Public Sector Transformation Programme

Annual Budget Monitoring Report

Financial Year 2022/23

October 2023

Budget Monitoring and Accountability Unit
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TABLE OF CONTENTS

ABBREVIATIONS AND ACRONYMS

BSC	Balance Scorecard
CAO	Chief Administrative Officer
CMA	Capital Markets Authority
CSCU	Civil Service College Uganda
DLGs	District Local Governments
DSCs	District Service Commissions
DPP	Directorate of Public Prosecution
EDMS	Electronic Document Management System
EDRMS	Electronic Document and Records Management System
FY	Financial Year
GBV	Gender-Based Violence
GoU	Government of Uganda
HCM	Human Capital Management
HR	Human Resource
HRD	Human Resource Development
HRM	Human Resource Management
HRP	Human Resource Planning
IFMS	Integrated Financial Management System
IPPS	Integrated Personnel and Payroll System
LGFC	Local Government Finance Commission
IGG	Inspector General of Government
LGs	Local Governments
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
MLHUD	Ministry of Lands, Housing and Urban Development
MoLG	Ministry of Local Government
MoPS	Ministry of Public Service
MRH	Mulago National Referral Hospital
MoTIC	Ministry of Trade, Industry and Cooperatives
MPS	Ministerial Policy Statements
NRCA	National Records Centre and Archives
NSDS	National Service Delivery Survey
NDP III	National Development Plan
NID	National Identification System
PAIPAS	Pearl of Africa Institutional Performance Scorecard
PBS	Programme Budgeting System
PDM	Parish Development Model
PHRO	Principal Human Resource Officer
PSC	Public Service Commission
PSTP	Public Sector Transformation Programme
RAPEX	Rationalization of Agencies and Public Expenditure
RRH	Regional Referral Hospital
SDS	Service Delivery Standards
SUCs	Service Uganda Centres

UAC	Uganda AIDS Commission
UBC	Uganda Broadcasting Corporation
UBTS	Uganda Blood Transfusion Services
UCI	Uganda Cancer Institute
UHTTI	Uganda Hotel and Tourism Training Institute
EOC	Equal Opportunities Commission
UBOS	Uganda Bureau of Statistics
OAG	Office of the Auditor General

FOREWORD

With a strategic focus on the theme for Financial Year 2022/23, "Full Monetization of the Ugandan Economy through Commercial Agriculture, Industrialization, Expanding and Broadening Services, Digital Transformation and Market Access," the Government of Uganda has focused on the allocation of resources to strategic interventions which reflect a strong drive and dedication towards sustainable economic growth for the people of Uganda.

The findings from this year's annual monitoring exercise reveal commendable strides in the programme operations, however, the challenges we face in the pursuit of economic transformation are evident. Limited resources demand service delivery efficiency, thus the urgent need for strategic reforms if we are to reap the development dividends of our investments.

A recent project review in some programmes revealed ineffective usage of loans and counterpart funding. This raises concerns about potential funding losses and increased costs. I urge all the implementing agencies to ensure that adjustments in planning, financial monitoring and analysis, coupled with prudent management are undertaken immediately. Let us seize this moment to build a more prosperous and sustainable Uganda for generations to come.

Ramathan Ggoobi

Permanent Secretary/Secretary to the Treasury

EXECUTIVE SUMMARY

The Public Sector Transformation Programme (PSTP) contributes to the Third National Development Plan (*NDPIII*) objective of *strengthening the role of state in guiding and facilitating development*. Its outcomes relate to improvement in the indices of Government effectiveness, Public Service productivity, global competitiveness and corruption perception.

The objectives of the PSTP are to: (1) Strengthen accountability and transparency for results across Government; (2) Streamline Government structures and institutions for efficient and effective service delivery; (3) Strengthen strategic human resource management function of Government for improved service delivery; (4) Deepen decentralization and citizen participation in Local Economic Development and (5) Increase transparency and eliminate corruption in the delivery of services. These are implemented through public service reforms and the Lead Agency is the Ministry of Public Service (MoPS).

The Programme is expected 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.

This report presents the findings of a review conducted on selected interventions within the five sub-programmes for the budget execution period of 1st July, 2022 to 30th June, 2023. The methodology adopted for monitoring included: a literature review of the quarterly progress and performance reports, interviews with the respective responsible officers or representatives, and observations or physical verification of reported outputs. Physical performance was rated using the achievement of the set output targets by 30th June 2023.

Overall Programme Performance

Financial Performance
The approved budget for the Public Sector Transformation Programme for Financial Year (FY) 2022/23 was Ug shs 223.522 billion (bn), of which Ug shs 220.44bn (99%) was released and Ug shs 209,706bn (95%) spent by the 30th June 2023. Overall the release and absorption were very good. At the sub-programme level, the Decentralization and Local Economic Development Sub-programme absorbed 100% of the funds released, others - Strategic Human Resource Management 99%; Government Structures and Systems had 83%; and Strengthening Accountability for Results had the lowest absorption rate of 98%.

Performance Highlights
The overall programme performance was fair at 54% attainment of set targets with all sub-programmes exhibiting fair progress. Performance at both output and intermediate outcome levels was fair this was attributed to lack of effective coordination amongst the implementing institutions and Local Governments resulting in poor strategic planning, budgeting and prioritization. A total of 19 out of 21 interventions were monitored, three registered good performance, seven fair, and six poor. The programme has a total of 50 intermediate outcome indicators, of which 24% achieved very good, 24% good performance, 18% fair, and 20% had

a poor score. A total of 14% of the indicators had no data. On payroll decentralized payroll reforms, most Local Governments and MDAs pay salary and pension by 28th of every month; reduction of MDAs and LGs requesting for wage, gratuity and pension supplementary is at 59.2% against a target of 64% however most LGs had unspent wage arising out of late clearance of recruitment plans and release of funds; lack of District Service Commissions in LGs e.g Mukono, Masindi, Kikuube, Fort Portal and Hoima cities amongst others. The rates of abseentism are high amongst teachers, medical consultants, health workers and parish chiefs in LGs and this is affecting service delivery.

Strengthening Accountability Sub-Programme

The overall performance was fair at 54%, with two out of four interventions exhibiting fair performance, while two interventions had a poor-score. Fair performance was registered under the intervention - develop and enforce delivery standards and compliance with rules and regulations, while poor performance was registered under that of client charter and performance management.

Service delivery standards (SDS) developed and implemented in 8 Ministries, Departments and Agencies (MDAs) and 24 LGs: The following MDAs - Ministry of Tourism and Wildlife and Antiquities (MoTWA), Ministry of Local Government (MoLG), Ministry of Public Service (MoPS), Ministry of Trade, Industry and Cooperatives (MoTIC), Public Service Commission (PSC), Office of the Prime Minister (OPM), Office of the President (OP), and Public Procurement and Disposal of Public Assets Authority (PPDA) were provided with technical support to develop service delivery standards. A compendium of the service delivery standards was prepared. Costing service delivery standards for eight sectors - Public Sector, Health, Agriculture, Education, Water and Environment, Works and Transport and Social Development was accomplished. As a result, the level of compliance with SDS in MDAs and LGs was at 50% against a target of 61%.

*Pearl of Africa Institutional Performance Assessment Scorecard (PAIPAS) applied in 20 MDAs and 40 LGs***:** The PAIPAS was administered in 34 out of 40 LGs. The best-performing districts were Kiruhura Local Government with 84%, and Kamwenge LG at 80% while Kwania and Pader LGs were the least-performing districts with 57% and 53% respectively. The key findings especially in the   Hard-to-Reach Districts was failure to attract strategic staff despite several advertisements. For example, 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, it was very difficult to attract applicants which has affected service delivery.

National Service Delivery Survey, 2021 results disseminated: These were disseminated in LGs and MDAs, the print media and the Ministry of Public Service website.

*Enforcement of compliance with rules and regulations***;** A total of 478/560 (95%) cases of maladministration were resolved. Of these, 59 were in MDAs, while 417 were in LGs. The Inspectorate of Government (IG) concluded 213 investigations into breaches of the Leadership Code Act of 2022 as amended. The amendment introduced all public officers to scrutiny of the Leadership Code Act. From the above investigations, 61 public officers were recommended for prosecution at the Leadership Code Tribunal (LCT). The Inspector General of Government (IGG) conducted a total of 574 out of 600 planned verifications (74 physical and 500 e-verifications) of leaders' declarations of income assets and liabilities, of which three were recommended for prosecution at the LCT.

Strengthening accountability for results across Government: The MoPS developed and disseminated the new client charter guidelines to MDAs and LGs. This was further enhanced

through supporting 26 out of 55 LGs and MDAs to develop and implement client charters and feedback mechanisms. There were still minimal efforts to develop and implement client charters as evidenced in some LGs monitored because of laxity of some accounting officers and human resource personnel in charge of the coordination for example in - Iganga Municipal Council, Soroti, Pallisa, Mityana, Mubende, Kyegegwa, Kyenjojo Gulu, Nwoya, Masindi districts and most hard-to-reach districts. These had feedback mechanisms but stakeholders were not aware of their existence, thus minimal improved responsiveness of public services to the needs of the citizen.

Under Public Service Performance Management:

Attendance to duty monitored in 20 MDAs and 60 LGs: This was done in 31 out of 80 Votes (39%) including 10 MDAs and 21 LGs to ensure public officers were on duty at all times to improve service delivery. In Nakasongola, Kiryandongo, Lira, Soroti, Mbarara, Gulu, Nwoya, Pallisa, Mbale, Bududa, and Manafwa districts, attendance books were in place. However, no analysis was done by the Human Resource Departments. The absenteeism rate was high amongst health workers, medical consultants, teachers and parish chiefs.

The Balanced Scorecard was introduced to address previous performance management challenges which included failure to align individual and institutional plans to National Objectives among others. Eleven out of ten planned Local Governments were supported to develop Balance Scorecards. The training was implemented by a consultant from MoLG for Chief Administrative Officers (CAOs), Deputy Chief Administrative Officers (DCAOs), District Service Commissions (DSCs), Town Clerks, Secretaries, and District Planners with support from the Ministry of Local Government (MoLG).

However, the training was not clearly understood by most participants and as a result, only Nakasongola District Local Government (DLG) and Jinja City attempted to submit strategy maps to the MoLG for approval. Additionally, there were no clear policy and operational guidelines from the MoPS on performance management initiatives in LGs, this remains disjointed in most LGs visited. As a result, the percentage of individuals achieving performance targets was at 50 % against a target of 70%.

Government Staffing Structures and Systems Sub-programme

Overall performance was fair at 56%. One intervention exhibited good performance, one fair, while one intervention had poor performance.

The staffing structures for 11 out of 33 MDAs were reviewed, but only the Ministry of Energy and Mineral Development (MEMD) was implementing the approved staffing structures. Job descriptions for four out of sixteen MDAs were reviewed. Structures for the 65 agencies under Rationalization of Agencies and Public Expenditure were designed and approved by Parliament.

