of Information and Communication Technology and National Guidance (MoICT); Ministry of Justice and Constitutional Affairs (MoJCA); National Identification and Registration Authority (NIRA); Ministry of Local Government (MoLG); Uganda Broadcasting

Cooperation (UBC); Uganda Communications Commission (UCC); Uganda Revenue Authority (URA); Public Service Commission (PSC); Education Service Commission (ECS); Health Service Commission (HSC); Judicial Service Commission (JSC); Local Government Finance Commission (LGFC); Private Sector Foundation Uganda (PSFU); Inspectorate of Government (IGG); National Council for Higher Education (represents universities); Ministry of Finance, Planning and Economic Development (MFPED); National Planning Authority (NPA); Ministry of Defence and Veteran Affairs (MoDVA); Ministry of Health (MoH); Office of the Prime Minister (OPM); and National Information Technology Authority (NITA).

## 1.3    Programme Goal and Objectives

The goal of the Public Sector Transformation (PST) Programme is to improve public sector response to the needs of the citizens and the private sector. The objectives of Public Sector Transformation are to: (i) Strengthen accountability and transparency for results across Government; (ii) Streamline Government structures and institutions for efficient and effective service delivery; (iii) Strengthen strategic human resource management function of Government for improved service delivery; (iv) Deepen decentralization and citizen participation in local  economic development.; and (v) Increase transparency and eliminate corruption in the delivery of services.

## 1.4    Sub-Programmes
The programme is implemented through five sub-programmes: Strengthening Accountability for results; Government Structures and Systems; Human Resource Management; Decentralization and Local Economic Development; and Business Process Re-engineering and Information Management.

## 1.5    Programme Outcomes
The key results to be achieved for the FY 2021/22 include:

- Increase Government Effectiveness Index from -0.58 to 0.08.
- Reduce corruption as measured by the corruption perception index from 26% to 30.1%.
- Increase the attractiveness of Uganda as an investment destination as measured by the Global Competitiveness Index from 48.9% to 52%.

# CHAPTER 2: METHODOLOGY

## 2.1 Scope

This monitoring report is based on selected interventions in the Public Sector Transformation Programme. The monitoring covered interventions implemented during FY 2021/22 (1st July 2021-30th June 2022). The interventions and respective outputs reviewed under each sub programme, Ministry, Department and Agency (MDAs)/Vote/Local Governments (LGs) are listed in Annex 1.

Monitoring involved analysis and tracking of inputs, activities, processes, outputs and in some instances intermediate outcomes as identified in the Programme Implementation Action Plan (PIAP), Ministerial Policy Statements (MPSs), and annual and quarterly work plans, progress and performance reports of MDAs and LGs.

A total of 21 (100%) interventions in the PIAP were reviewed. The reviewed interventions translated into 100% coverage of projected funding under the PIAP allocation, and 100% coverage of the approved budget for the FY2021/22. The selected interventions monitored were:

i. Review and strengthen the client charter feedback mechanism to enhance the public demand for accountability.
ii. Develop and enforce service and service delivery standards.
iii. Strengthening public sector performance management.
iv. Enforce compliance to the rules and regulations.
v. Restructure Government institutions (MDAs & sectors) to align with new program planning, budgeting and implementation.
vi. Review and develop management and operational structures, systems and standards.
vii. Rationalize and harmonize policies to support public service delivery.
viii. Undertake nurturing of civil servants through patriotic and long-term national service training.
ix. Design and implement a rewards and sanctions system.
x. Empower MDAs to customize talent management (Attract, retain and motivate public servants).
xi. Roll out the Human Resource Management System (Payroll management, productivity management, work leave, e-inspection).
xii. Develop and operationalize an e-document management system
xiii. Review the existing legal, policy, regulatory and institutional frameworks to standardize regulation and benefits in the public service.
xiv. Upgrade Public sector training to improve relevance and impact.
xv. Strengthen collaboration of all stakeholders to promote local economic development.
xvi. Increase participation of Non-State Actors in Planning and Budgeting
xvii. Operationalize the parish model.
xviii. Build LG fiscal decentralization and self-reliance capacity
xix. Reengineer public service delivery business processes.
xx. Design and implement electronic citizen (e-citizen) system
xxi. Improve access to timely, accurate and comprehensible public information.

The selection of interventions to monitor was based on the following criteria:

- Significant contribution to the programme objectives and national priorities.

- Level of investment, interventions that had large volume of funds allocated were prioritized.
- Planned outputs whose implementation commenced in the year of review, whether directly financed or not. In some instances, multiyear investments or rolled over projects were prioritized.
- Interventions that had clearly articulated gender and equity commitments in the policy documents
- Completed projects to assess beneficiary satisfaction, value for money and intermediate outcomes.

## 2.2    Approach and Sampling

Both qualitative and quantitative methods were used in the monitoring exercise. Physical performance of interventions, planned outputs and intermediate outcomes were assessed through monitoring a range of indicators. The progress reported was linked to the reported expenditure and physical performance.

A combination of random and purposive sampling was used in selecting interventions and outputs from the PIAPs, Ministerial Policy Statements (MPS) and progress reports of the respective Ministries, Departments, Agencies and Local Governments (MDALGs) for monitoring.

To aid mapping of PIAP interventions against annual planned targets stated in the Vote MPS and quarterly work plans, a multi-stage sampling was undertaken at four levels: i) Sub-programmes ii) Sub sub-programmes iii) Local governments, and iv) Project beneficiaries. Regional representation was considered in the selection of districts and outputs.

## 2.3    Data collection

**Data collection**
The monitoring team employed both primary and secondary data collection methods. Secondary data collection methods included;

i) Literature review from key policy documents including, Ministerial Policy Statements(MPS) FY 2021/22; National and Programme Budget Framework Papers; A handbook for implementation of NDPIII Gender and Equity commitments, Programme Implementation Action Plans (PIAPs), (NDP III), quarterly progress reports and work plans for the respective implementing agencies, Quarterly Performance Reports, Budget Speech, Public Investment Plans, Approved Estimates of Revenue and Expenditure, project reports, strategic plans, policy documents, and Evaluation Reports for selected programmes/projects.

ii) Review and analysis of data from the Integrated Financial Management System (IFMS); Programme Budgeting System (PBS); Budget Portal; Quarterly Performance Reports.

Primary data collection methods on the other hand included;

i)    Consultations and key informant interviews with Institutional heads, project/intervention managers, Household Heads, and service beneficiaries at various implementation levels. Focused Group Discussions (FGDs) were also held in instances of group beneficiaries.

ii) Field visits to various districts, for primary data collection, observation and photography.

iii) Call-backs in some cases were made to triangulate information.

## 2.4 Data Analysis

The data was analyzed using both qualitative and quantitative approaches.

Qualitative data was examined and classified in terms of constructs, themes or patterns to explain events among the beneficiaries (interpretation analysis) and reflective analysis where the monitoring teams provided an objective interpretation of the field events. Quantitative data on the other hand was analyzed using advanced excel tools that aided interpretation.

Comparative analyses were done using percentages, averages, and cross tabulations of the outputs/interventions; intermediate outcome indicators and the overall scores. Performance of outputs/interventions and intermediate outcome indicators was rated in percentages according to level of achievement against the annual targets. The sub-programme score was determined as the weighted aggregate of the average percentage ratings for the output/intermediate outcomes in the ratio of 65%:35% respectively.

The overall programme performance is an average of individual sub-programme scores assessed. The performance of the programme and sub-programme was rated on the basis of the criterion in **Table 2.1.** Based on the rating assigned, a BMAU colour coded system was used to alert the policy makers and implementers on whether the interventions were achieved or had very good performance (Green), or good performance (yellow), fair performance (light gold) and poor performance (Red) to aid decision making.

**Table 2.1: Assessment Guide to Measure Performance in FY 2021/22**

| Score | Performance Rating | Comment |
|---|---|---|
| 90% and above | | Very Good (Achieved at least 90% of outputs and outcomes) |
| 70%-89% | | Good (Achieved at least 70% of outputs and outcomes) |
| 50%- 69% | | Fair (Achieved at least 50% of outputs and outcomes) |
| 49% and below | | Poor (Achieved below 50% of outputs and outcomes) |

*Source: Authors' Compilation*

**Ethical considerations**

Introduction letters from the Permanent Secretary/ Secretary to Treasury were issued to the respective MDAs, and LGs monitored. Entry meetings were held with the Accounting Officers or delegated officers upon commencement of the monitoring exercise. Consent was sought from all respondents including programme or project beneficiaries. All information obtained during the budget monitoring exercise was treated with a high degree of confidentiality.

## 2.5   Limitations of the Report

i)   Limited credible outcome performance data in the programme institutions; in some cases, the analysis was done at output level.

ii) Monitoring from the programme perspective was constrained by the FY2021/22 budget and work plans that were prepared in sector mode with an old Chart of Accounts, Output Codes and not synchronized with the PIAP interventions.

iii) Lack of reliable and real time financial data on donor financing which was not accessible on the IFMS.

iv) Limited access to credible expenditure data especially for agencies/subventions that still operated manual accounting systems.

## 2.6 Structure of the Report

The report is structured into four chapters. These are: Introduction, Methodology, Programme Performance, Conclusion and Recommendations respectively.

# CHAPTER 3: PROGRAMME PERFORMANCE

## 3.1    Introduction

**Programme Financial Performance**

The Programme budget for FY 2021/2022 was Ug shs 16.984bn of which Ug shs 16.374bn (96%) was released and Ug shs 16.103bn (98%) spent by 30th June, 2022 (Table 3.1). The Human Resource Management Sub-programme got 43%, Government Structures and Systems Sub-programme had 25%, Decentralization and Local Economic Development had 16%, and Strengthening Accountability for Results had 13%, while Business Process Re-engineering had the least budget at 3%. Overall release and absorption was very good at 96% and 98% respectively. The high absorption rates were on account of the wage and non- wage recurrent budgets that performed well.

**Table 3.1: Financial Performance of the Public Sector Transformation Programme by 30th June, 2022**

| Sub-Programme | Budget | Release (Ug shs bn) | Expenditure (Ug shs bn) | % of budget released | % of release spent |
|---|---|---|---|---|---|
| Strengthening Accountability | 2.129 | 2.121 | 2.103 | 100 | 99 |
| Government Structures and Systems | 4.298 | 4.298 | 4.219 | 100 | 98 |
| Human Resource Management | 7.297 | 7.279 | 7.135 | 100 | 98 |
| Decentralization and Local Economic Development | 2.692 | 2.107 | 2.104 | 78 | 100 |
| Business Process Re-engineering and Information Management | 0.569 | 0.569 | 0.542 | 100 | 95 |
| **Overall Performance** | **16.984** | **16.374** | **16.103** | **96** | **98** |

*Source: IFMS, MFPED, FY 2021/22*

**Programme Overall Performance**

The overall annual programme performance was fair at 58% against financial performance of 98% for all five sub-programmes (Table 3.2). At intervention level; three out of 21 interventions exhibited good performance; 13 exhibited fair and five exhibited poor.

**Table 3.2: Performance of Public Sector Transformation Programme by 30th June 2022**

| Sub-Programme | Physical Performance (%) | Remarks |
|---|---|---|
| Strengthening Accountability for results | 65 | Fair |
| Government Structures and Systems | 53 | Fair |
| Human Resource Management | 55 | Fair |
| Decentralization and Local Economic Development | 61 | Fair |
| Business Process Re-engineering and Information Management | 55 | Fair |
| **Overall Programme Performance** | **58** | **Overall Fair  Performance** |

*Source: Authors' Compilation*

## 3.2    Strengthening Accountability for Results Sub-programme

**Introduction**

The sub-programme aims to: i) strengthen accountability for results across Government; ii) verify, validate and confirm adherence to established standards in the delivery of Public Service; and iii) promote efficient, economic and effective records and information management systems and preserve the documented heritage (Archives) for Uganda's posterity.

The sub-programme has four interventions, namely: i) Review and strengthen the client charter feedback mechanism to enhance the public demand for accountability; ii) Developing and enforcing service and service delivery standards; iii) Strengthening Public Sector Performance Management initiatives; and iv) Enforcing compliance to the rules and regulations

The sub-programme interventions are implemented under the following entities: Ministry of Public Service (MoPS), Office of the Prime Minister (OPM), Ministry of Local Government (MoLG), Public Service Commission (PSC), National Planning Authority (NPA) and Inspectorate of Government (IG).

**Financial Performance**

The approved budget for FY 2021/22 for the sub-programme was Ug shs 2.129bn, of which Ug shs 2.121bn (99%) was released and Ug shs 2.103bn (99%) spent by 30th June, 2022. This was a very good release and absorption. The largest proportion of the budget allocation was under the intervention of "enforce compliance to the rules and regulations" which accounted for the 77%; while the least was "review and strengthen the client chatter feedback mechanism to enhance the public demand for accountability and strengthening public sector performance management" that shared the same budget at (11%).

**Sub-Programme Performance**

Annual monitoring focused on all four (100%) interventions and the overall performance of Strengthening Accountability for Results Sub-programme was fair (65%). At intervention level, performance varied with one exhibiting good, two fair and the other poor. ***Refer to Annex 2 for details of sub-programme and intervention, and outputs performance***.

The key constraint under the sub-programme was non-compliance of some institutions to provide information to the IG that delayed investigations and declarations, non-response to Ombudsman requests by some government institutions (Table 3.3).

**Table 3.3: Overview of the Interventions Performance by 30th June 2022**

| Intervention | Performance Status | Remarks |
|---|---|---|
| Review and strengthen the client charter feedback mechanism to enhance the public demand for accountability | | Fair (achieved 67% of outputs). Client charters were being updated but at a slow pace. Other newly created districts the hard-to-reach do not have client charters. |
| Strengthening public sector performance management | | Fair (achieved 50% of outputs). Training on Performance Management was conducted for 1,663 out of 2,500 officers. |
| Develop and enforce service and service delivery standards | | Good (achieved 87% of outputs). MDAs and LGs were supported to develop and Service Delivery Standards; National service delivery report was disseminated. |

| Enforce compliance to the rules and regulations | <span style="color:red"> </span> | Poor (Achieved 45% of outputs. One out of 10 planned system investigations were conducted |
| --- | --- | --- |

*Source: Authors' Compilation*

Detailed performance of the four interventions of strengthening accountability for results sub-programme are subsequently discussed.

### 3.2.1 Review and strengthen the client charter feedback mechanism to enhance the public demand for accountability

A client charter is a set of standards that an organization promises to uphold when dealing with customers. It publicly sets out a number of minimum standards that citizens should expect when accessing services. It acts as a guide for improving public service performance and accountability to the public.

The planned outputs for FY 2021/22 were: i) Technical support on development of Client Charters provided to five LGs; ii) Guidelines on development and enforcement of compliance to Client charters developed and disseminated; and iii) 40 barraza's coordinated and conducted. The implementing entities are MoPS and OPM.

Overall intervention performance at output level was fair at 67%. Planned outputs were implemented except for the six barraza's that were not implemented and the Policy on development and enforcement of compliance to client charters developed which was in draft form. Status of implementation is presented hereafter:

**Technical support on development of Client Charters provided to five LGs**: By 30th June, 2022; five LGs had been supported by MoPS to develop client charters. The districts of Kabale, Rukiga, Kasese, Kyegegwa, Kabarole and these were monitored and all had commenced updating their client charters with support from the Human Resource, Planning and Administration Committees, however the process was too slow and not aligned to the NDPIII. The period allocated to the hands-on support is too short. Besides, shifting the implementation of client charters from the planning unit to human resource department was untimely and has affected performance.

**Guidelines on development and enforcement of compliance to client charters developed and disseminated**: This was implemented by the MoPS and a draft Regulatory Impact Assessment on client charters had commenced.