Structures for four ministries, nine agencies, two national referral hospitals, 16 regional referral hospitals and nine public universities were reviewed, approved and submitted for implementation. Service commissions were sensitized on the implementation of structures for the rationalized Government Agencies. As a result, the percentage of MDAs and LGs with structures aligned to their mandate stood at 80% against a target of 90%.

Approved structures and staff establishment data for MDAs and LGs on the Integrated Personnel and Payroll System (IPPS) and Human Capital Management (HCM) validated and uploaded: By 30th June 2023, establishment data for 10 Cities had been uploaded on the IPPS, updated structures and establishments on the HCM for 8 MDAs and 3 LGs. In LGs monitored, HCM structures were in place and time-saving and as a result payroll reconciliation

between what is processed on the HCM versus the Integrated Financial Management System (IFMS) and employees were able to self-serve on the system.

Under review and develop management and operational structures, systems and standards:

Job descriptions and Person Specifications Reviewed and Developed: The target was to review and develop job descriptions and person specifications in 10 LGs and 10 MDAs arising out of rationalization. By 30th June , 2023, job descriptions in eight out of ten planned MDAs were reviewed and developed for the - Ministry of Works and Transport (MoWT), MoTWA, and MEMD, Capital Markets Authority (CMA), Community Development Officers, Probation Officers, Ministry of Tourism, Wildlife and Antiquities, Uganda Hotel and Tourism Training Institute (UHTTI) and Welfare Positions, Labour under MGLSD, Uganda Heart Institute (UHI); and specific cadres for the Ministry of Health (MoH) that included Epidemiologists, Health Planners and Health Training Officers while this was not implemented in LGs due to budget constraints. The percentage of public officers whose qualifications and competencies are aligned with their jobs was at 98 against 100%.

Strategic Human Resource Management Sub-programme

Overall performance was fair at 56% with two out of six interventions exhibiting good performance (roll out of the Human Capital Management and the E-document System); two were fair (empowering MDAs to customize talent management and undertaking nurturing of civil servants) and two had poor performance (rewards management and review of existing legal HR frameworks).

Early life support was offered to 60 out of 100 sites (60%) to increase system usage and strengthen uptake and module utilization during phase one. Most Human resource management functions have been automated in the 60 sites. However, the only functional module was payroll systems as evidenced in Mbarara, Soroti University, and Bushenyi-Ishaka among others. Soroti and Lira LGs had each saved a total of Ug shs 500m each arising out of master data cleaning by the Ministry of Public Service. As a result, the percentage of employees' information in HCM consistent with Public Service records and other key Government systems data was at 95% against 100%.

Electronic Document and Records Management System (EDRMS) rolled out and operationalised: This was done in two Ministries (Ministry of Information Communications Technology and National Guidance (MoICT and NG) and National Information Technology Authority – Uganda (NITA-U) out of eight MDAs, resulting in a percentage uptake of the automated Records and Information Management (RIM) system was at 2.5% against 19%.

The annual capacity building plan for the public sector developed and disseminated to LGs and MDAs. Field findings indicated that this was not implemented due to budgetary constraints in MDAs and LGs, and a lack of an updated training policy in the Ministry of Public Service. The only capacity-building initiatives in LGs were funded under the Discretionary Development Equalization Grant (DDEG) for only short courses and induction of councilors in all LGs visited. The percentage of public officers with the right skills, competencies and mindset was at 40% against 60%.

Recruitment plans, wage, pension and gratuity budget prepared for the whole Service:
Recruitment plans, wage, pension and gratuity budget for FY 2023 were prepared and submitted to the Ministry of Finance, Planning and Economic Development (MFPED). Requests were cleared for recruitment plans for 46 MDAs and LGs costing Ug shs 71,935,954,793. However, the number of MDAs and LGs requesting for wage, gratuity and

pension supplementary increased from 15% to 64% in FY 2022/23 due to the enhancement of salaries for health workers and Secondary science teachers. Further field findings revealed incidents of over recruitments beyond cleared funds in Kikuube district, Fort Portal City amongst others. The ban on recruitments in LGs in the Health and Education sectors has affected service delivery.

Management of wage, payroll, pension and gratuity monitored by MDA/LGs: A wage bill of Ug shs 5,985.40 trillion was allocated for FY 2022/23. This represented an increment of Ug shs 509.29bn (9.3%) from the wage bill of FY 2021/22 of Ug shs 5,476 trillion. However, in FY 2022/23, following the salary enhancement for scientists, the wage bill was revised upwards to Ug shs 6,868trillion. By 30th June, 2023, the wage bill of Ug shs 4,88bn had been spent with deficits of salary for scientists in the Agriculture Extension, Primary Health care and Secondary Education. This had attracted salary arrears in LGs arising out of poor planning and under budgeting. The poor planning subsequently resulted in wage supplementary.

However, this was addressed by MFPED and most LGs monitored had paid out pension and salary arrears released unspent wage, pension and gratuity balances were realized in the districts of Luweero, Buliisa, Bududa, Gulu, Nwoya, Fort Portal City, Manafwa, Lira, and Mukono amongst others to the tune of 3 to 4 billion. This occurrence was attributed to - delays in recruitments and deployment of Secondary school teachers by the Ministry of Education and Sports, delays in approval of the recruitment plans by the MoPS, absence of District Service Commissions caused by delays in approving the DSC members by the District Executive Committees. For example, in the LGs of Mukono, Masindi, and Nakasongola; while some LGs received higher supplementary budgets than what was requested – for instance Iganga LG requested for Ug shs 600 million instead a total of Ug shs 1.5bn was released amongst others.

Overpayments and underpayments were also rampant in secondary schools and the recovery plans are very slow hence increased budget shortfalls. A case of underpayment was noted in Packwach District where an Education Assistant in salary scale U7 Upper supposed to earn Ug shs 499,684 instead was paid Ug shs 24,000 causing. demotivation and accumulation of salary arrears.

Rewards and Sanctions Committees were oriented in 26 out of 40 LGs and 6 out of 15 MDAs by MoPS. The rewards and sanctions framework was developed by the MoPS and rewards and sanctions committees were in place and functional in most LGs and MDAs hence the orientation did not add value. The training content was on performance improvement plans that had been covered under other sub programmes hence a duplicated output.

The MoPS reported to have provided support supervision on the implementation of human resource policies and procedures in 51 entities. However, the findings in LGs indicate that there was minimal technical guidance on human resource policies that have been in existence and implemented in Local Governments. This was provided to 88 MDAs and 24 LGs. In LGs visited, in Kiryandongo, Bukedea, Kaliro, Kyegegwa, Kibuku, Mityana, and Luweero. Findings reveal that this was a duplicated output and additionally what was implemented was not in line with the intervention.

Decentralization and Local Economic Development Sub-programme

Overall performance of the sub-programme was fair at 51% with two interventions attaining a fair score. These were strengthening collaboration of all stakeholders to promote Local Economic Development (LED) and operationalise the Parish Development Model (PDM). The poor performer was *the build the fiscal decentralisation and self-reliance capacity* which was attributed to implementation of planned outputs not in line with the intervention.

A total of 28 LGs from all regions were supported to develop Local Economic Development strategies: The composition of the LED included; the chairperson, secretary and three members. However, in all LGs visited these were not fully functional except in Mbarara City, Nwoya, and Oyam districts that had developed proposals for projects. Field findings from Packwach, Mbale, Pallisa, and Bukedea districts revealed that the LED strategies were in place, however, the majority of LGs had no LED initiatives because of budget shortfalls and capacity issues. As a result, the proportion of districts with functional LED resource teams was at 50% against 90%. The private sector was not yet on board in the implementation of LED in most LGs visited.

Under the PDM, most Local Governments and Cities visited had recruited Parish Chiefs, Principal Town Agents and Parish Development Committees (PDCs) were in place and functional. Formation of Enterprise groups and Parish Development Model Savings and Credit Cooperative Organization (SACCOs) were concluded in most LGs visited and funds released to respective Enterprise groups.

Under the *build fiscal decentralisation and self-reliance capacity* the Grants Allocation Formula, and the seven program conditional grants were scrutinized and evaluated in light of sector policies. In addition, cross-cutting issues like poverty, HIV/AIDS, gender and environment were in-built. This ensured that issues of inclusiveness were taken care of in the conditional and unconditional grants in Local Governments.

Business Process Re-engineering and Information Management Sub-programme

The performance of the sub-programme was fair at 50% against the planned outputs. All three interventions exhibited fair performance.

The MoPS implemented seven massive sensitization and capacity-building workshops on the establishment and operationalization of Service Uganda Centres (SUCs). The Ministry sensitized a total of 374 Senior and Middle Managers these included; Permanent Secretaries, Executive Directors, Chief Administrative Officers (CAOs) and Town Clerks on the establishment and operationalization of Service Uganda Centres.

Technical support on the operationalization of the Service Uganda Centres was provided to Adjumani, Hoima, Kamwenge and Rukungiri, and Kasese districts. The services offered at the centres were by the Uganda Revenue Authority (URA), Uganda Registration Service Bureau (URSB), National Social Security Fund (NSSF), and also for the Parish Development Model (PDM) among others. Kasese Service Centre experienced an increase in clientele from 2,144 in 2021 to 12,022 in 2023, so the proportion of commonly sought for services accessible at the SUCs was at 84% against 74%.

The Ministry of Public Service planned to re-engineer four Government Business Processes - the management and supply of drugs system under the Ministry of Health (MoH), land registration system under the Ministry of Lands, Housing and Urban Development (MLHUD), civil marriages and management system under Uganda Registration Service Bureau (URSB), and the supply and distribution of agricultural inputs system under the Ministry of Agriculture, Animal Industry and Fisheries (MAAIF).

By 30th June 2023, two out of the four planned systems were implemented - the Performance Evaluation and Management system under the Uganda National Bureau of Standards, and the Administration and Registration of Marriages System under URSB.

The MoICT and NG rolled out the data-sharing platform to 30 Public and Private entities bringing the cumulative number of entities on board to 116 MDAs and LGs. In addition, a total of 10 websites were developed and maintained.

Programme Challenges

1. Weak linkages, synergy and collaboration by the Programme Working Groups and implementers of the sub-programmes within the MoPS, institutions and LGs resulted in poor coordination, duplication, planning and budgeting. For instance, most human resource managers in LGs visited are not well conversant with the sub-programmes under the PSTP.

2. Salary disparities across the Public Service remain a challenge to improved service delivery and the slow pace of rationalization has caused demotivation and anxiety amongst staff.

3. The freeze on recruitments in LGs has affected service delivery at the District, City and Municipal levels yet the average staffing level at the district level stands at 57%.

4. Delayed clearances of recruitment plans and late releases by the MoPS and MFPED and unspent wage leading to a shortage of staff in critical areas such as the education and health sectors. In addition, the failure of LGs to attract staff in strategic positions resulting in officers acting for more than six months and as a result, some Accounting Officers in LGs have made accelerated submissions on promotion of staff in U1E to DSCs without clearance from MoPS and MFPED causing wage shortfalls. This was noted in the LGs of Pallisa, Budaka, Manafwa, Bududa, Namisindwa, Kiryandongo, and Fort Portal City amongst others and this is affecting service delivery because the officers lack the relevant work experience.

5. The slow pace of the rollout of the Human Capital Management, Electronic Document Management Systems and as a result LGs still experience payroll irregularities.

6. Insufficient training and lack of a clear policy and operational guidelines to Local Governments by the MoPS in the rollout of the Balanced Scorecard.

7. The continued political fights in some LGs have delayed the nomination of members to DSCs, this has stifled service delivery in key sectors in LGs and affected the implementation of recruitment plans and payroll management. This was noted in the LGs of Mukono, Masindi, Kikuube, Hoima and Fort Portal Cities amongst others.

Recommendations

1. The MoPS and its other implementing institutions together with the sub-programme working groups and LGs should coordinate the strategic planning and budgeting for the programme.

2. The MoPS and MFPED should work out modalities of minimizing salary disparities. They should also carry out a comprehensive audit of parish chiefs, health workers including consultants, and teachers to address the high rates of absenteeism in the public service.

3. The MFPED should hasten the audit of the public service payroll to address recruitment challenges in the key sectors since the ban is affecting service delivery.

4. The MoPS should coordinate with the MoLG and develop clear policy guidelines on the management of the Balanced Scorecard as a strategic performance initiative in the entire public sector. Business reengineering consultants should be brought on board to train the entire public service and the training policy for implementing the annual capacity-building plan should be hastened.

5. The MoPS and MFPED should expedite the rollout of the HCM systems and rationalization of agencies.

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 the implementation of programmes/projects by observing how values of different financial and physical indicators change over time against stated goals and indicators. The BMAU work is aligned with budget execution, accountability, and service delivery.

Commencing FY 2021/22, the BMAU began undertaking Programme-Based Monitoring to assess performance against targets and outcomes in the Programme Implementation Action Plans (PIAPs)/Ministerial Policy Statements. Semi-annual and annual field monitoring of Government programmes and projects was undertaken to verify receipt and expenditure of funds by the user entities and beneficiaries, the outputs and intermediate outcomes achieved, and the level of gender and equity compliance in the budget execution processes. The monitoring also reviewed the level of cohesion between sub-programmes and noted implementation challenges.

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; Mineral Development; Natural Resources, Environment, Climate Change, Land and Water Management; Public Sector Transformation; Private Sector Development; 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 from July 2022 to June 2023.

1.2 Public Sector Transformation Programme

The Public Sector Transformation Programme contributes to the NDPIII Objective 5 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 will be delivered through five sub-programmes namely: (i) Strengthening Accountability for Results; (ii) Government Structures and Systems; (iii) Human Resource Management; (iv) Deepening Decentralization 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 that include: The Ministry of Information and Communication Technology and National Guidance (MoICT and NG); 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).

Others are the Education, Health and Judicial Service Commissions; 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 Defense and Veteran Affairs (MoDVA); Ministry of Health (MoH); Office of the Prime Minister (OPM); and the National Information Technology Authority (NITA).

1.3 Programme Goal and Objectives

The goal of the Public Sector Transformation Programme is to improve public sector response to the needs of the citizens and the private sector. The specific objectives of the Programme 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; Strategic 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 over the NDP III period include:

i.   Increase the Government Effectiveness Index from -0.58 to 0.57%.

ii.   Reduce corruption as measured by the corruption perception index from 26% to 48.9%.

iii.   Increase the attractiveness of Uganda as an investment destination as measured by the Global Competitiveness Index from 48.9% to 26%.

CHAPTER 2: METHODOLOGY

2.1 Scope

This annual monitoring report presents progress on the implementation of Public Sector Transformation Programme interventions under the five sub-programmes. Monitoring involved analysis and tracking of inputs, activities, processes, outputs, intermediate outcome indicators as identified in the Programme Implementation Action Plan (PIAP), Ministerial Policy Statements (MPS), annual and quarterly work plans, progress and performance reports of MDAs and LGs during FY 2022/23 (1st July 2022-30thJune, 2023). The interventions, planned outputs and intermediate outcome indicators reviewed under each sub-programme, MDAs/Vote/LGs are listed in Annex 1.

A total of 19 (90%) out of 21 interventions were reviewed and monitored by 30th June 2023. The interventions 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 with the rules and regulations.
v. Restructure Government institutions (MDAs and 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 Local Government fiscal decentralization and self-reliance capacity
xix. Re-engineer public service delivery business processes.
xx. Design and implement an electronic citizen (e-citizen) system.
xxi. Improve access to timely, accurate and comprehensible public information.

The interventions to monitor were based on the following criteria:

i. Significant contribution to the programme objectives and national priorities.
ii. Level of investment and interventions that had large volumes of funds allocated were prioritized.
iii. Planned outputs whose implementation commenced in the year of review, whether directly financed or not.
iv. Interventions that had clearly articulated gender and equity commitments in the policy documents.

2.2   Approach and Sampling

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

Purposive sampling was used in selecting interventions and budgeted outputs from the programme budgeting system in line with PIAPs, MPSs, progress reports of the respective MDAs and LGs.

To aid in the mapping of 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 planned outputs.

2.3   Data collection

The monitoring team employed both primary and secondary data collection methods. Secondary data collection methods include:

i) Literature review from key policy documents including the MPS FY 2022/23; National and Programme Budget Framework Papers; Programme Implementation Action Plan (PIAP), NDP III, quarterly progress reports and work plans for the respective implementing agencies, Budget Speech, Public Investment Plans, Approved Estimates of Revenue and Expenditure, project reports, strategic plans, policy documents, and evaluation reports for selected projects.

ii) Review and analysis of data from the Integrated Financial Management System (IFMS), Programme Budgeting System (PBS); quarterly performance reports, and the Integrated Personnel and Payroll System (IPPS) and the Human Capital Management (HCM) systems.

Primary data collection methods include:

i) Consultations and key informant interviews with institutional heads, project/intervention managers, household heads, chairpersons of pension associations and service beneficiaries at various implementation levels.

ii) Field visits to various cities, districts, municipalities and sub-counties, observations and photography.

iii) Callbacks 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 and the overall scores. Performance of outputs/interventions was rated in percentages according to the 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 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 based on the criterion in Table 2.1. Based on the rating assigned, a BMAU colour-coded system was used to alert the policymakers 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).

Table 2.1: Assessment Guide to Measure Performance in FY 2022/23

Score	Performance Rating	Comment
90% and above	Green	Very Good (Achieved at least 90% of planned outputs)
70%-89%	Yellow	Good (Achieved at least 70% of planned outputs and outcomes)
50%- 69%	Light Gold	Fair (Achieved at least 50% of planned outputs and outcomes)
49% and below	Red	Poor (Achieved below 50% of planned outputs and outcomes)

Source: Author's Compilation

Ethical Considerations

Introductory letters from the Permanent Secretary/ Secretary to Treasury were issued to the respective MDAs, and LGs visited. 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.

2.5 Limitations of the Report

1. The Business Processing and Re-Engineering Sub-programme had planned outputs that were budgeted for in another sub-programme, Government Staffing Structures making it difficult to assess progress of both financial and physical performance.
2. Inadequate information on wage, pension, gratuity, and arrears from the MoPS and MFPED.

2.6 Structure of the Report

The report is structured into four Chapters. These are: Chapter 1 is Introduction, Chapter 2: Methodology, Chapter 3: Programme Performance, and Chapter 4: Conclusion and Recommendations respectively.

CHAPTER 3: PROGRAMME PERFORMANCE

Financial Performance

The financing for the Public Sector Transformation Programme for FY 2022/23 was Ug shs 223.522 billion (bn), of which Ug shs 220.44bn (99%) was released and Ug shs 209,706bn (95%) spent as at 30th June 2023 as shown in Table 3.1. This was good release and absorption.

Table 3.1: Financial Performance of the Public Sector Transformation Programme as at 30th June 2023

Sub-Programme	Budget	Release (Ug shs bn)	Expenditure (Ug shs bn)	% Release	% Spent
Strengthening Accountability	76.457	71.348	62.272	93	87
Government Structures and Systems	14.763	12.316	12.095	83	98
Human Resource Management	123.813	128.468	127.034	96	99
Decentralization and Local Economic Development	8.489	8.309	8.305	98	100
Total	**223.522**	**220.442**	**209.706**	**99**	**95**

Source: Annual Budget Performance Report PSTP, MFPED, FY 2022/23

Overall, the release and absorption were very good. At the sub-programme level, Decentralization and Local Economic Development absorbed all the funds released whereas, Strengthening Accountability had the least absorption of 87% as funds under wage recurrent were not fully absorbed.

Physical Performance

The overall programme performance was fair at 54% attributed lack of effective coordination amongst the implementing institutions resulting into poor strategic planning, budgeting and prioritization of the key planned outputs against the financial performance for the five sub-programmes. Most sub-programmes exhibited fair performance - Government Structures and Systems, and Strategic Human Resource Management Sub-programmes both at 56%, Strengthening Accountability at 54%, while Decentralization and Local Economic Development had 51%.

At the intervention level, two registered good performances, 11 had fair and six registered poor performance.

At the intermediate outcome level, out of the 50 intermediate outcome indicators: 24% was achieved by both very good and good, 18% achieved fair, 20% achieved poor whereas 14% of the indicators had no data. *Refer to Figure 3.1 for details.*

Figure 3.1: Performance of Programme intermediate outcome indicators as at 30th June 2023
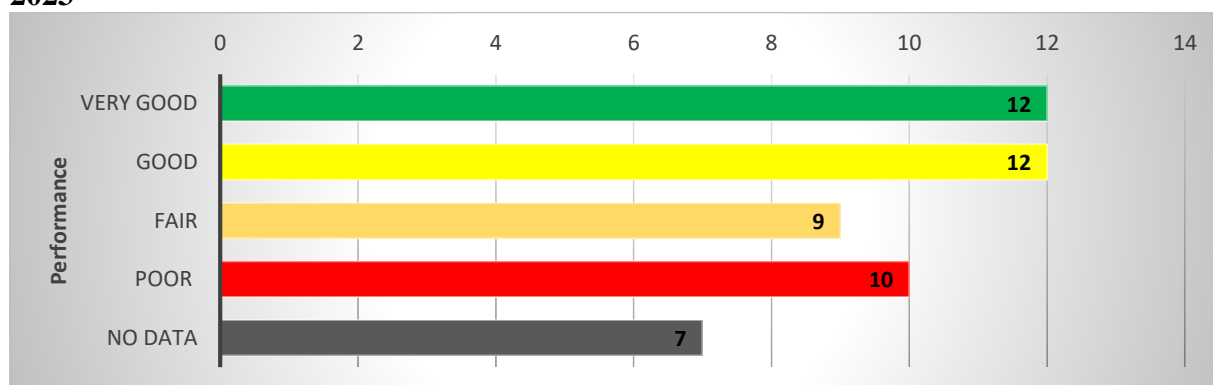
Source: Annual Performance Report MoPS, 2023

3.1 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 intended outcomes are, (i) Improved responsiveness of Public Services to the needs of citizens; (ii) Improved integration and alignment of MDA and LG plans to NDPIII; (iii) Improved Performance at organizational and individual level; (iv) Improved Quality of service delivered; (v) Improved capacity of the IG to respond to citizen's complaints concerning Maladministration and administrative injustice.