**Barraza's coordinated and conducted:** The barrazas are avenues for sharing vital information, providing citizens with an opportunity to identify and propose solutions towards improved democratic governance, participation and service delivery, while contributing to socio-economic transformation. The OPM coordinates this activity in liaison with the LGs.

A total of 34 out of 40 barrazas were carried out in 15[1] districts which identified service delivery constraints and proposed recommendations and increased citizen participation in monitoring Government programs.

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[1] Kiruhura, Lyantonde,Kasanda Sheema, Nakaseke, Budaka,Namutumba, Kasese, Kyotera, Adjumani, Fortportal City, Pader, Zombo, Oyam, and Amuria

Seven districts of Budaka, Kasese, Sheema, Kiruhura, Namutumba, Hoima and Lyantonde were monitored. The focus was mainly on the services related to health, access to safe and clean water, agricultural extension services, roads/works, education services, payroll management, community development, lands. The issues raised and recommendations agreed upon were generated into a report and submitted to the relevant sectors, MDAs for immediate attention by the OPM.

### 3.2.2 Strengthening public sector performance management

This intervention aims at ensuring that existing performance management systems in the Public Service reflect good practice standards. The planned outputs for FY 2021/22 were: i) Budget Estimates for implementation of Pay enhancement in the FY 2022/23 prepared and submitted to MFPED; ii) Two Central Government Performance Assessments conducted; iii) Three Local Government Performance Assessments conducted; iv) Evaluation of two key Government programs, projects and policies conducted; v) Refresher training on implementation of performance management frameworks conducted in MDAs and LGs and 2500 officers trained; vi) Attendance to duty and implementation of the Rewards and Sanctions (R&S) Framework Monitored in 20 votes; and vii) Results Oriented Framework reviewed. The implementing entities are MoPS and OPM.

The overall intervention performance was fair at 50%. Planned outputs were implemented except for 837 officers that were not trained in performance management, one out of three LG performance assessments that was not conducted. Status of implementation is presented hereafter:

**Budget estimates for implementation of pay enhancement in the FY 2022/23 prepared and submitted to MFPED:** The MoPS prepared the planned budget estimates and a Cabinet Information Paper on status of salary enhancement of scientists, legal professionals, teachers, public universities and health workers. The financial implications of enhancement of salary for scientists and health workers were submitted to MFPED.

**Two Central Government Performance Assessments conducted:** The OPM conducted the two Government Performance Assessments (GAPR) for FY 2020/21 and reports were produced. The assessments identified service delivery constraints, actions and proposed recommendations and Central Government Half Annual Performance Report (GHAPR) for FY 2021/22). These included: i) mismatch between the NDP III Programme Implementation Action Plan (PIAPS) allocation and the budget allocation by MFPED; ii) MTEF allocations not being flexible with the programme approach; iii) Data Gaps make assessment of some areas impossible; and iv) key results areas were not taken as a centre of implementation.

**Three Local Government Performance Assessments:** Two out of the three planned Local Government Assessment Reports were produced. These were the Local Government Management of Service Delivery Report (LGMSDR) for FY 2020/21 and identified service delivery constraints and proposed recommendations for improvement; and Local Government Annual Performance (LGAPR) for FY 2020/21 which was incorporated as part of the wider Government Performance Report FY 2020/21. The retreat actions were circulated to line MDAs for action and implementation. The OPM also planned to conduct evaluations for two key Government programs, projects and policies, and by 30th June 2022, the Ministry reported an evaluation of Dairy Development was ongoing and a consultant was engaged.

**Refresher training on implementation of performance management frameworks conducted in MDAs and LGs and 2,500 officers trained:** The MoPS reported to have conducted refresher training on Performance Management for 1,663 out of 2,500 officers in 15 MDAs and 14 LGs[2]. Human resource staff including Human Resource Officers, Deputy Chief Administrators, District Planners and Administrative staff were trained by the MoPS. However, no report was availed. In addition, preparation and implementation of Performance Improvement Plans were supported in planned 20 Votes[3]. Also, no reports were availed to the monitoring teams.

**Attendance to duty monitored in 20 votes:** Attendance to duty was monitored by MoPS in 20 planned votes[4] to ensure public officers were on duty at all times to improve service delivery. This was evident in Rukungiri, Kabale, Bushenyi, Kiryadongo, Nakasongola, Bukedea, Kumi, Bulambuli, Sironko, Mbale, Iganga districts visited, among others where attendance books were in place and analysis of attendance was done by Human resource managers and reports submitted to MoPS. However, because of inadequate funding LGs do not have capacity to procure Biometric machines.

**Results Oriented Framework reviewed**: It is meant to create a hybrid between Results Oriented Management and the Balanced Score Card. The MoPS reviewed the Results Oriented Framework. However, it awaits approval by the Permanent Secretary, Ministry of Public Service.

### 3.2.3 Develop and enforce service and service delivery standards

Service delivery standards (SDS) refer to the minimum level of expected services in terms of quality, quantity, processes, time cost and coverage that a sector, an institution or individual commits to deliver to their clients or those that the clients should expect to receive.

The planned outputs for FY 2021/22 were: (i) 8 MDAs, 24 LGs and 2 programmes supported to develop, document and disseminate Service Delivery Standards; (ii) Findings of the National Service Delivery Survey FY 2020/21 disseminated and implementation of recommendations followed up; (iii) Annual compliance Joint Inspections undertaken in 8 MDAs, 25 LGs and their MCs; (iv) Pearl of Africa Institutional Performance Assessment Scorecard (PAIPAS) administered in 8 MDAs, 24 LGs and their Municipal Councils; (v) Eight investigative inspections conducted on complaints routed to Ministry of Public service. The implementing entity is MoPS.

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[2] MoLG, UPF, UPS, MoW&T, KCCA, EoC, MoFPED, Amnesty Commission, Uganda Law Reform Commission, MoES, National Physical Planning Board, MoJCA, Uganda Cancer Institute, OAG, MoPS, Koboko DLG, Koboko MC, Arua DLG, Arua City, Zombo DLG, Madi-Okollo DLG, Terego DLG, Yumbe DLG, Moyo DLG, Obongi DLG, Buvuma, Jinja DLG, Kaliro DLG and Adjumani DLG.

[3] Kyegegwa, Fort portal City, Kasese, Kasese MC, Ntoroko, Kabale Kabale RRH, Kabale MC, Rukiga, Kumi, Soroti, Bukedea, Palisa, Soroti City Council, Kumi Municipal Council, and Soroti RRH, Bundibugyo, Fort-Portal RRH, Kisoro, Kanungu.

[4] Kamwenge, Kitagwenda, Kyegegwa, Kyenjojo, Fort portal City, Kasese, Kasese MC, Bunyangabu Bundibugyo, Ntoroko, Fort portal RRH, Kalangala, Kisoro, Kabale, Kisoro MC, Kabale RRH, Kabale MC, Kanungu, Rukiga, Bukwo, Kween, Bududa, Ngora, Kumi, Serere, Kalaki, Amuria, Soroti, Katakwi, Bukedea, Kabiramaido, Pallisa, Butebo, Soroti.

Overall intervention performance was good at 87%. Planned outputs were implemented except for 10 LGs not supported to develop SDS, and three investigative inspections complaints routed to MoPS. Status of implementation and field findings are presented below.

**8 MDAs, 24 LGs supported to develop, document and disseminate Service Delivery Standards:** A total of 13 MDAs[5] and 14 LGs[6] were supported to develop and document service delivery standards. In Mbale, Kabale, Bushenyi, Kabarole and Ntoroko LGs monitored, although service delivery standards were developed, implementation and follow up by the Ministry of Public Service was minimal.

**Findings of the National Service Delivery Survey FY 2020/21 disseminated and implementation of recommendations followed up:** The National Service Delivery Survey 2021 report was developed and disseminated by Uganda Bureau of Statistics (UBOS). Some of the findings under the Public Sector Management revealed that about half of the households (47%) rated the performance of civil servants as good. Bribery (27%), embezzlement (17%) and nepotism (10%) were perceived as the three most common forms of corruption. Greed/need for quick money tendencies (50%), was perceived as a leading causes of corruption in Uganda.

**Compliance to service delivery standards enforced:** The activities included: i) Annual compliance Joint Inspections undertaken in 8 MDAs, 25 LGs; ii) Pearl of Africa Institutional Performance Assessment Scorecard (PAIPAS) administered in 8 MDAs, 24 LGs and their MCs; iii) and Eight investigative inspections conducted.

*Annual compliance joint inspections* were undertaken in seven Regional Referral Hospitals (RRHs) and three General Hospitals out of the planned 8 MDAs, 21 out of 25 LGs and 4 Municipal Councils (MCs). These were inspected in under Public Sector Management, Health, Education, Works and the key aspects were on inadequate staffing that affected service delivery, amongst others.

Most LGs especially the hard-to-reach had failed to attract key staff despite several adverts e.g. for the positions of District Engineers, District Commercial Officers, District Planners, District Natural Resource Officers; District Community Development Officers, District health Officers, Principal Human Resource Officers and this has affected service delivery in LGs.

In the Heath Sector, districts like Kagadi, Kikuube and Sironko had some critical positions not filled, like District Health Officers, Assistant District Health Officers and Medical Officers. In Rukungiri Municipal Council, the teaching staff was not adequate for the pupil: teacher ratios for Lower Primary 45:1 and upper primary 40:1. In Budaka District, the incidences of teacher and learner absenteeism were high and were partly attributed to the low performance of the learners.

Compliance to Records and Information Management standards in 17 out of 20 MDAs (6 MDAs and 11 RRHs), and 19 out of 40 LGs were assessed through auditing and technical support. As a result in districts such as Rukungiri, Sironko, Bulambuli, Soroti, and MDAs of MFPED and MoPS visited however, compliance was still minimal, there are still issues of storage, capacity building and staffing of records staff. For example, in hard-to-reach e.g

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[5] MLHUD, MWE, MoGL&SD, MoH, MAAIF, MoWT, MoES, MoPS, MoLG, MoTWA, MoTIC, OPM, OP
[6] Madi-Okollo, Pakwach, Nebbi, Mayuge, Kapchorwa, Mbale, Gulu, Amuru, Nwoya, Kabale, Bushenyi, Kabarole, Ntoroko, Bundibugyo

Ntoroko and Bullisa districts, plus Bulambuli, Kasese, Kabarole which had poor records keeping.

*Pearl of Africa Institutional Performance Assessment Scorecard* (PAIPAS) was administered in 10 out of 8 MDAs (7 RRHs and 3 General Hospitals), 21 out of 24 LGs and 4 Municipal Councils: This was meant to promote responsiveness, transparency and accountability for service delivery and to enhance a healthy completion between institutions. The best institutions were Rukungiri MC 84%, Mbarara Regional Referral Hospital (RHH) 79%, Rukungiri 71%, Bugiri 74%, Bukedea 71%, Bulambuli 66%, Jinja 65% and Hoima 58%. However, the worst was Jinja RHH with 49%, Mbale 48%, and Kikuube 56% that had issues with staffing gaps, and accountability on expenditure of funds released.

*Eight investigative inspections conducted*: A total of five investigative inspections on complaints routed to the MoPS were carried out in Mitooma, Kagadi, and Kisoro DLGs, the Public Service Commission and Kampala Capital City Authority (KCCA). No reports were availed to the monitoring teams.

### 3.2.4 Enforce compliance to the rules and regulations

The planned outputs for FY 2021/22 were: i) Efforts to address maladministration and administrative injustice in the public sector strengthened, ii) Verification of Leaders' Declarations, (iii) Development and dissemination of policies, standards and procedures, iv) Performance Assessment conducted in 90 DSCs including appeals visits to 18 districts conducted, and 100 complete submissions on disciplinary cases concluded. The lead implementing agencies are the IGG, MoPS and PSC.

The overall intervention performance was poor at 45%. There was minimal implementation of planned outputs. The 300 ombudsman complaints and nine out of ten system investigations were not undertaken in MDAs and LGs, and performance assessments for 54 out of 90 DSCs meant to confirm whether DSCs had complied with existing guidelines were not conducted. Status of implementation and field findings are presented below.

**Efforts to address maladministration and administrative injustice in the public sector strengthened:** The IG reported to have resolved 257 out of the planned 560 ombudsman complaints in MDA and LGs. Among the complaints addressed were employment disputes, non-payment, abuse of authority and victimization in public offices. As a result of the investigations, two persons were recommended for termination, 150 teachers put back on pay roll, and over 20 pensioners paid pension arrears in the various LGs.

**Verification of Leaders' Declarations:** The IG reported to have verified and concluded 98 out of the planned 400 declarations for leaders, incomes for all the 98 verified officials were commensurate with their sources of income. A total of 133 verification cases were ongoing by end of the financial year.

**Development and dissemination of policies, standards and procedures:** The activities involved i) review of the National Records and Archives Act, 2001; and Records Information Management (RIM) policy and regulatory framework developed; ii) Records management systems set up in MDAs and LGs where they are lacking; and iii) Compliance to RIM standards in 20 MDAs and 40 LGs assessed and technical support provided.

By 30<sup>th</sup> June, 2022, the MoPS reported that a review of the National Records and Archives Act, 2001 was ongoing and spearheaded by Ministry of Justice and Constitutional Affairs. Regulatory Impact Assessment for the National Records and Archives Management Policy had just commenced. Records Information Management (RIM) systems were also audited and technical support offered to 17[7] out of 20 planned MDAs and 19[8] out of 40 planned LGs. Of these some LGs were found to be complaint with good records keeping while others non complaint with poor records keeping for example Ntoroko LG.



**Good records keeping in Kumi DLG**

**Poor records keeping in Ntoroko DLG**

**Performance Assessment conducted in 90 District Service Commissions:** The PSC planned to conduct performance assessments in 90 DSCs and appeals visits to 18 districts; and conclude 100 complete submissions on disciplinary cases. By 30<sup>th</sup> June, 2022, performance assessments in 36[9] out of the targeted 90 DSCs were conducted. These were meant to confirm whether DSCs had complied with existing guidelines in the recruitment process. A total of 34 districts were found to be complaint. However, corruptions in recruitment procedures were still rampant in LGs for example Ntoroko, Nakasongola, Mukono, Kagadi, Sironko, Bulambuli, Namisindwa and Mayuge to mention but a few.

In addition, appeals visits were conducted in 14 out of the targeted 18 districts of Abim, Bugweri, Bukwo, Bulambuli, Busia, Kapchorwa, Kween, Nakasongola, Ntoroko, Kyankwanzi, Kasese, Kitagwenda, Kole, and Kaliro. These were meant to resolve any arising conflicts between the decisions of the commission and the candidates. Mostly appeals arising from interdictions. Disciplinary cases with complete submissions were considered where 44

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[7] MFPED, MAAIF, MoJCA, MoES, MEMD, Mbarara, RRH, Fort Portal RRH, Mulago National RH; Masaka RRH, CUFH, Naguru, Hoima RRH, Mbale RRH, Jinja RRH, Lira RRH; Itojo GH, Kiboga GH, Kiryandongo GH)
[8] (Pallisa, Luuka, Jinja, Budaka, Sironko, Bulambuli,Bugiri, Busia, Kaliro, Namayingo,Bugweri, Kikuube, Kagadi, Kakumiro, Hoima, Rukungiri, Mitooma, Isingiro,Rwampara)
[9] Adjumani, Maracha, Koboko, Pakwach, Jinja, Buvuma, Mukono, Kamuli, Ntungamo, Mitooma, Isingiro, Buhweju, Bulisa, Hoima, Masindi, Kiryandongo, Kapchorwa, Kween, Bukwo, Bulambuli, Nakasogola, Kyangwazi, Nakaseke, Luwero, Bundibugyo, Bunyangabu, Kasese, Kitagwenda, Kitgum, Lamwo, Agago, Kole, Busia, Namayingo, Luuka, and Kaliro.

out of 100 complete submissions were concluded. Of these 32 cases were handled, seven cases of interdiction on half pay, and five cases of lifting of interdiction on full pay.