Others include, (vi) Enhanced capacity of MDALGs in handling Ombudsman complaints; (vii) Improved compliance to recruitment guidelines by service commissions; (viii) Improved responsiveness of Public Services to the needs of citizens; (ix) Reduced cases of corruption in the Public Service; (x) Improved recovery of illicitly acquired wealth; (xi) Increased public participation in the fight against corruption; and (xii) Improved efficiency and effectiveness of anti-corruption systems.

There are four interventions and these include:

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) Strengthen Public Sector Performance Management initiatives

iv) Enforce compliance with rules and regulations.

These 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 total budget for the monitored interventions and planned outputs for FY 2022/23 was Ug shs 76.457bn of which Ug shs 71.348bn (93%) was released, while Ug shs 62.271bn (87%) was spent by 30th June 2023. This was good release and absorption.

Sub-Programme Performance

Annual monitoring focused on all the four (100%) interventions and the overall sub-programme performance was fair at 54%. Two interventions registered fair performance, while two had poor performance (*Refer to Annex 2 for details of sub-programme and intervention performance)*. An overview of the interventions' performance is presented in Table 3.3.

Table 3.3: Summary performance of interventions under Strengthening Accountability for Results Sub-programme by 30th June 2023

Intervention	Performance Status	Remarks
Review and strengthen the client charter feedback mechanism to enhance the public demand for accountability	(red)	Poor achievement (40%). Though new client charter guidelines have been continuously disseminated, the implementation is minimal as the draft client charters are not aligned to the NDPIII and feedback mechanisms are non-functional.
Strengthening public sector performance management	(red)	Poor (achieved 41%). The performance initiatives at LGs were still weak despite the trainings and the rollout of the balanced scorecard that has no clear policy guidelines. Absenteeism rates were high amongst primary teachers, health workers, parish chiefs, and medical consultants.
Develop and enforce service and service delivery standards	(yellow)	Fair (achieved 68%). The service delivery standards for the eight key sectors were developed and costed however implementation was still minimal in MDAs and LGs.
Enforce compliance with the rules and regulations	(yellow)	Fair (achieved 52%). The IGG resolved 476 cases out of 560. The PSC had a poor performance as guidance on recruitments in LGs was still minimal, whereas in only 24LGs out of 154 as a result the DSC were not adhering to recruitment guidelines.

Source: Author's Compilation

3.1.1 Review and Strengthen the Client Charter Feedback Mechanism to Enhance the Public Demand for Accountability

Introduction

A client charter sets out services offered by public service entities. Client charters were introduced as part of the Public Service Reform Program to enhance standards of service delivery and make the Public Service transparent and accountable to the citizens. The two planned outputs were: client charters developed and implemented in 15 MDAs and 40 LGs, and baraza's coordinated and conducted. The implementing entities are Ministry of Public Service and the Office of the Prime Minister

Overall intervention performance at the output level was poor at 40%, attributed to slow adherence to the new client charter guidelines, development and implementation in local governments, cities and municipalities. The status of implementation is presented hereafter:

Client Charters Developed and Implemented in MDAs and LGs

Under Circular Standing Instruction No. 6 of 2006, the Government introduced Client Charters and Service Delivery Standards (SDS) as part of the initiatives under the Public Service Reform Programme (PSRP) aimed at enhancing standards and making the Public Service more transparent and accountable. As a result, all MDAs and LGs were required to develop and implement client charters spelling out the standards of service delivery to enable clients to understand what they expect from the Government and empower them to demand services from the Government

The Ministry of Public Service developed and disseminated new client charter guidelines to MDAs and LGs online. The MoPS supported 16[1]LGs and 10[2] MDAs to develop and implement client charters and feedback mechanisms however, the monitoring visits to eight districts and five MDAs discovered that most LGs had expired client charters. The human resource departments coordinating this reform in LGs are involved mainly in payroll management and have no time to coordinate this assignment. Some districts e.g. Pallisa, Bududa, Manafwa, Budaka, Soroti, Nwoya, Gulu amongst others have not attempted to develop or update existing client charters. Additionally, feedback mechanisms though in place were not operational. The only LG that had a functional client office was Mbarara City and this was managed by the Probation Officer.

Barraza's Coordinated and Conducted: Barraza's 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 Barraza's covered sectors of Health, Education, Works/Roads, Agriculture (specifically the National Agricultural Advisory Services Programme/Operation Wealth Creation), and access to safe and good water/sanitation, security, lands, environment community and social development.

A total of 42 out of the planned 35 Barraza's were conducted - 14[3] were at the district level and 24[4] at the Sub-county/Town Council. The Barraza's identified some service delivery constraints and made recommendations for improvement of service delivery and action. These were generated into a report and submitted to MDAs and OPM for action.

3.1.2 Strengthening Public Sector Performance Management

Performance management in the Public Service is aimed at setting goals and ensuring that such targets are achieved through a planning and control cycle. The six planned outputs included: i) Attendance to duty monitored in 20 MDAs and 60LGs ii) 15 MDAs and 40 LGs supported to link public investment plans to capacity building plans; iii) Balanced Scorecard implemented in 5 MDAs and 20 LGs; iv) Performance management tools revised from the output based to outcome-based; vi) Refresher training in performance management for 4,000 public officers, and vii) Retooling of the Public Service. The implementing entity is the Ministry of Public Service.

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[1] Mityana DLG, Mityana MC, Kasanda DLG, Mubende DLG, Mubende MC, Kyegegwa DLG, Kyenjojo DLG, Gulu city, Gulu DLG, Oyam, Amuru, Obongi, Adjumani, Lamwo, Omoro, and Nwoya.

[2] Uganda Blood Transfusion Services, Health Service Commission, MFPED, Ministry of Lands, Housing and Urban Development, MEMD, UVRI, Ministry of Foreign Affairs, DIT, and MEACA.

[3] Kalangala, Kayunga, Nwoya, Mukono, Rukungiri, Ntungamo, Serere, Kaberamaido, Dokolo, Isingiro, Mityana, Kibuku, Rukiga & Pakwach.

[4] Ogom SC, Atanga TC, Puranga TC, Pajule TC, Pader SC & Pader TC (in Pader District); Loro TC, Ngai SC, Otwal SC, Myene SC, Iceme SC, Minakulu TC, & Acaba SC (in Oyam District); Abanga SC, Jangokoro SC, Nyapea SC & Atyak SC (in Zombo District); Orungo SC, Asamuk SC, Morungatuny SC, Ogolai SC & Apeduru SC (from Amuria District); and Nadunget SC & Katikekile SC (in Moroto District).

The overall intervention performance was poor at 41% because the planned outputs were not in line with the sub-programme objective. This particular planned output should be under the Strategic HRM sub-programme. The status of implementation is presented hereafter:

Attendance to Duty Monitored in 20 MDAs and 60 LGs: This was done in 31[5] out of 80 Votes (39%) including 10[6] MDAs and 21[7] LGs to ensure public officers were on duty at all times. The Human resource departments in LGs were assigned to coordinate this activity by analysing attendance books from all sectors. In Nakasongola, Kiryandongo, Lira, Soroti, Mbarara, Gulu, Nwoya, Pallisa, Mbale, Bududa, and Manafwa districts monitored, there were attendance books in place, however no analysis was done by the HR departments in LGs to be submitted to CAOs office and MoPS for decision making at policy level. It was noted that the absenteeism rates were very high amongst the health workers, teachers, medical consultants and parish chiefs in Local Governments.

MDAs and LGs supported to link Performance Improvement Plans (PIPs) to Capacity Building Plans. The Ministry of Public Service supported 22[8] out of 40 LGs and 2 out of 15 MDAs to link performance improvement plans to capacity-building plans. The monitoring team noted that Soroti, Pallisa, Mbarara, Rwampara, Ntungamo and Mukono districts lacked these PIPs which was attributed to inadequate funding for capacity building initiatives. The LGs utilized the meagre funding supported by MoLG under the Discretionary Development Equalization Grant (DDEG) to develop capacity-building plans not in line with the Annual Capacity building plan.

Balanced Scorecards (BSCs) implemented in MDAs and LGs: The BSC was introduced to address previous performance management challenges in the Public Service which included failure to align individual and institutional plans to National Objectives among others. Eleven, more than the 10 planned LGs were supported to develop the BSCs. A consultant from MoLG implemented the training for CAOs, DCAOs, Town Clerks, Secretaries DSCs, and District Planners. However, the training was not clearly understood by most participants and as a result, only Nakasongola LG and Jinja City attempted to submit strategy maps to the MoLG for approval. Additionally, there were no clear policy and operational guidelines from the MoPS on implementation of the new concept of the balanced score card roll out in LGs and as a result the performance management initiatives are disjointed.

Refresher Training in Performance Management: A total of 3,001 out of 4,000(76%) Public Officers in 50[9] entities were trained. The training sought to enhance leadership capacities that

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[5] Bugweri DLG, Bigiri DLG, Bugiri MC, Namayingo DLG, Mayuge DLG, Namutumba DLG, Jinja DLG, Jinja City, Buyende DLG, Kamuli DLG, Kaliro DLG, Kayunga DLG, Gomba DLG, Luuka DLG, MOH, MoICT, Mulago hospital, Mulago Women's Hospital, UHI, UCI, JSC, PSC, HSC, COCTU, Kalaki DLG, Bundibugyo DLG, Rwampara DLG, Bududa DLG, and Nansana MC.

[6] MOH, MoICT, Mulago Hospital, Mulago Women's Hospital, UHI, UCI, JSC, PSC, HSC, and COCTU.

[7] Iganga DLG, Iganga MC, Bugweri DLG, Bugiri DLG, Bugiri MC, Namayingo DLG, Mayuge DLG, Namutumba DLG, Jinja DLG, Jinja City, Buyende DLG, Kamuli DLG, Kaliro DLG, Kayunga DLG, Gomba DLG, Luuka DLG, Kalaki DLG, Bundibugyo DLG, Rwampara DLG, Bududa DLG, and Nansana MC.