**Key Challenges**

- Most LGs had expired Client Charters and the few that were being updated were not in line with the NDPIII. For LGs where Client Charters were developed, these are not disseminated to the lower local Governments and various stakeholders. The newly created districts and hard-to-reach areas lack client charters.
- Most clients are not aware of the existence of Client Charters in LGs and MDAs and there is no clear feedback mechanism to clients on the service delivery.
- The MoPS developed compendiums for delivery standards for Education, Health, Gender, Works and Transport, Water and Environment, Ministry of Agriculture, Animal Industries and Fisheries (MAAID), and the Lands and Housing sectors however implementation is minimal at both MDAs and LGs.
- There are still many cases of poor customer service in public offices and several cases of mistreatment/harassment of clients for example in the payment of pensions and salary and salary arrears in LGs; most citizens are not aware of their rights and obligations in receiving services from public offices. They are not empowered to demand for quality services which leaves them vulnerable.

### 3.2.5 Conclusion

The sub-programme at both output and outcome performance was fair at 65%. Three out of four interventions were on course towards achieving the sub-programme objective of strengthening accountability for results, while one was slow. Although the MoPS supported MDAs and LGs on the development, updates and implementation of the charters, the pace of development was too slow especially in LGs, while in those developed, they were simply stored on the shelves. This has limited information and awareness about services offered by public institutions.

Implementation of the service delivery standards both in MDAs and LGs is minimal and there are no serious follow ups by the MoPS. Performance management initiatives and records management in LGs was still poor despite the trainings; corruption in the DSCs in LGs during recruitments is rampant and this has affected service delivery. Some planned outputs were not directly related to the interventions under enforce compliance to the rules and regulations such as appeals and concluding disciplinary cases.

**Recommendations**

- The MoPS should publicize the Client Charter objectives to enhance the customers' ability to claim for their rights and hold service providers accountable.
- The MoPS through the Programme Working Group (PWG) should realign the interventions to the planned activities if the objectives are to be met.
- The MoPS should hasten the development and approval of the policy on development and enforcement of compliance to client charters such that sanctions/ disciplinary measures are instituted against Accounting Officers not implementing the charter and service delivery standards without any clear reasons.

## 3.3    Government Structures and Systems Sub-programme

**Introduction**

The sub-programme aims to streamline Government architecture for efficient and effective service delivery. The intermediate outcomes include: Improved efficiency of service delivery structures and systems of Government; and improved alignment of employees' competences and qualifications with job roles.

The sub-programme has three interventions and these are: i) Restructure Government institutions to align with new program planning, budgeting and implementation; ii) Review and develop management and operational structures, systems and standards; and iii) Rationalize and harmonize policies to support public service delivery intervention. The sub-programme interventions are implemented under the following entities: MoPS and MoDVA.

**Overview of the Government Structures and Systems Financial Performance**

The approved budget FY 2021/22 for the sub programme was Ug shs 4.298bn, of which 4.298bn (100%) was released and Ug shs 4.219bn (98%) spent by 30th June, 2022. This was very good release and absorption. The biggest proportion of budget allocation was under the intervention of "Restructure government institutions (MDAs & sectors) to align with new program planning" which accounted for the 92% while the least was "Review and develop management and operational structures, systems and standards" at (3%).

**Sub-Programme Performance**

Annual monitoring focused on all three (100%) interventions and overall performance of the Government Structures and Systems Sub-programme was fair at 53%. At intervention level, two out of three interventions exhibited fair and one poor performance. ***Refer to Annex 3 for details of sub-programme and intervention, and outputs performance***.

The key constraint under the sub-programme was the delayed restructuring of government agencies. Most harmonized policies to support public service delivery were still in draft form (Table 3.4).

**Table 3.4: Overview of the Interventions Performance by 30th June 2022**

| Intervention | Performance Status | Remarks |
|---|---|---|
| Restructure Government institutions (MDAs & sectors) to align with new program planning, budgeting and implementation | | Fair (achieved 50% of outputs). staffing structures were reviewed and are before cabinet for approval. |
| Review and develop management and operational structures, systems and standards | | Fair (achieved 61% of outputs) Only schemes of Service for three out of six cadres were finalized. |
| Rationalize and harmonize policies to support public service delivery | | Poor (achieved 49% of outputs) Most policies were in draft form. |

*Source: Authors' Compilation*

Detailed performance of the four interventions of Government Structures and Systems Sub-programme are subsequently discussed.

### 3.3.1 Restructure government institutions (MDAs/ Sectors) to align with new programme planning and budgeting

The planned outputs for FY 2021/22 was: Organizational structures for MDAs developed and reviewed. The key actions involved included: i) Structures, mandates and functions for 97 government agencies affected by the RAPEX Reform reviewed and operationalized; ii) Guidelines for Implementation of the revised Structures for MDAs affected by the RAPEX Reform developed and disseminated; iii) A change management strategy to support implementation of the RAPEX reform; iv) Human Resource Management Manuals reviewed; v) A communication strategy developed; vi) An Omnibus Law and Policy developed to support implementation of the Reform; vii) Structures for 18 ministries and offices affected by the RAPEX Reform reviewed. The lead implementing agency is MoPS.

The performance of the intervention was poor at 50%. There was minimal implementation of planned outputs pending restructuring of government agencies. Status of implementation is presented hereafter:

**Organizational structures for MDAs developed and reviewed:** By 30th June, 2022, the draft reports for 53 out of 97 affected government agencies and ministries under Rationalization of Agencies and Public Expenditure (RAPEX) were presented to the Cabinet Sub-Committee for approval. Technical Guidelines to support implementation of the revised Structures for MDAs under the RAPEX were developed. A Change Management Strategy to support the implementation of the RAPEX reform to help government manage expectations of different stakeholders was produced. This was also meant to identify anticipated challenges and risks in the implementation of RAPEX reform and design appropriate mitigation measures and disseminated to affected agencies.

A communication strategy on rationalization was developed to provide a standardized framework to facilitate a systematic and harmonized interaction with key stakeholders; including government institutions, development partners, private sector, public officers and the public. A Legal Policy Framework for the affected agencies was being studied and reviewed by Ministry of Justice and Constitutional Affairs (MoJCA) and MoPS to provide technical Support to MoJCA in terms of the functions mainstreamed, abolished and merged. Out of the review, the first draft report on the merger and transfer of Functions for 16 Government Agencies affected by the RAPEX Reform was developed. However, actual implementation on streamlining of agencies will start FY 2023/24.

### 3.3.2 Review and develop management and staff operational structures, systems and standards

The planned outputs for FY 2021/22 were: i) Support supervision on implementation of Government Structures (MDAs, LGs & Cities; ii) Analysis of cost centres/constituents in MDAs and LGs; and National Records Centre and Archives (NRCA) operationalised.

The performance of the intervention was fair at 61%. Planned outputs implemented were minimal. Positions for the schemes of Service for Communication and Information Scientist Cadres in Public Service were not finalized. Status of implementation is presented below and detailed progress is presented below.

**Support supervision on implementation of Government Structures (MDAs, LGs & Cities):** The MoPS reported to have provided support on Government staffing structures to 20 planned MDAs and 21 planned LGs.[10]

**Analysis of cost centres/constituents in MDAs and LGs**: The key activities were: i) Job Descriptions and Person Specifications arising out of rationalization of Agencies developed; ii) Job Description and Personal Specification for education and Health sectors reviewed and developed; iii) Structures for the planned 10 new cities adopted, approved and communicated for implementation; and iv) Schemes of Service for 6 cadres in Public Service developed.

By 30th June, 2022, Job descriptions and Person Specifications arising out of rationalization of Agencies were developed and in draft form. These included: i) Uganda Land Commission; ii) Rural Electrification and Nuclear Energy Departments, iii) Ministry of Energy and Mineral Development prepared; iv) Kampala Capital City Authority; v) New City Councils and City Division; vi) Cities; vii) Directorate of Government Analytical Laboratory under Ministry of Internal Affairs; viii) Prisons Regional and District command; ix) Kampala Capital City Authority Parish Development Model positions; x) Town Clerks, Deputy Town Clerks and Division Town Clerks for Cities.

Job Description and Personal Specification for the two sectors of education and health were also reviewed and developed. These included: Uganda Institute of Allied Health and Management Sciences Mulago; Uganda Cancer Institute, Soroti University; and Ministry of Education and Sports Department of Policy Analysis and Research. Staffing structures for only three out of the ten planned new cities[11] were adopted, approved and communicated for implementation however these have not yet been implemented because of budgetary constraints.

By 30th June 2022, schemes of service for three out of six cadres (Immigration, Energy, Tourism and Wildlife) in public service were finalized for the following positions and institutions: i) Government Analytical Cadre under Ministry of Internal affairs; ii) Wildlife and Tourism Cadre, Ministry of Tourism, Wildlife and Antiquities; and iii) Energy Officers Cadre, Ministry of Energy and Mineral Development (MEMD). However, they were not yet operational.

**National Records Centre and Archives operationalised:** The key activities included: i) Capacity of 50 records staff built in records and information management; and ii) Phase I of NRCA equipped and utilized. By 30th June 2022, the MoPS reported to have inducted and trained 39[12] out of 50 newly appointed records officers in records and information management from nine MDAs. The records staff were sensitized on proper record keeping, and other managerial activities involved in records creation, maintenance and use, and disposition to achieve adequate and proper documentation of the policies and transactions.

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[10] NEMA, OP, Entebbe RRH, OPM, MoIA MoH, MoH, MoJCA, State House, MFPED, MoFA, MoLG, MEACA, NITA, MEMD, JSC, MAAIF, MoGLSD, MoTW&A, UCI, Busia MC, Kyegegwa, Iganga, Rubanda, Tororo, Bukwo, Mpigi, Kamuli, Kamuli MC, Koboko Kira MC, Iganga, Sheema, Mbarara, Kumi, Mityana, Kyegegwa, Yumbe, Mayuge, Kayunga.

[11] Jinja City, Arua City and Lira City

[12] MoPS, MoJCA, MFPED, MLHUD, MoLG, KCCA, Judicial Service Commission (JSC), Uganda Police Force (UPF), and Jinja City

Equipping of the NRCA was implemented through acquiring 2,280 archival records that were kept at the NRCA. These records were acquired from the Ministry of Internal Affairs. A total of 90,517 semi-current records were also appraised in seven LGs (Moroto, Mbale, Sembabule, Tororo, Bushenyi, Bundibugyo and Luwero), five MDAs (MoJCA, MoIA, National Bureau of NGOs; Local Government Finance Commission) and KCCA. This has increased reference services offered to researchers and public officers.

### 3.3.3 Rationalize and harmonize policies to support public service delivery

The planned outputs for FY 2021/22 were: i) Productivity measurement framework developed; ii) Records and Information Management policy and regulatory framework developed; iii) Review of the Public Service Act, 2008 finalised; and iv) Ministry of Defence and Veteran Affairs Policies reviewed. The lead implementing agencies are: MoPS, and MoDVA.

The overall intervention performance was poor at 49% attributed to minimal implementation. Status of implementation is presented hereafter:

**Productivity measurement framework developed**: The Ministry of Public Service reported to have developed a Draft Public Service Productivity Framework pending presentation to Senior Management Team. The Regulatory Impact Assessment for the National Records and Archives Management Policy had just commenced. Review of the Public Service Act, 2008 was ongoing.

**Ministry of Defence and Veteran Affairs Policies reviewed:** These included: Defence Policy; UPDF Act; R&D Policy; Gender Policy and M&E Policy. By 30th June 2022, the Public Sector Transformation Programme Uganda Annual Report reported approval of the Defence Policy, 2003 at the Ministry Technical Management Committee pending submission to Cabinet. The UPDF Act, 2005 was forwarded to Attorney General's Office for clearance; and the Gender Policy was in draft form.

### 3.3.4 Sub-programme Conclusion

The performance was fair at 53%. All three interventions achieved fair performance. The restructuring reports were presented to Cabinet for approval; staffing structures for only three cities out of 10 were developed and disseminated but not yet operational. The change management strategy is in place but has not been implemented, formulation of human resource policies to support the implementation of the new program approach is still disjointed. The operationalization of the National Centre and Archives is good but not perfect as it is understaffed and not well equipped. The objective of streamlining Government architecture for efficient and effective service delivery is yet to be achieved.

**Recommendation**

The MoPS through the Programme Working Group should realign the planned outputs in line with the interventions if the objective of the sub-programme has to be achieved.

## 3.4 Strategic Human Resource Management Sub-programme

**Introduction**

The sub-programme objective is to strengthen the strategic human resource management function in Government for improved service delivery. The Programme intermediate outcomes include: Improved Quality of the Civil Service, improved efficiency and effectiveness in payroll management in the Public Service, improved effectiveness of performance and work

place dispute management systems; and improved affordability and sustainability of the pension scheme.

The sub-programme has three interventions and these are: i) Undertake nurturing of civil servants through patriotic and long-term national service training; ii) Design and implement a rewards and sanctions system; iii) Empower MDAs to customize talent management; iv) Rollout the Human Resource Management System; v) Develop and operationalize an e-document management system; vi) Review the existing legal, policy, regulatory and institutional frameworks to standardize regulation and benefits in the public service; and vii) Upgrade public sector training to improve relevance and impact. The sub-programme interventions are implemented by the following entities: MoPS, MFPED, MoES, URA, MoDVA, PSC, and IG.

**Overview of the Human Resource Management Financial Performance**
The approved budget FY 2021/22 for the sub-programme was Ug shs 7.297bn, of which 7.279bn (99%) was released and Ug shs 7.135bn (98%) spent by 30th June 2022. This was a very good release and absorption. The biggest proportion of budget allocation was under the intervention of - Rollout the Human Resource Management System - which accounted for the 49%, while the least was - develop and operationalize an e-document management system at (1%).

**Sub-programme performance**
Annual monitoring focused on all seven (100%) interventions and overall performance of the Human Resource Management Sub-programme was fair with 55% of planned outputs achieved. At intervention level, performance varied with two exhibiting good performance; two fair; and three poor. ***Refer to Annex 4 for details of sub-programme and intervention, and outputs performance***.

The key constraint under the sub-programme was delayed finalization of PDMIS specification requirements and inadequate staffing to enhance data collection in all LGs. The overview of the interventions performance is shown in Table 3.5.

**Table 3.5: Overview of the Interventions Performance for FY 2021/22**

| Intervention | Performance Status | Remarks |
|---|---|---|
| Undertake nurturing of civil servants through patriotic and long-term national service training | | Fair (achieved 59% of outputs and outcomes). Capacity building of public officers was conducted |
| Design and implement a rewards and sanctions system | | Good (achieved 70% of outputs and outcomes). Rewards and sanction were implemented in LGs |
| Empower MDAs to customize talent management | | Good (achieved 71% of outputs and outcomes) LGs and MDAs were supported in wage, pension and gratuity |
| Roll out the Human Resource Management System | | Fair (achieved 54% of outputs and outcomes) HCM was rolled out in 30 votes |

| | | |
|---|---|---|
| Develop and operationalize an e-document management system | | Poor (achieved 45% of outputs and outcomes) though trainings in records were undertaken implementation was minimal |
| Review the existing legal, policy, regulatory and institutional frameworks | | Poor (achieved 37% of outputs and outcomes) policies were in draft form |
| Upgrade Public sector training to improve relevance and impact | | Poor (achieved 49% of outputs and outcomes). E-learning platform was established at the Civil Service College. |

*Source: Authors' Compilation*

Detailed performance of the seven interventions of Human Resource Management Sub-Programme are subsequently discussed.

### 3.4.1 Undertake nurturing of civil servants through patriotic and long-term National Service training:

The planned outputs for FY 2021/22 were: i) MDAs and LGs Capacity Building (Human Resource Development); and ii) MDAs and LGs Capacity building - Civil Service College (Human Resource Management). The implementing entities are MoPS.

Those not implemented were: Mindset change training Programme for all public officers developed and delivered; One officer trained in facilitating organizational development; partnership policy and strategy developed; and 400 Public Officers trained in Strategic Leadership, Senior Management, Supervisory Skills and Induction.

The performance of the intervention was fair at 59%. Planned outputs implemented were minimal. Positions for the schemes of Service for Communication and Information Scientist Cadres in Public Service were not finalized. Status of implementation is presented below and detailed progress is presented below.

**MDAs and LGs Capacity Building (Human Resource Development)**: The key activities are: i) Framework for Collaboration with Universities and Other Training Institutions finalized and operationalized; ii) A Public Service Capacity Building Plan for the Public Service for FY 2021/22 produced; and iii) Technical support on development of capacity building plan provided to 12 MDAs and 20 LGs.

Others included: iv) Human Resource Managers in 20 MDAs and 28 LGs pilot votes trained in Human Resource Planning; and (v) Human Resource Planning Framework for the Uganda Public Service finalized.

By 30th June 2022, a draft framework for collaboration with universities and other training institutions was developed. The Capacity Building Plan for the Uganda Public Service 2020/21 to 2024/25 was produced by MoPS. However, this has not yet been implemented in MDAs and LGs monitored and the Civil Service College. Regarding technical support on development of capacity building plan provided to MDAs and LGs; MoPS reported to have provided technical support on the development of capacity building plan to three out of 12 planned MDAs. These included: OPM, Office of the President, and Ministry of Foreign Affairs (MoFA), and 17

LGs.[13] No reports were availed. However, this is a duplicated output, MoPS should make follow ups on the implementation of the capacity building plan.

Human Resource Managers in 20 MDAs and 28 LGs pilot votes were trained in Human Resource Planning. The MoPS reported to have trained Human Resource Managers in 25 LGs out of 28 planned LGs. Some of the votes monitored included Iganga, Mayuge, Nwoya, Omoro, and Gulu LGs which were yet to fully understand the function of human resource planning. However no reports were availed for the training conducted. The trainings could also be conducted online for all LGs with a clear training program and evaluation.

Human Resource Planning Framework 2020/21–2024/25 for the Uganda Public Service finalized and rolled out to MDAs & LGs. The framework is meant to provide strategic guidance to support effective HR development planning to address skills gaps in LGs. It was disseminated to 20 LGs: Iganga, Busia, Pallisa, Kibuku, Namutumba, Tororo, Bugweri, Tororo, Butaleja, Nwoya, Amuru, Gulu, Kitgum, Lamwo, Pader, Omoro, Agago, Gulu City, Gulu RRH and Tororo Municipal Council. It could be disseminated online for wider coverage.

**MDAs and LGs Capacity Building-Civil Service College (Human Resource Management):** The key activities include: i) 200 Public officers trained in mindset change, and ii) Tailor made trainings conducted for 336 public officers.

By 30th June, 2022, the MoPS reported to have trained 51 out of 200 planned public officers including 28 leaders and managers (07 females and 21 male) from National and Regional Referral Hospitals. Participants' expectations generally focused on learning more about mindset change, knowledge about how to improve on personal mindset and of other colleagues, improve skills in dealing with human resource and getting the best out of them for better results, the link between mind-set and performance in the health sector. In addition, 23 executive members of the Association of Secondary School Head Teachers of Uganda were trained including (5 females and 18 male). However, no training reports were availed.

The MoPS also reported that tailor made trainings for 336 participants were conducted for 19[14] institutions. These included: (i) 28 Teachers of Bulopa Secondary in Kamuli District trained in leadership skills enhancement and team building; (ii) 20 staff of Uganda Land Commission trained on pre-retirement planning; (iii) 15 staff of Uganda Law Society trained in records management; (iv) 30 staff of MoJCA trained in pre-retirement planning; (v) 32 members of staff of MFPED trained in performance enhancement.

Others included (vi) 18 staff from National Agricultural Research Organization (NARO) trained on the building high performing teams; (vii) 12 officers from the Office of the Auditor General trained; (viii) 44 board members and senior management team of Uganda National Building and Review Board were inducted; (ix) 95 staff from MoLG trained on stakeholder engagement on compendium of service delivery standards.

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[13] Namisindwa, Manafwa, Sironko, Bulambuli, Katakwi, Amuria, Kalaki, Kaberamaido, Masaka, Lwengo, Lyantonde, Mbarara, Rwampara, Ntungamo, Mpigi and Masaka and Mbarara Cities

[14] Uganda Printing and Publishing Company, KCCA, Bukedea, Inter University Sports Association of East, MoES, ULC, Gomba, MoJCA, Kyotera, Bushenyi DLG, Busia, Jinja, MoPS, Bulopa SS, Uganda Law Society, OAG, Uganda National Building and Review Board, MFPED, and NARO.

### 3.4.2 Design and implement a rewards and sanctions system

Two planned outputs were undertaken to strengthen human resource management function and these are: (i) Exit policy for non-performers developed; and (ii) implementation of the Rewards and Sanctions Framework Monitored in 20 votes.

The performance of the intervention was good at 70%. Planned outputs were implemented and status of implementation is presented hereafter:

The exit policy for non-performers was developed and incorporated under the Rewards and Sanctions Framework by the MoPS.

**Implementation of the Rewards and Sanctions Framework Monitored and supported in 20 votes:** A total of 10 out of 20[15] planned LGs visited there were functional rewards and sanctions committees in place, except the hard to reach districts do not have rewards and sanctions committees e.g. Ntoroko and Bullisa, Sironko, Rukiga, Nwoya, and Nakasongola amongst others and issues of absenteeism and corruption have affected service delivery.

### 3.4.3 Empower MDAs to customize talent management (attract, retain and motivate public servants)

The planned outputs for FY 2021/22 were: i) Selection Systems Development; ii) Management of the Public Service Payroll and Wage Bill; iii) Implementation of the Public Service Pension Reform; iv) Recruitment Services; v) All complete submissions for filling vacancies in District Service Commissions processed and concluded; and vi) 250 newly appointed DSC chairpersons, members and 50 secretaries inducted. The implementing entities are MoPS and PSC.

The overall intervention performance was good at 71%. Planned outputs were implemented except for one selection instrument that was not developed, eight selection tests not conducted, five job profiles not developed. Status of implementation is presented hereafter:

**Selection Systems Development**: Five out of ten activities were implemented and these included: i) Develop 80 Selection Instruments to Update the Question Data Bank; ii) Conduct 60 Selection Tests in support of recruitment for MDAs and DLGs; iii) Capacity Building Training for new Commission staff on psychometric analysis and Job Competence Profiling; iv) Develop 60 Competence Profiles for Jobs in the UPS; v) Validate 50 Competence Profiles for Jobs in the Uganda Public Service.

The PSC developed 79 out of 80 selection instruments were developed during the FY 2021/22, some of which were used in the assessment of applicants shortlisted for the various posts and other added to the questions data bank. For example, under Uganda Revenue Authority- Commissioner Domestic Taxes and Commissioner Tax Investigations; Office of the Auditor General (OAG) - Administrative Assistant; Office Assistant; KCCA - Manager positions.

A total of 52[16] entities out of the targeted 60 selection tests in support of recruitment for MDAs and DLGs were conducted. Training on development of competence profiles for jobs for the

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[15] Kyegegwa, Kyenjojo, Fort portal City, Kasese, Kasese MC, Ntoroko, Kisoro, Kabale, Kabale MC, Rukiga, Bududa Ngora, Kumi, Serere, Kalaki, Amuria, Soroti, Katakwi, Bukedea, and Pallisa.

[16] Bulambuli, Bushenyi, Kabale, Kabarole, Kasese, Kiruhura, Lyantonde, Mbarara, Rukiga, Wakiso, Gulu City. MDAs Lotteries and Gaming Regulatory Board, KCCA, MoPS, OAG and MFPED.

new staff of Systems Selection Development was conducted. As a result, capacity of new PSC staff on psychometric analysis was built and skills and knowledge obtained was used to support profiling activities, selection item development, validation and analysis in the PSC.

The PSC reported to have developed 35 of the targeted 60 job profiles for the Ministry of Gender, Labour and Social Development (MDLSD), and DSCs. A total of 30 job profiles were validated for example for MGLSD: Acting Assistant Commissioner, Principal Social Development Officer-Rights, Principal Social Development Officer, Senior Social Development Officer-Rights, Senior Social Development Officer-Equity, Assistant Commissioner-Culture. Others included: Commissioner-Gender and Women Affairs, Principal Gender Officer to mention but a few.

**Management of the Public Service Payroll and Wage Bill**: The five key activities included: i) Guidelines on management of Wage Bill, Salary, Payroll, Pension and Gratuity; ii) 160 Payroll Managers in 10 MDAs and 70 LGs trained in wage and pension; iii) A Comprehensive Recruitment Plan for the FY 2022/23 prepared and submitted to MFPED; iv) Wage, Pension and Gratuity Estimates for FY 2022/23 prepared and submitted to MFPED; and v) Clearance of votes to recruit processed and issued to Votes.

Guidelines on management of the Wage Bill, Salary, Payroll, Pension and Gratuity: The MoPS prepared and circulated guidelines on management of wage bill, salary, payroll, pension and gratuity for FY 2022/23 to all MDAs and LGs. However, some Accounting Officers and Human Resource do not read these guidelines and they are not disseminated to heads of departments. For instance, in most LGs monitored, submission of quarterly reports on wage to MFPED and MoPS was not done. Some Accounting Officers recommend submissions to the DSC to recruit or promote staff with accelerated promotions without clearance from MoPS.

In Ntoroko LG, over **500** teachers and health workers accessed the payroll without clearance from MoPS and MFPED. Exaggerated salaries and arrears were paid off the payroll. In Kiryandongo, a Commercial Officer was accorded accelerated promotion from U3 to U1 with no work experience and without clearance from MoPS and MFPED which affected the wage bill. In Buliisa DLG a former Chief Financial Officer was appointed as a Commercial Officer without working experience. Some districts appointed Copy Typists without the relevant working experience in Human Resource to head the Human Resource Departments e.g Bushenyi-Ishaka Municipal Council, Kabale Municipal Council, Moroto DLG to mention but a few.

Payroll managers in 10 MDAs and 70 LGs trained in wage and pension: The MoPS also reported to have trained 150 out of 160 planned payroll managers in 74 LGs in wage and pension performance analysis. However no report was availed. Field findings revealed that human resource officers were not fully involved in planning and budgeting of wage and as a result some districts were allocated a lot of funds with huge unspent balances e.g in Kiryandongo a supplementary of Ug shs 2.9bn was allocated whereas only Ug shs 800 million was required. Mukono DLG had Ug shs 1.4bn yet only Ug shs 809 million was required. The unspent balances are also in referral hospitals. Bullisa and Kakumiro districts failed to spend the supplementary wage for health workers as funds were submitted towards the end of the FY 2021/22.

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Ministry of Agriculture, Animal Industry and Fisheries

Unspent wage balances were also in Adjumani, Arua, Buliisa, Kakumiro, Maracha, Bushenyi, Rukiga, Kiruhura; Ibanda, and Koboko Municipal Council. Some of the reasons included: expiry of DSCs, delayed deployment of teachers by Ministry of Education especially secondary school teachers; unrealistic budgeting; late submissions of arrears towards the financial year. Underpayments and overpayments, plus paying wrong salary scales were attributed to delays in deleting staff who had passed on, retirements, staff who had transferred service. These were evident in Kitagwenda, Kabarole, Sironko, Kabale Masindi MC, Nakasongola, Luweero, Bududa, Kibaale, Mayuge, Lira and Arua RRHs.

A comprehensive recruitment plan for the FY 2022/23 prepared and submitted to MFPED. The MoPS reported to have prepared and submitted the consolidated recruitment plan for the FY 2022/23 plus the wage, pension and gratuity estimates for FY 2022/23 to MFPED. The MoPS also cleared recruitment for 110 LGs and 18 MDAs[17]however there were no follow ups in MDAs and LGs on the implementation.

**Implementation of the Public Service Pension Reform**: Four out of five key activities were implemented and these included: i) 10 MDAs and 70 LGs supported in decentralised pension and gratuity management; ii) Capacity of 2 members of the pension reform task team built in contributory pension scheme management; iii) Management of payroll and pension monitored in 30 MDAs and 120 LGs and reports prepared; and iv) Pre-retirement training for 1,000 officers conducted.

The output not implemented was Key Parliamentary Committees (Public Service and Local Government, Legal, Finance, Budget) sensitised on the Pension Fund Bill.

The MDAs and LGs supported in decentralised pension and gratuity management: The MoPS reported to have supported the planned 10 MDAs and 70 LGs[18] on decentralized salary, wage, and pension and gratuity management. However, no report was availed. Capacity of two members of the pension reform task team built in contributory pension scheme management was not implemented, however, terms of reference for consultancy of the Actuarial Valuation Study of the Public Service Pension Scheme were developed.

Management of payroll and pension monitored: The MoPS reported to have monitored payroll and pension management in 25 out of 120 LGs and 7 out of 30 agencies (Jinja City, Jinja DLG, Jinja RRH to mention but a few. However, management of the payroll is still poor in LGs. There are still delays of accessing pensioners on the payroll. For example, 780 pensioners in LGs FY 20/21 failed to access the payroll from 1 to 24 months this leads to accumulation of arrears. There are still Pension shortfalls in LGs and slow accountability of arrears released for example Mbale and Buliisa DLGs have not accounted for salary arrears released in FY 20/21; while Kagadi has not yet paid reason being that the verification exercise is to eliminate payment of ghost arrears especially in the Education Sector.

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[17] Ministry of Internal Affairs, Arua Regional Referral Hospital, China - Uganda Friendship Hospital Naguru, Directorate for Ethics and Integrity, Jinja RRH, Kabale RRH, KCCA, Lira RRH, Mbale RRH, MEACA, Mulago Specialized Women & Neonatal Hospital, National Council for Higher Education, Soroti University, Uganda Cancer Institute, Uganda Land Commission, Uganda National Meteorological Authority, Uganda Prisons Service, and Uganda Virus Research Institute

[18] Katakwi, Soroti City, Soroti DLG, Mukono MC, Mukono DLG, Jinja City, Jinja DLG, Lyantonde DLG, Mbarara DLG, Mbarara City, Isingiro DLG, Bushenyi Ishaka MC, Bushenyi, Kyegegwa DLG, Fortportal City, Kabarole DLG, Ntoroko DLG, Kumi DLG, Kumi MC, Bukedea, Kabale MC, Kabale DLG

Pre-retirement training for Officers conducted: Pre-retirement training for the planned 1,000 officers from 12 MDAs and 2 LGs was conducted.  These included: Ministry of works and Transport, Uganda Police, Kaliro DLG, Rubirizi DLG, Uganda Land Commission, Uganda Law Reform Commission, Arua City, Uganda Virus Research Institute, OPM, MEMD, MFPED, MoPS, MWE, MOES, and Public Service Commission. No reports were availed to the monitoring team.

**Recruitment Services**: The four key activities are: i) Conduct Annual Graduate Recruitment Exercise; ii) 4,100 complete submissions on appointments, confirmations, promotions, retirements, study leave processed and concluded; iii) All declared vacant positions in LGs (CAOs, DCAOs, town clerks of cities and municipalities) filled; and iv) 200 academic documents for candidates appointed into the Public Service submitted for verification.

Conduct Annual Graduate Recruitment Exercise (GRE) Aptitude Exams: The Annual Graduate Recruitment Exercise (GRE) Aptitude Exams were conducted by Public Service Commission where 4,688 applicants were tested, of these 732 were recommended for oral interviews. For the 4,100 complete submissions on appointments, confirmations, promotions, retirements, and study leave processed and concluded. The PSC conducted 4,125 applications for submissions of these, 2,513 were appointments, 346 were confirmations, 125 were promotions, and 5 study leave. In filling all declared vacant positions in LGs (Chief Administrative Officers-CAOs, Deputy CAOs, Town Clerks of Cities and Municipalities), 37 Vacancies for Deputy Chief Administrative Officers were advertised and the shortlisted candidates were to be interviewed.