[8] Pallisa DLG, Butebo DLG, Kibuku DLG, Budaka DLG, Mbale DLG, Mbale City, Tororo DLG, Tororo MC, Bududa DLG, Bulambuli DLG, Busia MC, and Busia DLG, Nebbi, Zombo, Arua City, Yumbe, Maracha, Terego, Yumbe, Madi-Okollo, Pakwach, and Arua DLG.

[9] Uganda Prisons Service, MoIA, OPM, Uganda Allied Institute of Health Management Science, MoJCA, Auditor General, MAAIF, PSC, Jinja RRH, MGLSD, MWE, MPFED, MoPS, Busia DLG, Butalejja DLG, Busia MC, Bulambuli DLG, Bududa DLG, MoES (Kitovu Technical), MoICT, MEACA, Nansana MC , Wakiso MC, Kabale MC, Iganga DLG, Iganga DLG, Kagadi DLG, Bugiri DLG, Bugiri MC, Namayingo DLG, Mubende MC, Mubende DLG, Bududa DLG, Bundibugyo DLG, Rwampara DLG, Jinja DLG and Kalaki DLG, Otuke DLG, Lira City, Apac MC, Apac DLG, Kwania DLG and Amolatar DLG, Ministry of Tourism, Gulu RRH, Lira RRH, Kiruddu RRH, Butabika NRH, and MoWT.

enlist talent, a shared vision and a result-based performance culture. Upon completion, officers were expected to clarify the fundamentals that underpinned individual and institutional effectiveness and identify and commit to actions for tangible performance results.

Project 1682 -Retooling of Ministry of Public Service: The project seeks to improve the work environment and staff performance through capacity building, regular maintenance of the Ministry's premises, provision of transport and office equipment and installation and maintenance of Information, Communication Technology (ICT) infrastructure. The MoPS planned to procure four vehicles, one motorcycle, office furniture, one generator, ICT equipment; and renovation of four office blocks completed.

By 30th June, 2023, four vehicles were procured (3 Toyota D/C pickups and 1 Station Wagon), and assorted office furniture procured and installed at the Hoima Service Uganda Centre. Renovation of three office blocks (the Pension Registry, Accounts block, and Green Roof) were completed, leaving the registry office pending due to budget cuts.

L-R: Sample of the retooled equipment at Hoima Service Centre; Procured Toyota D/C pickups at Ministry of Public Service Headquarters

L-R: Renovated Pension Registry and Accounts Block; Renovated green roof at the Ministry of Public Service Headquarters

3.1.3 Develop and Enforce Service and Service Delivery Standards

The planned outputs for FY 2022/23 were: i) Compliance inspection undertaken in 16 MDAs and 40 LGs; ii) PAIPAS applied in 20 MDAs and 40 LGs; iii) National Service Delivery Survey, 2021 results disseminated and iv) Service Delivery Standards developed and implemented in 8 MDAs and 24 LGs. v) Resolve 560 Ombudsman complaints in MDA and LGs. The implementing entities are the Ministry of Public Service and the Public Service Commission.

Overall intervention performance was fair at 68%. Planned outputs were partially implemented and the status is presented below:

Compliance inspection undertaken: Compliance inspections were carried out in 34[10]LGs (85%) to promote compliance with service delivery standards, rules, regulations and procedures, offer technical support supervision to facilitate improved service delivery and strengthen harmonized inspection of LGs. E-inspection was administered in ten[11] out of 16 MDAs (63%). The LGs monitored included Nakasongola, Kiryandongo, Ntungamo where service delivery facilities under the Education, Water, Works and Health, Agriculture, and Social Development departments were inspected.

Compliance with records and information management standards in the LGs assessed was still minimal, as there were still issues of motivation, storage, capacity building and inadequate staffing.

In Nakasongola, Kibuku, Budaka, Manafwa, and Kabarole districts, the registries had inadequate space and lacked computers and scanners. In Nakasongola, under the Education Department, release of funds was timely but inadequate. Some schools were located in Hard-to-access or Hard-to-Stay areas and as a result some teachers travel distances of up to 7 to 10 kilometres daily to schools. This has affected attendance to duty and led to a very high labour turnover of teachers in the district. It was also noted that absenteeism by health personnel in-charge at sub-county level was very rampant.

In Kiryandongo District, out of the 14 positions, only 7 (50%) were filled. The vacant positions included - Principal Agricultural Officer, Principal Entomologist, Principal Fisheries Officer, Senior Agriculture Officer, Senior Fisheries Officer, Senior Entomologist Vermin Control Officer, and Laboratory Technician and this was affecting service delivery.

Ntungamo Municipality had two fully functional ambulances, however, the operational costs (fuel and servicing of vehicles) were not fully met.

Pearl of Africa Institutional Performance Assessment Scorecard (PAIPAS) applied in 20 MDAs and 40 LGs: The PAIPAS was administered in 34[12] out of 40 LGs. The key findings in LGs especially in the hard-to-reach districts was the failure to attract key strategic staff despite several advertisements. The positions of District Engineers, District Commercial Officers, District Planners, District Natural Resource Officers, District Community Development

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[10] Lamwo, Pader, Kwania, Bukwo, Kween, Namisindwa, Kanungu, Kiruhura, Kazo, Bukomansimbi, Gomba, Buvuma, Nakaseke, Kiryandongo, Nakasongola, Mayuge, Kamuli, Kiboga, Kyankwanzi, Wakiso, Lwengo, Masaka, Kalungu, Ibanda, Kitagwenda, Kamwenge, Koboko and Maracha districts. Kitgum, Kamuli, Ntungamo, Lugazi, Makindye Ssabagabo, Koboko and Kamuli municipalities.
[11] MoPS, MoWT, MLH&UD, MEACA, JSC, MTW&A, DPP, Mulago NRH, Uganda Heart Institute, Uganda Blood Transfusion Service.
[12] Lamwo, Pader, Kwania, Bukwo, Kween, Namisindwa, Kanungu, Kiruhura, Kazo, Bukomansimbi, Gomba, Buvuma, Nakaseke, Kiryandongo, Nakasongola, Mayuge, Kamuli, Kiboga, Kyankwanzi, Wakiso, Lwengo, Masaka, Kalungu, Ibanda, Kitagwenda, Kamwenge, Koboko and Maracha districts, Kitgum, Kamuli, Ntungamo, Lugazi, Makindye Ssabagabo, Koboko and Kamuli municipalities.

Officers, District Health Officers, Principal Human Resource Officers both at DSC and CAOs office were not filled and this has affected service delivery.

The best-performing Local Governments were Kiruhura with 84%, Kamwenge with 80%, while Kwania and Pader LGs were the least performing with 57% and 53% respectively.

National Service Delivery Survey, 2021 results disseminated: These were disseminated to LGs and MDAs, and through the print media and the MoPS website. Service delivery trends were observed in the sectors of: Education, Health, Water and Sanitation, Environmental Management, Energy Use and Minerals, Lands and Housing Conditions; Justice, Law and Order, Agricultural Services, Transport Services (Road Infrastructure, Water and Air transport), PSTP and below are some key findings:

Under Health, 45% of the community members sought care from Government health facilities (33% from a Health Centre and 12% from a Hospital) which is a decline from 50% in 2015. The average distance to a Government health facility was 5kms. However, the greatest concern among users of Government health facilities was the non-availability of medicines and supplies (89% in health centres and 90% in hospitals).

Under Education, at the National level, 87% of the learners attending day primary school travelled 3kms or less to school with the average distance to school being 1.8kms which was a decline from 2.4 average distance in 2015. The pupil-to-teacher ratio in Government primary schools was 53 learners per teacher; 95% of the Government primary schools indicated they had separate toilet facilities for boys and girls.

Under Water and Sanitation, at the National level, accessibility to safe water during the dry season in 2021 was 79%, which was an increase from 75% in 2015. Long distances to water sources (40%) was the major constraint faced by households in accessing safe water, followed by unreliable safe water sources (21%). Overall, 29% of households cited high costs and ignorance (26%) as the major factor limiting the construction of toilet facilities in their communities.

Under Environmental Management, 39% of the communities stated that population pressure was the highest cause of degradation within the communities. Wetlands (43%) were the most identified sources of ecosystem service in 2021 which was an increase from 25% in 2015. By sub-region, 81% of the communities in the Bukedi sub-region reported wetlands as the main source of ecosystem service followed by Teso with the lowest in the Bunyoro sub-region.

Under Agriculture, crop husbandry was a more common agricultural activity (62 %) followed by animal husbandry 26%. Food crops (65 %) were the most commonly grown crops for sale, followed by coffee (22%), while tea was the least grown. The main reason for the non-use of agricultural inputs was because they were considered not useful (40%) by households. The majority of households obtained agricultural inputs privately (veterinary shops, markets, cooperatives, shops/local vendors.

Under Transport Services, at the National level, 57% of households reported community access roads as the nearest type of road to their dwelling in 2015 compared to 62% in 2015. Overall, bad weather (26%) and potholes (25%) were the major constraints reported while using any type of road. The private sector is still the major provider of other water transport services like boats, while government is the main provider of ferry services. The proportion of water transport users paying for ferry services significantly decreased from eight percent in 2015 to only three percent in 2021.

Under PSTP, at the National level, about half of the households (47%) rated the performance of civil servants as good whereas 7% of households rated the attitudes of civil servants as poor.

Similarly, limited/delayed access to services (64% was perceived as the main cause of maladministration. greed/need for quick money tendencies (50%) was perceived as the main cause of corruption in the public sector.

Service Delivery Standards Developed and implemented in 8 MDAs and 24 LGs: The Ministry of Tourism Wildlife and Antiquities (MTWA), Ministry of Local Government (MoLG), Ministry of Public Service (MoPS), Ministry of Trade Industry and Cooperatives (MoTIC), Public Service Commission (PSC),Office of the Prime Minister (OPM), Office of the President (OP), and Public Procurement and Disposal of Public Assets Authority (PPDA) were provided with technical support to develop service delivery standards and a compendium of the service delivery standards was prepared. Costing service delivery standards for eight sectors of Public Sector, Health, Agriculture, Education, Water and Environment, Works and Transport and Social Development was accomplished.

The overall objective of costing the service delivery standards was to determine the minimum budgets/cost for providing a service by sector institutions and the standards of delivery through a single repository. All MDAs and LGs will be required to implement and uphold the respective Costed Service Delivery Standards in the course of the delivery of their services. An MDA or LG shall be responsible for the mainstreaming of these costed service delivery standards. The level of beneficiary satisfaction with services stands at 50% against a target of 60%.