Academic documents for candidates appointed into the Public Service submitted for verification: A total of 179 out of the targeted 200 academic documents of candidates for appointment into the Public Service were verified. These included: 5 document verified with UNEB, 83 with Makerere University, 3 with Islamic University in Uganda, 75 with Kyambogo University, 2 with Busitema University, 3 with Ndejje University, 1 with Mbarara University, 1 with Uganda Management Institute, 1 Uganda Martyrs University, 4 to National Council of Higher Education, and 1 with Busoga University.

**All complete submissions for filling vacancies in DSCs processed and concluded**:  A total of 203 submissions for filling vacancies of chairman and members in City/District Service Commissions from the 67 districts and 10 cities were handled by the Public Service Commission. By 30th June 2022, 37 out of 144 DSCs were fully constituted and functional; with all five members of the committee. The other DSCs were functional but with committees not fully constituted. For example, 47 DSCs had only four members of the committee in place; 59 DSCs had only three members of the committee in place; and two DSCs had two members of the committee in place.

The delays to appoint members on the DSC are with respective district councils who have political fights and delay submissions to the PSC while in some cases selected members did not qualify hence rejected by PSC. This has affected service delivery in most LGs especially with recruitments for Health and Education and partly reason why wage funds were returned to the consolidated fund. For example, Bulambuli, Mbale, Bukedea, Kyegegwa, Mukono, Kagadi, and Bullisa.

**250 newly appointed DSC chairpersons, members and 50 secretaries inducted**: The PSC reported to have appointed 230 out of 250 targeted newly appointed Members of City/District

Service Commissions, and 50 out of 50 targeted Secretaries DSC/PHROs in 45[19] districts were inducted. No report was availed to the monitoring team.

### 3.4.4 Roll out the Human Resource Management System (Payroll management, work leave, e-productivity management inspection

The objective of Human Capital Management (HCM) is to facilitate automation of all human resource management functions and processes in order to seamlessly integrate with other key Government ICT systems. The HCM System was rolled out to MDAs and LGs through IPPS support.

The planned output for FY 2021/22 was: i) Integrated Personnel and Payroll System (IPPS) Implementation Support. The key activities are: i) Human Capital Management (HCM) rolled out to 100 MDAs and LGs; ii) HCM users in 100 MDAS enrolled on HCM trained; iii) Functional and technical support to 160 MDAs before transition to HCM provided; iv) 14 HR functions and business processes automated; (v) HCM integrated with other 4 Key Government Systems (IFMS, PBS, PDMS and NID).

Others included: vi) Stakeholder engagement and change management conducted; vii) HCM Post-Implementation support provided to pilot 160 votes; viii) 2 Functional and technical support to 100 MDAs /LGs with identified recurrent IPPS challenges provided; ix) 100 Training of Trainers (TOTs) trained on HCM product.

The overall intervention performance was fair at 54%. Planned outputs were implemented except for 70 MDAs and LGs where HCM has not been rolled out. Status of implementation is presented hereafter:

**Integrated Personnel and Payroll System Implementation Support**: Human Capital Management (HCM) rolled out to 100 MDAs and LGs: By 30th June, 2022, the HCM was rolled out to 30 out of 100 MDAs and LGs. Thereafter, the system was rolled out in four mock sites comprising of MoPS, PSC, National Information Technology Authority Uganda and Mbarara DLG. The four government entities have started using the new system including processing of salary and pension payroll with effect from December 2021.

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[19] Amuria, Bududa, Bugweri, Bukedea, Bukwo, Bulambuli, Bunyangabu, Bushenyi, Butambala, Isingiro, Kaberamaido, Kagadi, Kakumiro, Kalaki, Kalungu, Kamwenge, Kapchorwa, Kapelebyong, Katakwi, Kazo, Kikuube, Kitagwenda, Koboko, Kole, Kumi, Kwania, Kween, Manafwa, Maracha, Masaka, Mbale, Moyo, Mubende, Namayingo, Namisindwa, Namutumba, Ngora, Obongi, Omoro, Oyam, Rwampara, Serere, Sheema, Sironko, and Soroti.

HCM users in 30[20]out of the 100 MDAs/ LGs were enrolled on HCM and trained. These included, 64 Training of Trainers, 41 Super Users and unspecified number of System Users including Heads of Departments; Heads of Human Resource; Internal Auditors.

Functional and technical support to 160 MDAs before transition to HCM provided: Support was extended to votes both physically and virtually at the centre and 334 votes were supported on IPPS in areas of dates of birth, exemption arising out of challenges in NIRA interface and in other technical areas.



**Human Resource Officers during HCM Training at the Civil Service College in Jinja District**

14 HR functions and business processes automated: HCM customization and automation was completed for 19 HR processes and functions. The Human Resource Management modules and functionalities automated included among others Establishment Management Control, Human Resource Planning, Recruitment, Payroll and Deductions, Performance Management, Leave & Absence Management, Disciplinary Procedure and Retirement and Pension Management, Recruitment Management, Time and Attendance, Training and Development, Employee Information Manager, Employee Life Cycle, Self-service and Mobile Application, Grievance Handling, Disciplinary Procedure.

For example in Bushenyi Ishaka Municipal Council, Mbarara DLG, MoPS, PSC, MFPED, NPA, and Kabale University; the Senior Human Resource Officers confirmed attendance of trainings on HR processes and automation of the HCM system in the Institutions. They stated that as a result of the trainings, management of the payroll had been simplified as only votes could only pay what had been processed on the HCM and IFMS. Planning of staff retirements was also simplified. HCM has strengthened controls hence promoting accountability where for one to be included on the payroll, the position had to be approved on the structure unlike before HCM where Votes would pay people that were not on the payroll.

HCM integrated with other four Key Government Systems (IFMS, PBS, PDMS and NID): Integration with IFMS, PDMS, PBS and NID was completed to facilitate seamless information sharing among Government MDAs and LG (Table 3.6). The data exchange between HCM and PBS had not been operationalized because of the delay to finalise PBS upgrade to align with NDPIII requirements.

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[20] MoPS, NITA-U, PSC, Mbarara DLG, Bushenyi- Ishaka MC, Kabale University, ESC, Entebbe MC, JSC, MoFPED, MoICT&NG, MoLG, NPA, UVRI, HSC, EoC, Lira DLG, MoH, MoW&T, MoFA, MoGL&SD, Lira University, MoDVA, Mpigi DLG, MoJCA, MoLH&UD, MoIA, Directorate of Citizenship and Immigration Control, Directorate of Government Analytical Laboratory, and Mbale RRH

**Table 3.6: System Integrating with Human Capital Management**

| S/N | System Integrating with HCM | Information Exchanged and Purpose |
|-----|------------------------------|-----------------------------------|
| 1 | Integrated Financial Management System (IFMS) | Payroll payment invoices transfer; Tax Identification Number validation; Supplier Number generation and update; employee bank accounts details transfer; funds balances confirmation, charge items update; and salary, pension and gratuity payment reconciliation. |
| 2 | Programme Budgeting System (PBS) | Establishment data sharing, annual work plan import, wage budget transfer and charge items updates in the long run. |
| 3 | National Identification System (NID) | Verification of Public Officers, Pensioners and Beneficiaries as well as control for non-verified persons from accessing employment in the Public Service |
| 4 | Payroll and Deductions Management System (PDMS) | Non-statutory deductions data exchange on single deduction code |

*Source: MoPS Reports, 2021*

Stakeholder engagement and change management conducted: The change management was integrated in all HCM activities to increase adoption and uptake. This revealed that there was efficiency and effectiveness in management of salaries, pension, recruitments, human resource planning, editing employee information among others as per discussions with HR officers in Kabale University, Bushenyi, Ishaka Municipal Council, Mbarara and Jinja districts.

HCM post-implementation support provided to pilot 160 votes: HCM post implementation support extended to 30 votes that were on board by June, 2022 both physically and virtually at the centre. Functional and technical support to 100 MDAs /LGs with identified recurrent IPPS challenges provided: A total of 17 Votes that included Bushenyi, Mbarara, Kabale, Masaka, Lwengo, Jinja, Buikwe, Iganga, Mbale, Soroti, Moroto, Hoima, Kiboga Kabarole, Mubende, Gulu and Arua with recurrent IPPS challenges.

### 3.4.5 Develop and operationalize an E-document management system

The planned outputs for FY 2021/22 were: i) Electronic Document and Records Management System (EDRMS) rolled out and operationalised in 8 MDAs and 2 LGs; ii) Sensitization of 100 Action Officers on Electronic Document and Records Management System; iii) Records management procedures and practices in the Registry Streamlined; and iv) semi current records in the Ministry of Public Service appraised.

The overall intervention performance was poor at 45%. Planned outputs were implemented except for the 64 officers that were not sensitized in EDRMS and six MDAs where the system was not rolled out.

**Electronic Document and Records Management System (EDRMS) rolled out and operationalised in 8 MDAs and 2 LGs:** By 30th June 2022, Electronic Document and Records Management System (EDRMS) was rolled out in two out of the eight planned MDAs and two LGs. These we MDAs were MoPS and MoICT&NG and the LGs were Kumi and Bushenyi. The MoPS, Kumi, and Bushenyi-Ishaka Municipal Council were visited and records officials appreciated the advantages of the EDRMS. They reported that time taken in retrieval of records for clients was reduced from over one hour to less than twenty minutes and this was attributed to trainings undertaken in records management.

However, the utilization of the e-document systems for management of the pay roll reforms was still minimal in all LGs visited despite being operationalized. Retrieval of records was also affected by internet connectivity.

**Sensitization of 100 Action Officers on Electronic Document and Records Management System**: The MoPS reported to have held sessions on EDRMS for 12 Heads of Departments and 24 records officers. Senior Management Team in (KCCA, MoICT&NG and OPM were sensitized in EDRMS. For records management procedures and practices in the Registry Streamlined; the MoPS reported to have prepared, scanned and uploaded 800 subject files on EDRMS. Semi-current records including102 boxes were appraised and sorted. Of these, 120 files were listed on the records centre transfer forms; 14 boxes of records identified for retention; and 30 bundles of records identified for destruction.

### 3.4.6 Review the existing legal, policy, regulatory and institutional frameworks to standardize regulation and benefits in the public service

The planned outputs for FY 2021/22 were: i) Public Service Human Resource Policies developed and implemented; ii) Public Service Negotiation and Dispute Settlement Services; iii) System investigation in 10 MDALGs conducted; and iv) Efforts to address Maladministration and administrative injustice in the Public Sector strengthened. The planned outputs are not in line with the intervention and in some instances duplicated for example the development HR policies.

The overall intervention performance was poor at 37%. Apart from the Public Service Standing Orders, professionalization guidelines for the Public Service and a revised pay plan for enhancement of salaries in places, the planned policies were in draft form. Status of implementation and field findings are presented hereafter:

**Public Service Human Resource Policies developed and implemented:** The key activities included: i) Capacity Building Framework/Plan for the Uganda Public Service produced and disseminated; ii) Framework for Talent Management for the Public Service Developed; iii) Professionalization guidelines for the Public Service developed and implementation monitored and evaluated; iv) Development of the Human Resource Management Bill finalised and submitted to Parliament; v) Development of Policy on recruitment of Chief Executive Officers; vi) Development of Terms and Conditions for Boards and Commissions. Some planned activities are not in line with the intervention

Others included: vii) Policy on Establishment of Salary Review Board finalised; viii) Revised Public Service Standing Orders printed and disseminated; ix) Technical advice on HRM Policies and Procedures provided to 20 MDAs and 50 LGs; and x) Support supervision on implementation of HRM Policies and procedures in 20 MDAs and 20 LGs conducted.

The MoPS reported to have prepared a Framework for Talent Management for the Public Service which was in draft form.

**Professionalization guidelines for the Public Service developed and implementation monitored and evaluated**: The Guidelines on Professionalization of Public Service were developed by the MoPS but had not yet been disseminated to Heads of Human Resource in MDAs and LGs. These guidelines shall apply to public officers in central and LGs as well as

Agencies, Boards and Authorities. A draft Regulatory Impact Assessment of the Human Resource Management Bill was in place awaiting discussion from relevant authorities. A draft policy on system reengineering was under regulatory impact assessment.

**Development of Policy on recruitment of Chief Executive Officers**: A draft policy on recruitment of chief executive officers was prepared by MoPS. For the development of Terms and Conditions for Boards and Commissions; a draft report on terms and conditions of Service for Boards and Commissions was prepared.

**Policy on Establishment of Salary Review Board finalised**: A Cabinet memo on pay enhancement was prepared and submitted to Cabinet. Stakeholder engagement on salary review board was conducted, a revised pay plan for enhancement of salaries for scientists and health workers was submitted to MFPED for issuance of Certificate of Financial Implication.

The revised Public Service Standing Orders printed and disseminated: The Establishment Notice and the revised Uganda Public Service Standing Orders 2021 could now be accessed on the Ministry Website on *www.publicservice.go.ug*.

Technical advice on HRM Policies and Procedures provided to 20 MDAs and 50 LGs*: The MoPS reported to have provided technical advice on HRM Policies and Procedures was provided to 45[21] MDAs and 113 LGs. This output should be implemented under the Department of Human Resource Policy, however, it could be done online for a wider coverage and impact. No reports were availed to the monitoring team.

For support supervision on implementation of HRM Policies and procedures in 20 MDAs and 20 LGs conducted; the MoPS reported to have provided support Supervision on HRM Policy and Procedures to 35[22] out of 20 planned Local Governments and 12 out of 20 planned MDAs. However no field reports were availed to the team to ascertain the value of this output.

**Public Service Negotiation and Dispute Settlement Services:** The key activities are: i) Grievances and Complaints from organized Labour Unions and individual staff handled; and ii) Institutional Consultative Committees established and supported in 16 LGs and 10 MDAs.

Grievances and Complaints from organized labour unions and individual staff handled*: The MoPS reported to have received and handled 16 grievances from the Medical Laboratory Association, Uganda Medical Workers Association, Uganda Medical Clinical Officers Association, Staff of Former Ministry of Science, Technology and Innovation, Public Universities Non-Teaching Staff Forum and Uganda Professional Science Teachers' Union and two from individual officers.

The Institutional Consultative Committees established and supported in 16 LGs and 10 MDAs*: The MoPS reported to have established and supported Institutional Consultative Committees in one MDA and 153 LGs. A report was not availed to the monitoring team.

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[21] MoES, Kumi, Ntungamo, MAAIF, DPP, Nasana, Mende, Kasanda, Kyegegwa, Masindi, Kaliro, Kitgum, Rukungiri, Serere, Kumi, Kagadi, Kibuku, Mitooma, Nakapiripirit, Namayingo, Iganga, Kyambogo Kabale, Soroti University, MoH, KCCA.

[22] Bukedea, Kumi, Amuria, Serere, Lira, Dokolo, Apac, Kole, Kwania, Tororo, Butaleja, Kibuku, Palisa and Budaka, Kasanda, Mityana, Mubende, Gulu, Nwoya, Amuru, Kapchorwa, Kween, Bukwo, Kapchorwa MC and Gulu City.

**System investigation in 10 MDALGs conducted:** The Inspectorate of Government reported to have undertaken one out of ten planned system investigations into promotion of graduate trainee engineers to full engineers at the Rural Electricity Agency (REA). Hence 10% achievement. The work processes were affected by the COVID-19 pandemic especially systemic interventions which were highly interactive by nature and retrieving evidence for cases where events happened long ago had proven to be an uphill task as potential witnesses and data are lost over time.

**Efforts to address maladministration and administrative injustice in the Public Sector strengthened:** The Inspectorate of Government reported to have concluded 257 out of the planned 560 complaints in MDALGs hence an achievement of 46% in relation to the annual target. These complaints were mainly related to mismanagement, employment disputes, non-payment, abuse of authority and victimization in public offices. As a result of the above investigations, two persons were recommended for termination, 150 teachers put back on pay roll and over 20 pensioners paid pension arrears in the various LGs.

### 3.4.7   Upgrade Public sector training to improve relevance and impact

The planned outputs for FY 2021/22 were: i) Signed MoUs with MDAs; ii) E-laboratory established and operationalized; iii) Unified in-service training institution established with specialized schools; and iv) The Civil Service College upgraded into a technology enabled teaching centre was not implemented this Financial Year due to inadequate funding.

The overall intervention performance was poor at 49%. Outputs only contributed to the intervention and were budgeted for in other programmes. Status of implementation and field findings are presented hereafter:

**Framework for collaboration with universities and other training institutions finalized and operationalized:** The Civil Service College Uganda (CSCU) through the MoPS prepared a draft framework for collaboration with universities and other training Institutions.

**ICT Equipment procured and installed**: An E-learning platform was established at the CSCU including the Learning Management System, however, it was yet to be equipped with computers and accessories and shelves for storing library books for reference. One Biometric System was procured and installed at the College, so was a new local area network installed and setup.



**Civil Service College e-learning centre not yet equipped with computer accessories**

Signed MoUs with MDAs of Success Africa, Office of the President, OPM MoES, MoLG Health, MAAIF, MFPED, MoFA and National Farmers Leadership Institute (NFLI) implemented: The MoPS reported to have signed MoUs of Success Africa, Office of the President, OPM, MoES, MoLG Health, MAAIF, NFLI, MFPED, and MoFA.

### 3.4.8   Conclusion

The sub-programme performance was fair at 55%. Two out of seven interventions exhibited good performance, two had fair and three exhibited poor. Human Resource Management is a core function in the PST Programme, however some planned activities were not in line with the core interventions in some instances these were duplicated and disjointed. The implemented capacity building initiatives were not in the capacity building plan, and the training programmes under the Civil Service College were a mismatch. The HCM rolled out the system to only 30 out of 100 votes. Payroll management was good but not perfect as there were still irregularities on wage and pension and accountabilities of arrears.

Salary disparities in the public sector remain a big challenge, whereas records management was still poor in most LGs monitored especially the hard-to-reach. Most had failed to raise funding for constructing records centres and registries. In addition, most LGs were understaffed and needed retooling. The sub-programme objective of strengthening the strategic human resource management function in Government for improved service delivery is yet to be achieved.

**Recommendations**
- The MoPS through the PWGs should realign all the planned interventions and activities in line with the sub-programmes if the objective is to be attained.
- The CSCU should develop a comprehensive training program in line with the capacity building plan in place and carry out evaluations on the training programs.
- The MFPED should review funding modalities of the CSCU if the capacity building plan is to be implemented
- Accounting officers and human resource officers mismanaging the payroll reforms should be sanctioned.

## 3.5   Decentralization and Local Economic Development Sub-programme

The sub-programme objective is to deepen decentralization and citizen participation in local development.  The intermediate outcomes include: Improved commitment of Government in financing the delivery of decentralized services, and improved fiscal sustainability of local Governments.

The sub-programme has four interventions and these are: i) Strengthening collaboration of all stakeholders to promote local economic development; ii) Increase participation of Non-State Actors in Planning and Budgeting; iii) operationalize the parish model; and iv) Build LG fiscal decentralization and self-reliance capacity. The sub-programme interventions are implemented by the following entities: MoLG; MEACA; MFPED; UBOS; and MoICT- NG through Uganda Broadcasting Cooperation (UBC).

**Financial Performance**

The approved budget FY 2021/22 for the sub-programme was Ug shs 2.692bn of which Ug shs 2.107bn (78%) was released and Ug shs 2.104bn (99%) spent by 30th June, 2022. This was very good release and absorption performance. The biggest proportion of budget allocation was under the intervention of "Build LG fiscal decentralization and self-reliance capacity" which accounted for the 56%; while the least was "Strengthen collaboration of all stakeholders to promote local economic development" at (44%).

**Sub-programme performance**
Annual monitoring focused on all four (100%) interventions and overall performance of the Decentralization and Local Economic Development sub-programme was fair at 61%. At intervention level, all four interventions achieved fair performance indicating they were on track towards achieving sub-programme objective. ***Refer to Annex 4 for details of sub-programme and intervention, and outputs performance***. The key constraint under the sub-programme was delayed recruitments of 4,370 Parish Chiefs (Table 3.7).

**Table 3.7: Overview of the Interventions Performance by 30ᵗʰ June 2022**

| Intervention | Performance status | Remarks |
|---|---|---|
| Strengthening collaboration of all stakeholders to promote local economic development | | Fair (Achieved 53% of outputs). LED strategy developed and disseminated to over 67 LGs and resource teams constituted but non-functional. |
| Increase participation of Non-State Actors in Planning and Budgeting | | Fair (Achieved 68% of outputs). The MFPED carried out engagements with the Civil Society Organizations to get their views for input into the budget process |
| Operationalize the parish model | | Fair (Achieved 67% of outputs).The Parish Model was operationalized parish chiefs have been recruited in most LGs visited and parish development committees are in place though non-functional because of budgetary constraints |
| Build LG fiscal decentralization and self-reliance capacity | | Fair (Achieved 56% of outputs). Grants allocation formulae and models were reviewed |

*Source: Authors' Compilation*

Details of performance of the four interventions are presented below.

### 3.5.1 Strengthen collaboration of all stakeholders to promote local economic development
The three outputs under this intervention are: (i) Service delivery supported and coordinated in all Local Governments; ii) Local Economic Development (LED) supported and coordinated in all MDAs and Local Governments; and iii) 8 LED programs and Projects monitored in selected LGs across the country.

The overall intervention performance was fair at 53%. Planned outputs were implemented except for four LED programs that were not monitored, and two cities that were not supported in implementing LED Strategy. Status of implementation is presented below.

**Service delivery supported and coordinated in all Local Governments**: The MoLG reported to have spent funds on workshops and seminars and travel inland during implementation of LED activities. However, no report was availed. This is not in line with the intervention and appears duplicated.

**Local Economic Development supported and coordinated in all MDAs and Local Governments:** The five key activities include: i) Coordination of 10 MDAs implementing LED projects and initiatives undertaken; ii) LED Policy implementation, LG LED Strategy formulation, and planning in 5 Cities, 10 DLGs and 10 Municipal Councils (MCs) supported; iii) 10 DLGs and 10 Municipal Councils' commercial officers trained on development of economic profiles and production of profiles supported; iv) Community mobilization and sensitization of youth, women, elderly and vulnerable on the efficient utilization of industrial hubs undertaken.

Coordination of 10 MDAs implementing LED projects and initiatives undertaken: The MoLG reported to have held five out of ten planned coordination meetings with Uganda Investment Authority (UIA), Operational Wealth Creation (OWC); Ministry of Agriculture Animal Industries and Fisheries (MAAIF) and Uganda Coffee Development Authority (UCDA) to discuss establishment of Cocoa Factory in Bundibugyo DLG; and National Agricultural Advisory Services (NAADS) to discuss the status of AGRI LED implementation in Rwenzori region.

LED Policy implementation, LED Strategy formulation, and planning in 5 Cities, 10 DLGs and 10 MCs supported: The National Strategy for LED in Uganda seeks to create a shared understanding of good LED practice and motivate more effective implementation. The Strategy is a product of intense dialogue and deliberations amongst several stakeholders in Local and Central Government, the private sector, civil society and the academia. By 30th June 2022, LG technical planning committee officials in 23[23] DLGs, MCs and cities were trained on LED Policy implementation, LED strategy formulation, and planning. These included: 10 planned LGs; 10 MCs and 3 out of 5 Cities as indicated in the footnote below.

In Mbale, Kasese, Bushenyi-Ishaka MC, Rukungiri, Bukedea, Sironko, Hoima, Bullisa, Rukiga, Kabale and Ntoroko, districts visited the LED policies were in place. However majority of LGs visited had no LED initiatives because of budgetary and capacity issues. Commercial officers in 10 DLGs and 10 MCs trained on development of economic profiles and production of profiles supported: A National Strategy for LED dissemination and sensitization workshop was conducted for Commercial officers from 10[24] districts and 10 Municipal Councils were trained on development of economic profiles and production of profiles.

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[23] Rukungiri, Ntungamo, Kabale, Rukiga, Bulambuli, Kyegegwa, Kabarole, Bukedea, Sironko, Mbale, Kabale MC, Bushenyi-Ishaka MC, Nansana, Njeru, Lugazi, Masaka City, Arua City, Mbale, Soroti and Jinja cities

[24] Rukungiri, Kabale, Rukiga, Bulambuli, Kyegegwa, Kabarole, Kiruhura, Lyantonde, Mpigi, Kumi, Masaka disticts

For community mobilization and sensitization of youth, women, elderly and vulnerable on the efficient utilization of industrial hubs undertaken output; the MoLG conducted one planned television show in Mbarara District to mobilize and sensitize communities in the Ankole sub region on the available opportunities in the developed skilling industrial hubs under the Presidential Initiative.

**8 LED programs and Projects monitored in selected LGs across the country**: The MoLG reported to have monitored performance of four out of the planned eight LED development interventions in 47 LGs. These included: i) LED Program and development infrastructure (Markets and Agro Processing Facilities) under MATIP, LEGS and CAAIP projects in eight districts of Gulu, Dokolo, Amolator, Kitgum, Otuke, Oyam, Pader, Agago; ii) seven LGs of Masaka, Mbarara, Fortportal, Kabale, Kasese, Gulu and Kitgum markets under MATIP; and iii) Agro processing facilities in 15 LGs of Lira, Masindi, Nakasongora, Nakaseke, Luwero, Kiryandongo, Pakwach, Nebbi, Omoro, Amuru, Oyam, Kole, Apac, Alebetong and Otuke; iv) 21 LGs under LEGS project. However, no field reports were availed.

### 3.5.2   Increase participation of Non-State Actors in Planning and Budgeting
The planned output was Civil Society Organizations development planning and budgeting, through undertaking regular engagements of CSOs on development planning and budgeting issues, at the local levels. The lead implementing agencies was MFPED.

The overall intervention performance was fair at 68%. By 30th June, 2022, the Ministry of Finance Planning and Economic Development organised four engagements with the Civil Society Organizations to get their views for input into the budget process for FY 2023/24.

### 3.5.3   Operationalize the parish model
The Parish Development Model (PDM) is a bottom-up approach to budgeting, aimed at moving national development planning to the grassroots. The overarching objective is to increase production, processing, storage and marketing, infrastructure and service delivery at grassroots level with the Parish as an Epi-Centre, through increased interaction and feedback between Government and Citizens.

The planned outputs for FY 2021/22 was: the implementation of Government Policies and programs coordinated and monitored. The key activities included: i) Implementation of the Parish Model Coordinated; ii) Parish Model Guidelines Developed and 15000 copies disseminated to all stakeholders; and iii) Monitoring the implementation of Government programmes undertaken in 20LGs selected from all regions. The lead implementing agencies are MoLG and MoICT NG- UBC.

The overall intervention performance was fair at 67%. Planned outputs were implemented except complete recruitment of 4,370 positions and 5,000 copies of PDM guidelines that were not printed. Status of implementation is presented below.

**Implementation of Government Policies and programs coordinated and monitored:** The PDM is an NDP III implementation of the whole-of-Government approach in bringing together the State and Non-State Actors to achieve inclusive socio-economic transformation, in a coordinated, collaborative and participatory manner. A total of Ug shs 8.2bn was spent on implementation of output activities.

Implementation of the Parish Model was coordinated through recruitment of Parish Chiefs and establishing the necessary infrastructure, which enabled MDAs to harmonise work plans PDM national roll-out exercises. Out of 10,594 posts, 6,197 were already filled and recruitment for the remaining 4,370 positions was ongoing and most had constituted Parish Development Committees. However, there were no minutes to prove their functionality. All Parish Chiefs were trained and currently collecting data and most of them had accessed the Public Service payroll. However, they have not been retooled and allowances are still meagre. The officers have no offices, and transport to collect data since the households are too many.

Formation of Enterprise Groups and PDM Savings and Credit Cooperative Organisation (SACCOs) was concluded. This involved disbursement of the Parish Revolving Funds to over 7,019 PDM SACCOs out of 10,595 SACCOs across the country. Of these 5,457 PDM SACCOs were also set-up on the IFMS and issued with supplier numbers and Ug shs 28.211 billion Parish Revolving Funds were disbursed to PDM SACCOs in 92 Local Governments via 11 Banks, as at end of FY 2021/22.

Field findings revealed that financial constraints were experienced by some Local Governments. Whereas budget guidelines were issued, funds that were available with some District Local Governments were relatively inadequate to finance the baseline data collection. As a response to this, further budget down scaling was imminent in some District Local Governments. Second, there was recruitment of additional staff who were not Parish Chiefs to ease the workload. This move attracted uncommitted and also already busy staff who were not well facilitated. This resulted in delays of data collection as the baseline data collection exercise became secondary in some instances.

The Uganda Broad Casting Corporation collected and packaged the local government content on the parish development model and is translating them into the different local languages. Dissemination of various sets of Information, Education and Communication (IEC) materials and PDM messages through the media were undertaken. Local Government content on parish development model was broadcast on radio and TV, social media and other communication media in different languages.

**Parish Model Guidelines Developed and 15000 copies disseminated to all stakeholders**: A total of 10,000 out of 15,000 copies of Parish Development Model Guidelines were printed and dissemination was ongoing in all 176 Local Governments. Monitoring the implementation of Government programmes was undertaken in all LGs including the 20 planned LGs selected from all regions.

### 3.5.4    Build Local Government fiscal decentralization and self-reliance capacity

Fiscal decentralization is essentially the transfer of expenditure responsibilities and revenue assignments to lower levels of government. In Uganda, the lead implementing agency is Local Government Finance Commission (LGFC).

The planned outputs for FY 2021/22 were: i) Local Government Revenue Mobilisation and Generation enhanced; ii) Equitable Distribution of Grants to LGs iii) Local Government Budget Analysis; iv) Operational LGs Fiscal Data bank; and v) Policy briefs on financing of Local Governments produced.

Overall intervention performance was fair at 56% attributed to partial implementation of outputs.  field findings are presented below.

**Local Government Revenue Mobilisation and Generation enhanced:** The key activities are: i) tax registration expansion program, and ii) automation of local revenue administration in 18LGs in Northern Uganda and 10 cities and 12 municipalities.

The LGFC provided technical support to 16[25] LGs to enhance tax registration expansion program. Local revenue administration and management was also automated in 13[26] LGs. These included six LGs; four cities and three MCs. This brings the number of vote level LGs activated on Integrated Revenue Administration System (IRAS) to 37. This has enabled LGs to ensure continuity and sustainability of the integrated revenue administration system under the Tax registration expansion program.

**Equitable Distribution of Grants to LGs**: The key activities are: i) Grants allocation formulae and models reviewed and  a report produced; ii) A report on Local Governments lagging behind produced; iv) Agreements produced between Local Governments and program lead institutions on program conditional grants

Grants allocation formulae and models reviewed: The Grants allocation formulae and models were reviewed in line with the program approach to make them responsive to line ministries policies, to in-build crosscutting issues like poverty, HIV/AIDS, gender and environment through seven meetings of negotiations between the central and local governments. This helped to ensure fair distribution and sustainable financing for all Local Governments.

**Local Government Budget Analysis**: The five key activities are: i) Status report on the financing of local governments produced; ii) A technical Status report on budget analysis for compliance with legal requirements produced; iii) Quarterly and annual grants release tracking report produced; iv) Quarterly and annual local revenue release tracking report produced; and v) Feedback provided to 10LGs.