3.1.4 Enforce Compliance with the Rules and Regulations

The planned outputs for FY 2022/23 were: i) a total of 100 breaches of the Leadership Code investigated and completed; ii) declarations of income assets and liabilities of leaders verified; iii) Resolve 560 Ombudsman complaints in MDA and LGs; iv) 95% of disciplinary cases received are concluded within a financial year; v) appeals of DSC decisions handled; and vi) Two trainings and support supervision to entities conducted. The lead implementing agencies are Inspector General of Government (IGG), Ministry of Public Service (MoPS) and Public Service Commission (PSC).

Overall intervention performance was fair at 52%. Planned outputs were partially implemented and the status is presented hereafter:

Breaches of the Leadership Code investigated and Completed: The Inspectorate of Government (IG) concluded 213 investigations into breaches of the Leadership Code Act of 2022 as amended. From the above investigations, 61 public officers were recommended for prosecution at the Leadership Code Tribunal (LCT).

Declarations of income Assets and Liabilities of Leaders Verified: The IG conducted a total of 574 out of 600 planned verifications (74 physical and 500 e-verifications) of leaders' declarations of income assets and liabilities, of which three were recommended for prosecution at the LCT.

Resolve 560 Ombudsman Complaints in MDALGs: A total of 478/560 (95%) cases of maladministration were resolved. Of these, 59 were in MDAs and 417 in LGs. Ug shs 790,704,025 was paid out in delayed pensions, salaries and gratuity settlements to various beneficiaries as a result of IG intervention while in other cases, various citizens were able to access previously denied services. The IG supported eight Local Governments to strengthen grievance handling mechanisms to be able to solve maladministration issues at source.

Disciplinary Cases Received and Concluded: The Public Service Commission received 38 submissions for disciplinary action and 18 of these cases were concluded translating to 47.4% out of the targeted 95% of disciplinary cases with complete submissions considered and concluded. Many of the submissions from the MDAs and LGs were done with incomplete

records, the PSC therefore had to refer these gaps back to the submitting entities for update. Delays in response from these entities resulted in many of the disciplinary cases being delayed. The cases ranged from abandonment of duty, and resignation to dismissals from the Public Service.

Appeals of District Service Commissions Handled by Public Service Commission: These were meant to resolve any arising conflicts between the decisions of the DSCs. The PSC concluded 10 out of 25 submissions on appeals from the districts of Rakai, Kitagwenda, Kikuube, Hoima and Soroti City. The PSC visited districts with complex appeals of Butambala and Kyankwanzi where disciplinary cases with complete submissions were considered.

Support Supervision to Entities Conducted: The PSC inducted 200 members of District/City Service Commissions (D/CSC) including 54 Principal Human Resource Officers, and 54 Secretaries of DSCs, mentored 42 Secretaries of D/CSC, conducted monitoring visits to the 20 districts and four cities. Field findings from Bugweri, Buhweju, Busia, Butambala, Kabale, Kikuube, Kwania, Lyantonde, Masaka, and Mukono districts indicated that the Commission provided guidance on specific human resource management issues and this was meant to ensure that DSCs complied with existing guidelines in the recruitment processes technical guidance. However, corruption in recruitment procedures was still rampant in the LGs and Cities visited. For example, in Fort Portal and Hoima Cities, Pallisa, Manafwa, Buliisa, Kikuube, Masindi, Namisindwa districts amongst others.

Challenges

1. Inefficiencies and ineffectiveness in the development and dissemination of client charters. The human resource departments in MDAs and LGs that were assigned to coordinate the development, and dissemination of client charters have not effectively and efficiently handled this assignment as they are overloaded with payroll management issues. Additionally, there was laxity among some Accounting Officers on the development of client charters especially in the Hard-to-Reach districts.
2. Citizens' lack of knowledge about their rights and obligations in receiving services from public offices. Most citizens are not empowered to demand quality services which leaves them vulnerable, especially for those seeking their pension and gratuity in LGs.
3. Lack of an effective feedback mechanism on client service delivery. There is no redress as clients have none to report to and there seems to be no action on culprits.
4. Insufficient training and lack of clear policy and operational guidelines for Local Governments in the roll out of the new concept of the balanced scorecard and as a result there is disjointed performance management initiatives.

Recommendations

1. The Government should enhance sensitization and awareness creation amongst citizens about their rights and obligations when accessing services from public offices to empower them to demand quality services and to manage the expectations of clients, stakeholders and staff.
2. All MDAs and LGs should effectively use client charters and have them disseminated widely and displayed at all service points and on MDAs and LG websites. This should be backed by a stronger sanction system for those Accounting Officers who breach the standards and a reward system for those consistently upholding the standards.
3. The MoPS should improve the training and orientation of public servants to instill core values and train them in customer service. The service culture should be revamped towards a more customer-serviced approach throughout various MDAs and LGs to enhance customer satisfaction.

4. The MoPS should develop clear policy and operational guidelines on the roll-out and implementation of the Balanced Scorecard, and MFPED should provide funds for further roll-out in LGs.

3.1.5 Sub-programme Conclusion

The Strengthening Accountability Sub-programme performance was fair at 54%. The interventions to develop and enforce service delivery standards, and enforce compliance to rules and regulations were on course.

However, development of client charters in line with the new client charter guidelines was minimal in LGs and MDAs and so was the implementation of the service delivery standards both in MDAs and LGs, there were no serious follow-ups by the MoPS on the implementation. Performance management initiatives and records management in LGs was still poor despite the trainings, corruption in the DSCs in LGs during recruitment was rampant and this has affected the delivery of services. Implementations of recommendations of the baraza's in LGs by OPM and other sectors was minimal. The sub-programme is yet to achieve the intended objective.

3.2 Government Structures and Systems Sub-programme

The objective is to streamline Government architecture for efficient and effective service delivery. The intended outcomes under this objective are; (i) Improved efficiency of service delivery structures of government, (ii) Improved alignment of employees' competencies and qualifications with job roles, (iii) Increased adoption of electronic document management systems, (iv) Improved timeliness in implementing approved structures

The sub-programme has three interventions, namely: i) Restructure Government institutions to align with new program planning, budgeting and implementation; and ii) Review and develop management and operational structures, systems and standards. ii) Rationalize and harmonize policies to support public service delivery. The sub-programme interventions are implemented by the Ministry of Public Service.

Financial Performance

The approved budget FY 2022/23 for the sub-programme was Ug shs 14.763bn, of which Ug shs 12.316bn (83%) was released and Ug shs 12.095bn (98%) spent by 30th June 2023. This was fair release and good absorption. The biggest proportion of budget allocation was under the intervention of "restructure government institutions (MDAs and sectors) to align with the new programme planning" which accounted for 92% while "review and develop management and operational structures, systems and standards" accounted for only 3% of the budget allocation

Sub-programme Performance

Annual monitoring focused on all three interventions and overall sub-programme performance was fair at 56%. One intervention exhibited good performance, one was fair, while one intervention had poor performance. *Refer to Annex 3 for details of the sub-programme and intervention, and output performance.*

The key constraint under the sub-programme was the delayed implementation of rationalization of Agencies and restructuring. The overview of the interventions' performance is shown in Table 3.3.

Table 3.3: Overview of the Interventions Performance by 30th June 2023

Intervention	Performance Status	Remarks
Restructure Government institutions (MDAs and sectors) to align with new program planning, budgeting and implementation.		Fair performance with 50% of the planned outputs achieved. Out of 33 MDAs only the Ministry of Energy and Mineral Development (MEMD) was implementing the approved staffing structures.
Review and develop management and operational structures, systems and standards		Poor performance as 47% of the planned outputs were achieved.
Rationalize and harmonize policies to support public service delivery.		Good performance as 70% of the targets were achieved. The MoPS developed the Productivity Measurement Framework. Job Descriptions and Person Specifications of the jobs and schemes of Service for cadres were also developed.

Source: Author's Compilation

Detailed performance of the interventions of Government Structures and Systems Sub-programme are discussed hereafter:

3.2.1 Restructure Government institutions (MDAs/Sectors) to align with new programme planning and budgeting

The planned outputs for FY 2022/23 were; i) Comprehensive restructuring of Ministries, Agencies and Local Governments undertaken and reports produced; ii) Approved staffing structures and staff establishment data for MDAs and LGs on IPPS and HCM validated and uploaded; iii) Technical support provided to 15 MDAs and 30 LGs in implementing approved staffing structures; iv) Performance of reviewed systems monitored and technical support provided; v) Technical support on implementation of staffing structures for the rationalized government agencies; and vi) Service commissions sensitized on the implementation of staffing structures for the rationalized Government agencies. The implementing entity is MoPS.

The performance of the intervention was fair at 50%. However, the intervention was budgeted for in the review and develop management and staff structures, systems and standards intervention. The status of the detailed implementation is presented hereafter:

Comprehensive Restructuring of Ministries, Agencies and Local Governments: Implementation of this output was fair. The staffing structures for 11 out of 33 MDAs were reviewed, but only the Ministry of Energy and Mineral Development (MEMD) was implementing the approved staffing structures. Job descriptions for four out of 16 MDAs were reviewed. Structures for the 65 Agencies under Rationalization of Agencies and Public Expenditure (RAPEX) were designed and approved by Parliament.

Structures for four Ministries, nine Agencies, two National Referral Hospitals, 16 Regional Referral Hospitals and nine[13] public universities were reviewed, approved and submitted for implementation. Service commissions were sensitized on the implementation of structures for the Rationalized Government Agencies.

Approved structures and staff establishment data for MDAs and LGs on the Integrated Personnel and Payroll System (IPPS) and Human Capital Management (HCM) validated

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[13] Busitema University, Kyambogo University, Kabale University, Soroti University, MUST, Makerere University, Muni University, Gulu University, and Lira University.

and uploaded: By 30th June, 2023, establishment data for 10 Cities was uploaded on the IPPS, updated staffing structures and establishments on HCM for 8[14]MDAs and 3[15]DLGs. In LGs monitored, HCM staffing structures were in place. And as a result, in payroll management, there was reconciliation between what is processed on HCM versus the IFMS, and employees were able to utilize self-serve on the system. This was evidenced in districts of Mbarara and Lira.

Technical Support provided to 15 MDAs and 30 LGs in implementing approved structures: Technical support and supervision on the implementation of Government staffing structures was provided to 10[16] Cities, 22[17] MDAs and 43[18] LGs. In Mubende, Luweero, Manafwa, and Kiryandongo districts monitored, technical support was provided. Service Commissions were sensitized on the implementation of structures for the RAPEX of Government Agencies.

Performance of Reviewed Systems: These included complaints management and file movement system under the Directorate of Public Prosecution (DPP), and Refugees Management System monitored and technical support provided by Mops. However, only one system for complaints management under the DPP's Office was supported. Technical support on the validation, interviewing and compensation for staff in the 54 institutions proposed for rationalization was provided by MoPS.