Data on the quarterly grants releases and local revenue for local governments was collected and was being validated. Quarter 4 grants release tracking report, and local revenue release tracking report were produced. Feedback was provided to the nine out of planed ten LGs of, Kween, Ntororko, Bundibugyo, Ibanda, Nwoya, Serere, Amuru, Bulambuli, and Bugweri.

**Operational LGs Fiscal Data bank**: The fiscal databank was updated and maintained with Local Government data for quarter one and two with the exception of 16 Local Governments. The data bank enables to track all Government commitments on equity fairness and equality and ensure resource sharing given the extent on service delivery.

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[25] Mubende, FortPortal, Nansana, Mubende, Omoro, Pader, Soroti, Amuria, Adjumani, Masaka, Mbarara, Hoima, Mbale, Kole, Entebbe, Makindye Ssebagabo

[26] Masaka City, Lira City, Soroti City, Mbale City, Kabale MC, Kitgum MC, Tororo MC, Mbale Kumi, Lira, Gulu, Wakiso and Mbarara Districts

**Challenges**

- In majority of LGs performance of LED is dismal attributed to; inadequate technical capacity at LGs this is evidenced by the lack of a clear understanding of the LED concept; limited stakeholder involvement in the planning of LED initiatives; low awareness of LED among the businesses, civil society, communities and other actors; low level revenue collections; and limited legislative powers.
- In addition, wage grants continue to dominate direct transfers to LGs. Unconditional grant has remained stagnant for a long time. Limited or no implementation of some planned outputs was noted in the building LG fiscal decentralization and self-reliance capacity intervention due to inadequate funding
- The newly recruited parish Chiefs lack office accommodation, transport and allowances to perform the various tasks under the Parish development model.
- There was low enumeration for the data collectors as the approved budget cap for data collectors was set at Ug shs 10,000 per day worked which could did not measure up to the amount of work done and distances covered during data collection exercise.
- The intermittent network connectivity issues were a major challenge to household and village profiling and as a result, few households were profiled as opposed to the daily target assigned to each data entry clerk. There were also handset compatibility issues where some Parish Chiefs had handsets/ smart phones of very low android versions.

### 3.5.4   Conclusion

Overall performance of the sub-programme was fair at 61%. All four interventions were on exhibited fair performance indicating they were course towards attainment of the sub programme objective of deepen decentralization and citizen participation in local development. The LED strategy was developed but there still issues with implementation coupled with the slow filling of critical strategic positions all affect attainment of the intervention especially for positions of commercial officers and community development officers. Although Government of Uganda embraced the policy of decentralization by devolution, which recognize LGs as frontline actors in the provision of services to the citizens, LGs still lack discretion on sector grants as nearly 95.8% of the total grant transfers, are conditional grants.

**Recommendations**

- The MFPED should review the funding on wage, capacity building and retooling of commercial departments in LGs since it is a focal department in the implementation of LED initiatives.
- The MFPED and MoPS should address the issue of understaffing, retooling and capacity gaps in the commercial departments spear heading LED.

## 3.6.   Business Process Re-engineering and Information Management Sub-programme

**Introduction**

Business process reengineering (BPR) is a management practice in which the related tasks required to obtain a specific business outcome are radically redesigned. A major aim of BPR is to analyse workflows within and between business functions in order to optimize the end-to-end business process and eliminate tasks that do not improve performance or provide the customer with value.

The sub-programme objective is to increase accountability and transparency in the delivery of services. The intermediate outcomes include: Increased access and integration of public services; increased domestic tax collection; improved efficiency and effectiveness of e-services; improved accessibility to public information; and increased awareness about public services and impact of social economic development.

The sub-programme has three interventions and these are: i) Reengineer public service delivery business processes; ii) Design and implement electronic citizen (e-citizen) system; and iii) Improve access to timely, accurate and comprehensible public information. The sub-programme interventions are implemented by the following entities: NITA-U, MoICT NG-UBC, MoPS, and URA.

**Overview of Financial Performance**

The approved budget FY 2021/22 for the sub-programme was Ug shs 0.569bn, of which Ug shs 0.569bn (100%) was released and Ug shs 0.542bn (95%) spent by 30th June 2022. This was very good release and absorption performance. The proportion of budget allocation was under the intervention of - Reengineer public service delivery business processes which accounted for 100%; the other two interventions are only contributing to the programme performance.

**Physical Performance**

Annual monitoring focused on all three (100%) interventions and overall performance of the Business Process Re-engineering and Information Management Sub-programme was fair at 55%. At intervention level, performance was fair at different levels. *Refer to Annex 4 for details of sub-programme and intervention, and outputs performance*.

The key constraint under the sub-programme was delayed establishment of the Hoima Service Centre to provide public services to the region (Table 3.8).

**Table 3.8: Overview of the Interventions Performance for FY 2021/22**

| Intervention | Performance Status | Remarks |
|---|---|---|
| Reengineer public service delivery business processes | | Fair (achieved 56% of outputs). Sensitizations on service centres was under taken. |
| Design and implement electronic citizen (e-citizen) system | | Fair (achieved 50% of outputs). e-citizens portal enhanced. |
| Improve access to timely, accurate and comprehensible public information | | Fair (achieved 59% of outputs). Government websites were developed. |

*Source: Authors' Compilation*

Detailed performance of the four interventions of Business Process Re-engineering and Information Management Sub-programme are subsequently discussed.
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### 3.6.1   Re- engineer public service delivery business processes

The planned outputs for FY 2021/22 were: (i) Integrated Public Services Delivery Model Implemented; (ii) MDAs supported in development and rollout of e-Services; (iii) E-governance implemented (across public sector); and (iv) ICT function institutionalised in Government. The lead implementing agencies are MoPS, and MoICT-NG.

The overall intervention performance was fair at 56%. Apart from the regional service centre, and public service delivery systems catalogued and re-engineered, all other outputs were budgeted for in other programmes. Status of implementation is presented hereafter:

**Integrated Public Services Delivery Model Implemented:**
The activities included: i) a comprehensive 10-Year Administrative Reform Model for Uganda Public Service developed and Operationalized; and ii) Technical support, supervision, Training, sensitizing and carrying out awareness campaigns on the establishment and benefits of service Uganda centres carried out.

The MoPS reported that a feasibility study on the comprehensive 10-Year Administrative Reform Model for Uganda Public Service was undertaken and a report produced.

The purpose of the one-stop centres is to provide important services at a single location thus save time for both the clients and government officials. The MoPS sensitised eight[27] LGs on the establishment and benefits of the centres, and joint Inspection was conducted with NITA-U on the connectivity. In the municipal councils of Mbale and Jinja, the service centres are hosted in the Council buildings whereas in Hoima City, the service centre was yet to be set up.

In Kasese, construction of the Service Centre was completed and currently hosts Uganda Registration Services Bureau, Tourism Desk, National Social Security Fund, Microfinance Support Centre satellite desk and URA. The one stop centre is coordinated by the Principal Commercial Officer, and was well equipped with office furniture and computers procured by MoPS. So far, over 1,000 clients are received on a monthly basis and communities were aware of the project through radio talks.

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[27] Kasese MC, Mbarara MC, Rubirizi DLG, Hoima MC, Lira MC, Gulu MC, Mbale MC, Jinja MC

**Kasese Service Centre in Kasese Municipality**



**Fully equipped and functional Kasese Service Centre in Kasese Municipality**

**MDAs supported in development and rollout of e-Services**: Technical support from Ministry of Information Communication and Technology was provided to Ministry of Education and Sports in development of Education Management Information System; Uganda National Examination Board; Uganda National Bureau of Standard; Ministry of Health. As a result, an estimated 85% of officers in Public Service have basic ICT competencies.

**E-governance implemented (across public sector):** Strategy for Institutionalization of the Information, Communication and Technology function in MDAs/LGs was finalized by the MoICT and as a result, an estimated 25% of all government services were to date provided on-line, an increase of 7% from FY 2019/2020 (baseline – 18%).

**ICT function institutionalised in Government**: The planned output was capacity building in e-Government by the MoICT. Technical support was provided during the recruitment of ICT Officers in government. Training of trainers and data collectors was also undertaken for the Parish Development Model Management Information System in MoICT, MoLG and LGs.

### 3.6.2   Design and implement electronic citizen (e-citizen) system
Two outputs were implemented to increase accountability and transparency in the delivery of services. These were; (i) A data sharing and integration platform developed; and (ii) Technical support provided in implementation of e- Government Systems.

The overall intervention performance at output level was fair at 50% attributed to partial implementation of outputs. Other outputs were budgeted for in other programmes. Status of implementation and field findings are presented below.

**Whole-of-government integration and data sharing platform established:** The NITA-U through developing a data sharing and integration platform to enhance the delivery of services in government and private sector integrated. As a result, 83 public and private entities were integrated onto the platform with a total of 2,031,913 transactions by the end of the FY 2021/22.

**Technical support provided in implementation of e-Government systems:** The MoICT and NITA-U through conducting stakeholder engagements provided technical support in the development, implementation and rollout of the e-Government Procurement System (e-GP).

### 3.6.3 Improve access to timely, accurate and comprehensible public information

Five planned outputs were implemented and these included: (i) MDA & LG 10 websites developed and maintained; (ii) Government Citizen Interaction Centres and Platforms maintained and responsive to information requests; (iii) A comprehensive data management program was developed and implemented; (iv) Domestic Revenue Mobilisation Strategy Implemented; and (v) Collaboration framework for communication developed.

The overall intervention performance at output level was fair at 59% attributed to partial implementation of outputs. Other outputs were budgeted for in other programmes. These included outputs implemented under MoICT, URA, and NITA-U. Status of implementation and field findings are presented hereafter:

**MDAs and LGs websites developed and maintained**: The NITA-U developed and revamped a total of 18 government websites during the FY making the total number of websites hosted and obtaining technical support from NITA-U to date to 496.

**Government Citizen Interaction Centres and Platforms maintained and responsive to information requests:** The Centre was maintained by MoICT to be responsive to information requests on some of the following aspects: 10 steps guidelines for the formation of cooperative society, by MTIC; Launch of the simplified guidelines on access to information and elections in Africa, organized by African Freedom for Information Centre. Track our online communication activities using the below hash tags; hash tags #LandsUg; #ICTWorksUg; #MoWTUg to mention but a few.

**A comprehensive data management program was developed and implemented**: The activity was to implement a government single-sign on for all common e-Service. The NITA-U updated the Government web portal. An E-signature and mobile ID were developed with eight services on the data platform. However, the Authority was affected by inadequate funding to add all services of respective entities.

**Domestic Revenue Mobilisation Strategy (DRMS) Implemented**: The activities included participation in the DRMS initiatives; and developing Corporate Stakeholder Matrix National (MFPED, MDAs, Government, Media, Academia, Informers). By 30th June 2022, the DRMS was implemented by URA and there was increased voluntary tax compliance for example, average on-time filing rations were increased to 77.80% for Pay as You Earn (PAYE) and Value Added Tax (VAT) was 80.17%. The Authority also registered growth in net revenue of 12.14%.

**Collaboration framework for communication developed**: The MoICT through UBC reported to have formulated a collaboration framework for content development, reservation, and broadcasting.

### 3.6.4 Conclusion

The performance of the sub-programme was fair at 55%. All three interventions achieved fair performance. Performance of the aspect of business process engineering was slow, whereas the Kasese Service Centre was constructed and fully equipped, the service centres in Mbale and

Jinja municipal councils are hosted within district offices. The service centre in Hoima had not yet been established denying Bunyoro sub-region and communities the opportunity to benefit from government services especially the persons with disability, women, older persons, and people in hard-to- reach and stay places. Through implementing an electronic citizen (e-citizen) system, a data sharing and integration platform was developed to enhance the delivery of services in government and private sector. The Government Web Portal was updated to enhance access to timely, accurate and comprehensible public information.

# CHAPTER 4: CONCLUSION AND RECOMMENDATIONS

## 4.1 Programme Conclusion

The overall performance of the Public Sector Transformation Programme was fair at 58% with all five sub-programmes exhibiting fair performance. Under Strengthening Accountability, review and development of client charters and development of the charter policy is slow. This is coupled with Human Resource Departments with limited capacity in client charter issues yet they are coordinating the process in LGs. Implementation of service delivery standards is minimal as customers still complain on the slow delivery of public services. In instances where client charters are developed, there are not implemented and there are no clear feedback mechanisms for the customers. As such, the level of client satisfaction with the client feedback mechanism was still low at 40% against 60%.

The performance initiatives are still weak in the public sector as the balanced score card is not well understood and the institutional and individual work plans are not aligned to the strategic plans. Implementation of business process re-engineering in the public sector is also slow.

The National Human Resource planning and Development Framework and the Capacity Building Plan are in place, however these have been poorly disseminated and not implemented leading to disjointed institutional strengthening initiatives in the public sector. The HCM customization and automation was completed for 19 human resource processes and functions, and these were rolled out to only 30 votes.

Under the decentralised payroll reforms, there was no percentage reduction in accumulated pension and gratuity arrears that stood at an annual target of 10%. Salary arrears still accumulate in the Education Sector largely due to poor human management practices.

The LED strategy was developed and resource teams in place however there are capacity gaps and retooling in the commercial departments spearheading the PDM.

## 4.2 Recommendation

The Ministry of Public Service as the lead agency for the Public Sector Transformation Programme should through the working group ensure the realignment of all planned outputs to the interventions and strengthen coordination with other institutions and LGs if the programme objectives are to be achieved.

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June, 2019: The Uganda Public Service Rewards and Sanctions Framework

March 2021: Guidelines for Development, Documentation, Dissemination and Application of Service Delivery Standards.