3.2.2 Review and Develop Management and Staff Structures, Systems and Standards

The planned outputs for FY 2022/23 were: i) Job descriptions and person specifications reviewed and developed; ii) Schemes of service for cadres developed; and iii) Comprehensive job evaluation in the public service undertaken; iv) Records management systems set up; v) Compliance to Records and Information Management (RIM) standards in 20 MDAs and 40 LGs; vi) Capacity of staff built-in records and information management; vii) Three RIM policies and regulatory framework reviewed and developed.

Others included: viii) Valuable archival records acquired from 14 MDAs and 6 LGs and preserved at NRCA; ix) NRCA services and archives popularised; x) Online archives library established; xi) Reference services offered to users; and xii) Procurement of four vehicles for including car tracking and insurance. The implementing entities are MoPS and NPA.

The performance of the intervention was poor at 47%. The status of implementation is presented hereafter:

Job Descriptions and Person Specifications Reviewed and Developed: The target was to review and develop job descriptions and person specifications in 10 LGs and 10 MDAs arising out of rationalization. By 30th June, 2023, job descriptions in eight MDAs had been reviewed and developed for the Ministry of Works and Transport (MoWT), Ministry of Tourism, Wildlife and Antiquities (MoTWA), and Ministry of Energy and Mineral Development (MEMD),

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[14] OP, MWE, MFPED, MoFA, OPM, MT&W, MoPS, and MGSLD.
[15] Mpigi DLG, Mbarara DLG, and Lira DLG.
[16] Jinja, Mbale, Soroti, Lira, Gulu, Arua, Hoima, Fort-Portal, Masaka and Mbarara.
[17] DPP, OP, OPM, MoH JSC, MEACA, MoFA, MoLG, MGLSD, MWE, MoIA, MoTIC, UHTTI & MoES, UBTS, Kayunga RRH, Kiruddu RRH, Moroto RRH, and Hoima RRH.
[18] Kalaki DLG, Kiira MC, Napak DLG, Kitgum DLG, Luwero DLG, Kayunga DLG, Kyotera DLG, Kiryandongo DLG, Gomba DLG, Ibanda DLG, Kabarole DLG, Kalangala DLG, Kitagwenda DLG, Kyenjojo DLG, Mpigi, DLG, Mubende DLG, Rakai DLG, Sheema DLG, Makindye-Ssabagabo MC, Kitgum MC, Kapchorwa MC, Kapchorwa MC, Rukungiri MC, Manafwa DLG, Amuria DLG, Karenga DLG, Apac DLG, Pader DLG, Madi-Okollo DLG, and Kisoro MC.

Capital Markets Authority (CMA), Community Development Officers, Probation Officers, Ministry of Tourism, Wildlife and Antiquities, Uganda Hotel, and Tourism Training Institute (UHTTI) and Welfare Positions, Labour under MGLSD, Uganda Heart Institute (UHI), and specific cadres for Epidemiologists, Health planners, and Health training Officers under the Ministry of Health (MoH). However, the activity was not undertaken by LGs due to budgetary constraints.

Schemes of Service for 16 Cadres Developed: Schemes of Service for 12[19] out of the 16 planned cadres (75%) were developed resulting in 98% of public officers' qualifications and competencies being aligned to their jobs in MDAs and LGs.

Three Records and Information Management Policies and regulatory framework reviewed and developed: The Ministry of Public Service (MoPS) only drafted a Regulatory Impact Assessment for the National Records and Archives Policy and the Retention and Disposal Schedule for the Petroleum Authority of Uganda (PAU).

Comprehensive Job Evaluation in the Public Service as a result of Rationalization of Government Undertaken: A report on a comprehensive job evaluation in the Public Service as a result of rationalization was produced, presented and approved by the Sub-Cabinet committee. A harmonized salary structure, a job evaluation manual for the Public Service were also developed and approved.

Compliance with Records Information Management System (RIMS) standards in 20 MDAs and 40 LGs assessed and technical support provided to address the identified gaps: Records Information Management systems were audited in 15 out of 20 MDAs and 54 out of 40 LGs. LGs monitored e.g. Pallisa, Lira, Nakasongola, Kibuku, Budaka, Pallisa, Manafwa, and Rwampara lacked computers, record centres, had no proper ventilation, lacked space

Records kept at the National Records Centre and Archives at Nakasero in Kampala District

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[19] Information Technology Officers, Communications Officers, Monitoring and Evaluation Cadres, Physical Planner, Land Surveyor Cadres, Anesthesia cadre, Community Development Officers, Wild Life Officers, Energy Officers, Land Surveyors, Government Analysts (DGAL), and Physical Planners.

whereby the records that were due for archival were mixed with current records which made retrieval hard hence delayed retrieval of records due to congestion while in Lira LG a record officer was tasked by the team to retrieve a pension file it only took four minutes to bring the file hence quick decision making.

Valuable Archival Records Acquired from 14 MDAs and 6 LGs and Preserved at National Records Centre and Archives (NRCA): By 30th June, 2023, the MoPS had appraised 3,577 files and acquired semi-current records in two[20] MDAs. The National Agricultural Advisory Services which had 5,000 files acquired, and the Public Service Commission, whereas appraisal was ongoing for Rural Electrification Agency (REA). For the LGs, archival records were acquired from all the planned six LGs of Kisoro, Kabale, Mbale, Jinja, Mukono, Rukungiri and Luweero so most registries in LGs were decongested. Human Resource Officers in the respective LGs were able to keep and access records easily.

Online Archives Library Established: The MoPS established an Online Archives Library where 1,229 entries were captured and updated in the database. Lists of acquisitions were uploaded monthly on the MoPS website. A total of 306 library materials were acquired from MoPS (policies, annual reports, newsletter, and plans). Reference services were offered to 191 of 400 users, 179 of 400 public officers, and 70 researchers (Local - 59; International - 11) and 6,313 files were utilized. The % of Archives reference materials accessed online is at 10% against a target of 20%.

3.2.3 Rationalize and Harmonize Policies to Support Public Service Delivery

The planned output for FY 2022/23 was a productivity measurement framework developed. The MoPS developed the Productivity Measurement Framework although it was yet to be implemented as sector productivity indicators had not been developed. The overall intervention performance was good at 70%. This Framework aims at a holistic approach to understanding, defining, measuring, and managing productivity in the Uganda Public Service.

3.2.4 Sub-Programme Conclusion

The Government Structures and Systems Sub-programme exhibited fair performance. Though staffing structures and job descriptions for MDAs were reviewed, developed and disseminated, the actual restructuring commences in FY 2023/24. The records information management systems in MDAs was conducted. However, implementation was still minimal as most registries in LGs were not retooled, lack of computers and scanners, training, space and records centres to relate to the National Archives Records Centre.

Challenges

1. The slow pace of restructuring and rationalization of Agencies and Ministries is causing a lot of anxiety and workload to staff both in MDAs and LGs. For instance, the newly created administrative structures and upgraded health centers lacked staff, so staff were seconded from LGs to take charge.
2. Lack of records centers and training in records appraisal of records staff in most LGs visited to manage archival records. Consequently, registries were still congested with poor ventilation, lighting, lack of computers, scanners, coupled with demotivated registry staff.

Recommendations

1. The MoPS and MFPED should hasten the implementation of restructuring and rationalization of agencies and ministries.

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[20] Uganda Wildlife Authority, Local Government Finance Commission

2. The Ministry of Public Service through the Human Resource and Planning Department should develop a comprehensive mentoring and coaching program on the technical guidance on records appraisal in LGs. Additionally, LGs should work out modalities of constructing records centers in consultation with MoLG.

3.3 Strategic Human Resource Management Sub-programme

The sub-programme objective is to strengthen strategic human resource management function in Government for improved service delivery. The intended outcomes under this objective are; (i) Improved quality of the civil service, (ii) Improved efficiency and effectiveness in payroll management in the Public Service, (iii) Improved effectiveness of performance and workplace dispute management systems, (iv) Improved affordability and sustainability of the pension scheme, (v) Improved integrity and work ethics.

Others included: (vi) Improved talent management and retention in the public service, (vii) Improved efficiency and effectiveness in the management of the teachers in the public service, (v) Increased adoption of electronic document management systems, (vi) Reduced cases of corruption in the Public Service, (vii) Improved recovery of illicitly acquired wealth, (viii) Increased public participation in the fight against corruption, (ix) Improved efficiency and effectiveness of anti-corruption systems, (x) Improved welfare and morale of the Uganda People's Defence Forces (UPDF) soldiers, (xi) Improved quality of training programmes

The sub-programme consists of seven interventions and these include:

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. Roll out 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
vii. Upgrade Public sector training to improve relevance and impact. Of these six out of seven interventions were monitored.

The interventions are implemented by the MoPS, MFPED, MoES, PSC, and the IG.

Financial Performance

The approved budget FY 2022/23 for the sub-programme was Ug shs 123.813bn, of which Ug shs 128.468bn (95%) was released and Ug shs 127.034bn (99%) spent by 30th June 2023. This was a good release and absorption performance.

Sub-Programme Performance

Annual monitoring focused on six out of seven (86%) interventions and the overall sub-programme performance was fair at 56%. At the intervention level, performance varied with two exhibiting good, while two had fair and two poor. *Refer to Annex 4 for details of sub-programme and outputs performance*.

The key constraints under the sub-programme were duplication of planned outputs and not updating Public Service human resource policies in line with NDPIII. The overview of the intervention's performance is shown in Table 3.4.

Table 3.4: Overview of the Interventions Performance for FY 2022/23

Intervention	Performance Status	Remarks
Undertake nurturing of civil servants through patriotic and long-term national service training		Fair (achieved 56% of planned outputs). The MoPS conducted capacity building of public officers in strategic human resource planning. However, the annual capacity building plan though developed was not implemented because of budgetary constraints and an updated training policy and as a result, only inductions were considered.
Design and implement a rewards and sanctions system.		Poor (achieved 45% of planned outputs). The planned outputs were not in line with the intervention. And besides, there is already a Rewards and Sanctions Framework in place implemented by LGs and MDAs.
Empower MDAs to customize talent management.		Fair (achieved 53% of the planned outputs). Technical support was provided to all MDAs and LGs in managing the decentralized wage, pension and gratuity management by MoPS, however implementation of the talent management strategy developed by the MoPS is minimal.
Roll out the Human Capital Resource Management System		Good (achieved 73% of outputs). The HCM was rolled out to 23 Votes, bringing the total number to 60 out of the planned 100 Votes by MoPS. This performance was due to budgetary constraints and understaffing in the coordinating department.
Develop and operationalize an e-document management system		Good (achieved 80% of outputs). The MoPS operationalised the E-document Management System.
Review the existing legal, policy, regulatory and institutional frameworks		Poor (achieved 39%). The planned outputs were not in line with the intervention. Some HR policies are not updated in line with the NDPIII.