# ANNEXES

**Annex 1: Public Sector Transformation Programme Interventions Monitored for FY 2021/22**

| Vote | Sub-Programme | Sampled intervention | Sampled districts/ Institutions |
|---|---|---|---|
| MOPS, OPM | Strengthening Accountability | Review and strengthen the client chatter feedback mechanism to enhance the public demand for accountability | MoPS, OPM, Kabale, Rukiga, Kasese, Kyegegwa, and Kabarole |
| | | Strengthening public sector performance management | Rukungiri, Kabale, Bushenyi, Kiryadongo, Nakasongola, Bukedea, Kumi, Bulambuli, Sironko, Mbale, Iganga |
| | | Develop and enforce service and service delivery standards | Mbale, Kabale, Bushenyi, Kabarole, Ntoroko, Rukungiri, Budaka, Kagadi, Kikuube, Sironko , Rukungiri, Sironko, Bulambuli, Soroti, Ntoroko and Bullisa |
| | | Enforce compliance to the rules and regulations | Kalaki, Ntoroko, Kumi, Nakasongola, Mukono, Kagadi, Sironko, Bulambuli |
| MoPS, | Government Structures and Systems | Restructure government institutions (MDAs & sectors) to align with new program planning, budgeting and implementation | MoPS Headquaters |
| JSC, MoPS | | Review and develop management and operational structures | Mbale, Bushenyi,  Luwero, JSC, Jinja City, MoPS |
| MoPS, MoDVA | | Rationalize and harmonize policies to support public service delivery | MoPS, MoDVA |
| MoPS | Human Resource Management | Undertake nurturing of civil servants through patriotic and long-term National Service training | Sironko, Bulambuli, Masaka,   Iganga, Lyantonde, Mbarara, Ntungamo, |
| | | Design and implement a rewards and sanctions system | Ntoroko and Bullisa, Sironko, Rukiga, Nakasongola |
| | | Empower MDAs to customize talent management | Bulambuli, Bushenyi, Kabale, Kabarole, Kasese, Kiruhura, Lyantonde, Mbarara, Rukiga, Bullisa, Kabale |
| | | Roll out the Human Resource Management System | MoPS, NITA-U, PSC, Mbarara DLG, Bushenyi-Ishaka MC, Kabale University, Soroti, Mbale, Jinja, Hoima, Kabarole |
| | | Develop and operationalize an E-document management system | Bushenyi, Kumi,Jinja, Bulambuli, and Sironko |
| | | Review the existing legal, policy, regulatory and institutional frameworks | MoPS, IG |
| | | Upgrade Public sector training to improve relevance and impact | MoPS, Civil Servie College, Jinja |

| | | | |
|---|---|---|---|
| MoLG, MEACA | Decentralization and Local Economic Development | Strengthen collaboration of all stakeholders to promote LED | MoLG, MEACA, Mbale, Kasese, Bushenyi-Ishaka MC, Rukungiri, Bukedea, Sironko, Hoima, Bullisa, Rukiga, Kabale and Ntoroko |
| MFPED | | Increase participation of Non-State Actors in Planning and Budgeting | MFPED |
| MoLG, UBOS | | Operationalize the parish model | Mbale, Kasese, Bushenyi-Ishaka MC, Rukungiri, Bukedea, Sironko, Hoima, Bullisa, Rukiga, Kabale and Ntoroko |
| LGFC | | Build Local Government fiscal decentralization and self-reliance capacity | Kasese, Hoima,  Soroti, |
| MoPS | Business Process Re-engineering and Information Management | Re- engineer public service delivery business processes | Mbale, Jinja, Hoima, Kasese. Kabale University |
| NITA-U | | Design and implement electronic citizen (e-citizen) system | NITA-U |
| NITA- U, MoICT ,URA | | Improve access to timely, accurate and comprehensible public information | |

*Source: Authors' Compilation*

**Annex 2: Performance of Strengthening Accountability for Results as at 30th June 2022**

| Intervention | Output | Financial Performance | | | Physical Performance | | | Remarks |
|---|---|---|---|---|---|---|---|---|
| | | Annual Budget ( Ug shs) | % of budget received | % of budget spent | Annual Target | Cum. Achieved Quantity | Physical perform ance Score (%) | |
| Review and strengthen the client chatter feedback mechanism to enhance the public demand for accountability | Technical support on development of Client Charters provided to LGs | 0.119 | 100 | 100 | 3.00 | 2.00 | 66.67 | Although support on development of Client Charters was provided to five LGs implementation on client charters is still slow. |
| Strengthening public sector performance management | Public Service Performance management | 0.119 | 100 | 100 | 5.00 | 2.50 | 50.00 | Trainings on performance management were conducted. |
| Develop and enforce service and service delivery standards | MDAs, LGs and programmes supported to develop, document and disseminate SDS | 0.0 89 | 100 | 100 | 2.00 | 1.58 | 79.00 | Though service delivery standards were developed, implementation was still minimal. |
| | Compliance to service delivery standards enforced | 0. 153 | 100 | 100 | 3.00 | 2.50 | 83.33 | Though compliance was enforced 70% of funds released were spent on travel inland and fuel. |
| | Dissemination of the National Service delivery survey results disseminated | 0.0 12 | 100 | 100 | 1.00 | 1.00 | 100.00 | National service delivery survey results were disseminated. |
| Enforce compliance to the rules and regulations | Efforts to address Maladministration and administrative injustice | 0.484 | 98.4 | 97 | 1.00 | 0.50 | 50.84 | Though maladministration was addressed, most funds were spent on allowances and fuel. |
| | Verification of Leaders' Declarations | 0.189 | 100 | 100 | 1.00 | 0.30 | 30.00 | Verification of leaders declarations was implemented. |
| | Development and dissemination of policies, | 0.161 | 100 | 99 | 4.00 | 1.90 | 47.50 | Review of the National Records and Archives Act, 2001 was ongoing. |

| | | | | | | | | |
|---|---|---|---|---|---|---|---|---|
| | standards and procedures | | | | | | | |
| | Performance Assessment conducted in 90 DSCs | 0.800 | 100.0 | 100 | 3.00 | 1.60 | 53.33 | Performance assessments were conducted in 36 out of the targeted 90 District Service Commissions. |
| **Average Output Performance** | | | | | | | **62.30** | |

| | | |
|---|---|---|
| **Outcome Performance** | | |

| Outcome Indicator | Annual Target | Achieved | Score (%) | Remark |
|---|---|---|---|---|
| Level of client satisfaction with the client feedback mechanism | 62 | 40 | 65 | |
| Level of compliance with SDS in MDAs and LGs | 57 | 40 | 70 | |
| Percentage of complaints resolved by the MDA/LGs | 30 | 37 | 100 | |
| Level of alignment of individual performance plans to institutional plans | 65 | 30 | 46 | |
| **Average Outcome Performance** | | | **70.2** | |
| **Overall Sub-programme Performance** | | | **65** | **Fair performance** |

*Source: IFMS Data/ MoPS, OPM, IG, PSC; Field Findings*

**Annex 3: Performance of Government Structures and Systems as at 30th June 2022**

| Intervention | Output | Financial Performance | | | Physical Performance | | | Remarks |
|---|---|---|---|---|---|---|---|---|
| | | Annual Budget ( Ug shs) | % of budget received | % of budget spent | Annual Target | Cum. Achieved Quantity | Physical Performance Score (%) | |
| Restructure government institutions (MDAs & sectors) to align with new program planning, budgeting and implementation | Government Rationalization Report implemented | 3.970 | 100.0 | 99 | 1.00 | 0.4 | 40.00 | Restructuring of MDAs wasn't implemented; 42% of funds released were spent on allowances; 20% (welfare and entertainment); and 14% (ICT). |
| Review and develop management and operational structures, systems and standards | Analysis of cost centres/constituents in MDAs and LGs | 0.136 | 100.0 | 100 | 4.00 | 1.20 | 30.00 | Though job descriptions and schemes of services for cadres were developed; 55% of funds released were on allowances. |
| | National Records Centre and Archives operationalised | 0.191 | 100.0 | 78 | 2.00 | 1.20 | 60.00 | Though valuable records were archived and capacity built; 39% of funds released were on maintenance of machinery, equipment & furniture. |
| **Average Output Performance** | | | | | | | **43.00** | |
| **Outcome Performance** | | | | | | | | |
| **Outcome Indicator** | | | | | Annual Target | Achieved | Score (%) | **Remark** |
| Percentage of structures void of overlaps and duplications | | | | | 50 | 29 | 58 | |
| Percentage of Public officers whose qualification and competences are aligned to their jobs | | | | | 85 | 28 | 33 | |
| % of archives reference materials accessible on line | | | | | 10 | 4 | 40 | |
| **Average Outcome Performance** | | | | | | | **43.6** | |
| **Overall Sub-programme Performance** | | | | | | | **53** | **Fair performance** |

*Source: IFMS data/ MoPS, Field Findings*

**Annex 4: Performance of the Human Resource Management and Policy for FY 2021/22**

| Intervention | Output | Financial Performance | | | Physical Performance | | | Remarks |
|---|---|---|---|---|---|---|---|---|
| | | Annual Budget ( Ug shs) | % of budget received | % of budget spent | Annual Target | Cum. Achieved Quantity | Physical performance Score (%) | |
| Undertake nurturing of civil servants through patriotic and long-term national service training | MDAs and LGs Capacity Building (HRD) | 0.199 | 100 | 100 | 5.00 | 3.90 | 78.00 | Though a capacity building plan is in place, and a technical support provided to 25 LGs; Ug shs 161 million was spent on allowances fuel and travel inland. No training field reports were availed to the team. |
| | MDAs and LGs Capacity building- Civil Service College | 0.290 | 100 | 98 | 2.00 | 0.80 | 40.00 | Though Ug shs 213 million was spent on staff training, no training reports and evaluation reports. |
| Empower MDAs to customize talent management | Selection Systems Development | 0.837 | 98.8 | 100 | 5.00 | 3.34 | 67.61 | Though developing selection instruments were developed and training users of selection examinations undertaken 70% of funds released were spent on recruitment expenses. |
| | Management of the Public Service Payroll and Wage Bill | 0.140 | 100 | 100 | 5.00 | 4.90 | 98.00 | Though capacity was built in 160 LGs in wage and pension performance analysis, 25% of funds released were on allowances. |

| | | | | | | | | |
|---|---|---|---|---|---|---|---|---|
| | Implementation of the Public Service Pension Reform | 0.158 | 100 | 100 | 5.00 | 2.40 | 48.00 | Though MDAs and LGs were supported on decentralized wage, pension and gratuity; and pre-retirement training 48% of funds released were on allowances. |
| | Recruitment Services | 0.587 | 100 | 100 | 4.00 | 2.90 | 72.50 | Funds were spent on recruitment services (95%) and Advertising and Public Relations (5%). |
| Roll out the Human Resource Management System | IPPS Implementation Support | 3.611 | 100 | 98 | 10.00 | 7.00 | 70.00 | 94% of funds released were on IPPS recurrent costs; while the 5% was on allowances, travel inland, welfare, and fuel. |
| Develop and operationalize an e-document management system | Records Management Services | 0.103 | 100 | 100 | 4.00 | 1.50 | 37.50 | 61% of funds released were on allowances, 39% on welfare and entertainment and subscriptions. |
| Review the existing legal, policy, regulatory and institutional frameworks | Public Service Human Resource Policies developed and implemented | 0.181 | 100 | 100 | 10.00 | 3.00 | 30.00 | Though most policies were in draft form, 38% of funds released were on allowances. |
| | Public Service Negotiation and Dispute Settlement Services | 0.293 | 100 | 98 | 2.00 | 1.10 | 55.00 | Though grievances were handled, 80% of funds released were on allowances for tribunal members for the financial year. |
| | Systems, procedures and practices of high risk corruption MDALGs reviewed | 0.412 | 100 | 91 | 1.00 | 0.10 | 10.00 | Though one system investigation was conducted, 24% of funds released were spent on allowances. |
| | Ombudsman Complaints, Policy and Systems Studies | 0.484 | 98.4 | 97 | 1.00 | 0.50 | 50.84 | Though complaints were handled in MDAs and |

| | | | | | | LGs, 20% of funds released were on allowances. |
|---|---|---|---|---|---|---|
| **Average Output Performance** | | | | | **54.79** | |
| **Outcome Performance** | | | | | | |
| **Outcome Indicator** | | | **Annual Target** | **Achieved** | **Score (%)** | **Remark** |
| Percentage of Human Resource functions and business processes automated | | | 50 | 48 | 96 | |
| Percentage reduction in MDAs and LGs requesting for wage, gratuity and pension supplementary | | | 9 | 1 | 11 | 14% was achieved against baseline of 15%. |
| Percentage of HR matters handled and disposed-off within the time provisions in the existing HR policies | | | 80 | 70 | 88 | |
| Percentage of staff accessing payroll within 30 days after assumption of duty | | | 100 | 70 | 70 | |
| Percentage reduction in accumulated pension and gratuity arrears | | | 10 | 0 | 0 | Target of 10% against baseline of 20% was not achieved. |
| % uptake of the automated RIM (EDRMS) system | | | 4 | 0.6 | 15 | |
| Average process turnaround time (Minutes) for retrieval of records | | | 38 | 38 | 100 | |
| % of LGs with fully constituted service commissions | | | 50 | 26 | 52 | |
| **Average Outcome Performance** | | | | | **54** | |
| **Overall sub-programme Performance** | | | | | **55** | *Fair performance* |

*Source: IFMS Data/MoPS, IG, PSC, Field Findings*

**Annex 5: Performance of Decentralization and Local Economic Development as at 30th June 2022**

| Intervention | Output | Financial Performance | | | Physical Performance | | | Remarks |
|---|---|---|---|---|---|---|---|---|
| | | Annual Budget ( Ug shs) | % of budget received | % of budget spent | Annual Target | Cum. Achieved Quantity | Physical performance Score (%) | |
| Strengthen collaboration of all stakeholders to promote local economic development | Local Economic Development supported and coordinated in all MDAs and Local Governments | 0.265 | 100 | 100 | 6.00 | 4.30 | 71.67 | The strategy was rolled out to 67 DLGs, and sensitization of stakeholders (MDAs, LGs, private sector and development partners) was undertaken. |
| | Service delivery supported and coordinated in all Local Governments | 0.863 | 53.7 | 99 | 1.00 | 0.3 | 46.60 | 67% of funds released were on trainings of LGs on LED, workshops and seminars; and travel inland. |
| | 8 LED programs and Projects monitored in selected LGs across the | 0.068 | 100 | 100 | 1.00 | 0.40 | 40.00 | Four out of 8 LED programmes were monitored. |
| Build LG fiscal decentralization and self-reliance capacity | Local Government Revenue Enhancement Plans developed and implemented | 0.461 | 100 | 100 | 3.00 | 1.50 | 50.00 | Local revenue administration and management was automated in 13 LGs. |
| | Equitable Distribution of Grants to LGs | 0.629 | 86 | 100 | 2.00 | 1.10 | 63.98 | Grants allocation formulae were reviewed to make them responsive to sector policies. |
| | Local Government Budget Analysis | 0.144 | 73.7 | 100 | 3.00 | 1.50 | 67.83 | 25 LGs were trained in budget formulation and supportive strategies provided. |
| | Research Carried out | 0.138 | 69.4 | 100 | 3.00 | 1.10 | 52.80 | A report on the dissemination framework linking LED to local revenue for LGs was produced. |

| | | | | | | | | |
|---|---|---|---|---|---|---|---|---|
| | Operational LGs Fiscal Data bank /Fiscal Monitoring | 0.123 | 86.8 | 100 | 1.00 | 0.40 | 46.08 | The fiscal databank was updated with local government data for the FY 2020/21. |
| **Average Output Performance** | | | | | | | **54** | |
| **Outcome Performance** | | | | | | | | |

| Outcome Indicator | Annual Target | Achieved | Score (%) | Remark |
|---|---|---|---|---|
| Proportion of districts with functional LED resource teams/ fora | 60 | 26 | 43 | |
| Increase in local revenue mobilization | 18 | 15 | 83 | |
| Percentage share of the National budget between Central and Local governments | 14 | 13.7 | 98 | |
| **Average Outcome Performance** | | | **74.8** | |
| **Overall Sub-programme Performance** | | | **61** | *Fair performance* |

*Source: IFMS Data/MoLG, LGFC Progress Reports, Field Findings*

**Annex 5: Performance of Business Process Re-engineering and Information Management as at 30th June 2022**

| Outputs Performance | | | | | | | | Remarks |
|---|---|---|---|---|---|---|---|---|
| **Intervention** | **Output** | **Financial Performance** | | | **Physical Performance** | | | |
| | | Annual Budget ( Ug shs) | % of budget received | % of budget spent | Annual Target | Cum. Achieved Quantity | Physical performance Score (%) | |
| Reengineer public service delivery business processes | Integrated Public Services Delivery Model Implemented | 0.459 | 100 | 94 | 1.00 | 0.65 | 65.00 | Though awareness campaigns on establishment and benefits of service Uganda Centres was implemented, 54% of funds released were on allowances (Ug shs 126 million); consultancy (Ug shs 105 million). |
| | Public Service Delivery Systems catalogued and re-engineered | 0.109 | 100 | 100 | 1.00 | 0.35 | 35.00 | Though support on establishment of the management control system was provided 55% of funds released were on allowances. |
| **Average Output Performance** | | | | | | | **50.00** | |
| **Outcome Performance** | | | | | | | | |
| **Outcome Indicator** | | | | Annual Target | Achieved | | Score (%) | Remark |
| Proportion of commonly sought for services accessible at the SUCs | | | | 66 | 30 | | 45 | |
| Percentage of population knowledgeable about public services | | | | 40 | 25 | | 63 | |
| **Average Outcome Performance** | | | | | | | **54** | |
| **Overall Sub-programme Performance** | | | | | | | **55** | *Fair performance* |

*Source: IFMS Data/MoICT- UBC, NITA U, URA, MoPS, Field Findings*