Source: Author's Compilation

Detailed performance of the six interventions under the Strategic Human Resource Management Sub-programme is presented hereafter:

3.3.1 Undertake Nurturing of Civil Servants through Patriotic and Long-Term National Service Training

The intervention aims at strengthening strategic human resource management function for improved service delivery. The planned outputs for FY 2022/23 were: i) Annual Public Service Capacity Building Plan for the FY 2022/23 produced and disseminated. ii) Knowledge Management Policy and Strategy for the Uganda Public Service finalized and operationalized. iii) Status of implementation of professionalization of all cadres in the Public Service monitored in MDAs; iv) Technical Support on implementation of Capacity Building Plans provided in 20 MDAs and 40 LGs on a case-by-case basis. Others included: v) Capacity of 240 Human Resource Managers in MDAs and LGs built in Strategic Human Resource Planning; vi) Framework for Collaboration and Partnership with Training Institutions disseminated; vii)

Induction training for 350 Officers at Regional level conducted; and viii) Tailor-made trainings in MDAs and LGs.

The performance of the intervention was fair at 56%. The status of detailed progress is presented hereafter:

Annual Public Service Capacity Building Plan for the FY 2022/23 Produced and Disseminated: The Annual Capacity Building Plan for the Public Sector was developed and disseminated to LGs and MDAs, although field findings indicated that it was not implemented due to budgetary constraints in MDAs and LGs and a lack of an updated training policy in the Public Service. The only capacity-building initiatives in LGs were funded under the Discretionary Development Equalization Grant (DDEG) for only short courses and induction of councilors.

Capacity of 240 Human Resource Managers in 20 MDAs and 50 LGs Built in Strategic Human Resource Planning: The MoPS provided technical support supervision to 30[21] MDAs and 39[22] LGs in strategic human resource planning, 270 Officers were 120 female and 150 males. Some of the votes monitored included Soroti, Kumi, Manafwa, Bukedea, Mbale, Mbarara, Masindi, Ntungamo, Mbale and Hoima Cities but were yet to fully understand and implement strategic human resource planning under the programme-based approach. Most planning initiatives are still administrative and not strategic in nature.

Status of implementation of professionalization of all cadres in the Public Service monitored in 20 MDAs: The MoPS monitored the status of professionalization in 23[23] out of 20 MDAs and oriented professional development committees. The role of the professional development committee was to establish procedures and advise in providing technically sound and proficient educational courses and programs that enhance members' professional knowledge through technical information, exchange, and facilitation for research opportunities. Every parent Ministry was to constitute professional development committees drawn from MDAs and LGs to identify area, not exceeding five that required skilling.

Technical Support on implementation of Capacity Building Plans provided to 20 MDAs and 40 LGs on case-by-case basis: The MoPS provided technical support on formulation and implementation of capacity development plans to 70 Votes (27[24] MDAs and 42[25] LGs) and

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[21] MoES, MoPS, MoH, OPM, MWE, MLHUD, MoICT&NG, MoJCA, OP, MoLG, MW&T, DPP, MAAIF, MGLSD, MEMD, MoFA, MFPED, MEACA, UVRI, Mukono DLG, Mukono MC, Mulago NRH, UCI, UHI, Butabika NRH, China-Uganda Friendship Hospital-Naguru, Kawempe Specialized NRH, Mulago Specialized Women and Neonatal Hospital, and Kiruddu NRH.

[22] Soroti RRH, Soroti DLG, Kumi DLG, Ngora DLG, Manafwa DLG, Bukedea DLG, Mbale DLG and Mbale City, Entebbe MC, Makindye-Ssabagabo MC, Mpigi LG, Wakiso and Nansana MC, Sembabule DLG, Bukomansimbi DLG, Butambala DLG, Kalungu DLG, Ibanda DLG, Ibanda MC, Kazo DLG, Gomba DLG, Kirihura DLG, Rakai DLG, Kamuli DLG, Kamuli MC, Kaliro DLG, Bugiri DLG, Namayingo DLG, Mayuge DLG, Mukono DLG, Mukono MC, Buikwe DLG, Kayunga DLG and Kayunga.

[23] MoPS, MOE&S, MWE, MOH, OPM, ICT, MOW&T, MAAIF, MoTWA, MFPED, MLHUD, MoTIC, MoJCA, DPP, OP, MOLG, MoFA, MGLSD, MoIA, and MEMD, MGL&SD, MEACA and MEMD.

[24] MoES, MoPS, MoH, OPM, MWE, MLHUD, MoICT, MoJCA, OP, MoLG, MoWT, MGLSD, MTWA, MEMD, MoFA DPP, MFPED, MAAIF, MEACA Mulago NRH, Butabika NRH, China-Uganda Friendship Hospital-Naguru, Kawempe NRH, Mulago Specialized Women and Neonatal Hospital, UCI, UHI, UVRI, and Kiruddu NRH.

[25] Otuke DLG, Lira DLG, Lira City, Dokolo DLG, Oyam DLG, Apac DLG, Alebtong DLG, Kole DLG, and Kwania DLG, Mukono DLG Mukono MC, Entebbe MC, Makindye-Ssabagabo MC, Mpigi DLG, Wakiso DLG, Nansana MC, Nakaseke DLG, Luwero DLG, Nakasongola DLG, Kiryandongo DLG, Masindi DLG, Masindi Municipal Council, Hoima DLG, Hoima City, Hoima RRH, Kiboga DLG and Kyankwanzi DLG, Kamuli DLG,

267 officers were trained in formulation and implementation of capacity development plans. The Knowledge Management Policy and Strategy for the Uganda Public Service were finalized and presented to the Senior Management Team. The purpose of the knowledge management policy is to provide the normative framework and give orientation for the public services of Uganda to effectively manage knowledge and information to improve organizational performance and to foster Uganda´s transformation into a sustainable knowledge society.

Induction Trainings Conducted by the Civil Service College Uganda: Due to budgetary constraints and lack of an updated training policy, the Civil Service College Uganda (CSCU) could not implement the Annual Capacity Building Plan and as a result only induction trainings were prioritized. The CSCU inducted 1,024 Officers (643 males, 381 females) in the districts of Pakwach, Kwania, Mitooma, Butebo, Tororo, Moroto Regional Referral Hospital and MoPS. Details of inductions funded under the Government of Uganda are shown in Table 3.5.

Table 3.5: Induction trainings conducted by the Civil Service College as at 30th, June 2023

Institution/LG	Training Programme	Funding Category	Target group	Males	Females
Pakwach	Induction	Government of Uganda	Newly recruited	76	53
Kwania	Induction		Newly recruited	123	75
MoPS	Induction		Newly recruited	23	17
Mitooma	Induction		Newly recruited	56	41
Butebo	Induction		Newly recruited	84	48
Moroto RRH	Induction		Newly recruited	63	35
Tororo	Induction		Newly recruited	**106**	**59**
Total				**643**	**381**

Source: Author's Compilation

3.3.1 Design and implement a Rewards and Sanctions System

The planned output was Rewards and Sanctions Committees oriented in 15 MDAs and 40 LGs. The performance of the intervention was poor at 45% as most training activities under this output were on performance improvement plans instead of actual rewards and sanctions. However, the status of implementation is presented hereafter:

Rewards and Sanctions Committees Oriented in 15 MDAs and 40 Local Governments: The RSC were oriented in 26[26]out of 40 LGs and 6[27] out of 15 MDAs by MoPS. The role of the committees was to ensure the level of performance of MDAs on an annual basis. The orientation was on performance improvement plans that had been covered under other sub programmes hence a duplicated output. However, the rewards and sanctions framework was developed by MoPS prior to the orientation and rewards and sanctions committees were in place and functional in LGs and MDAs.

3.3.2 Empower MDAs to Customize Talent Management (Attract, retain and motivate public servants)

The planned outputs for FY 2022/23 were:

  i.   Selection manuals and guidelines produced

Kamuli MC, Kaliro DLG, Bugiri DLG, Namayingo DLG, Mayuge DLG, Mukono DLG, Mukono MC, and Buikwe DLG.

[26] Kagadi, Kabale MC, Nakaseke DLG, Kiryandongo DLG, Nakasongola DLG, Luweero, Masindi DLG, Masindi MC, Buikwe DLG, Lugazi MC, Kira MC and Njeru MC.

[27] MoDVA, MWE, MoES, MoTWA, Jinja RRH and Kayunga RRH.

ii. Human resource analytics conducted for selected 20 HR officers certified
iii. Guidelines on management of salary, wage, pension and gratuity developed
iv. Recruitment plans, wage, pension and gratuity budget prepared
v. Recruitment and staffing levels of Parish Development Model structures in 20 LG monitored
vi. Management of wage, payroll, and pension gratuity by MDA/LGs monitored
vii. Regional engagements with Public Officers in furtherance of the pre-retirement curriculum;
viii. Technical support provided to all MDAs and LGs in managing decentralized wage, pension and gratuity management
ix. A total of 68 LGs with fully constituted District Service Commissions
x. Declared vacancies filled
xi. Capacity built for competence-based recruitment
xii. Competence-based recruitment system instituted in the Public Service
xiii. Interview assessment tools and guidelines reviewed

The overall intervention performance was fair at 53%. This was attributed to the partial implementation of the planned outputs. The status of implementation is presented hereafter:

Selection Manuals and Guidelines produced: The Public Service Commission finalised the selection manuals and the proposed assessment tools, a review of the guidelines for handling requests for selection tests in District and City Service Commissions was completed and a report on the challenges faced in appointing and approving members of Service Commissions was in place.

Human Resource Analytics Conducted and Certified for the Selected 20 HR Officers: The HR analytics was conducted for the selected 20 Human Resource Officers across the Public Service including Local Governments and these were trained and certified in the first cohort. The participants (the inaugural team/ first cohorts) were purposively selected across ministries, departments and local governments based on the size of the Ministry and satisfactory reports from respective supervisors. These were from 13[28] districts.

The second cohort comprised of 35 human resource officers from 20[29] districts and municipalities and these were assigned to review big data in the Human Capital Management System for human resource decisions. The course was sponsored by and conducted online by the Ministry of Public Service, and coordinated by a consultant from India.

The training was aimed at strengthening the capacity of the human resource professionals from MDAs and LGs to understand the role of human resource analytics in strategic human resource management, forecasting and therefore effective human resource predictions, and increased organization productivity as well as transitioning human resource professionals from an overtly transactional to a more transformational role. Interviews with human resource officers from the districts of Iganga, Lira, Jinja, and Gulu revealed that the officers would use human resource analytics skills in decision making, estimating the future likelihood and designing policies for the future.

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[28] Moroto, Mbale, Iganga, Jinja, Lira, Mbarara, Adjumani, Kasese, Entebbe, Kampala, Arua, Wakiso, and Gulu.
[29]Municipalities: Entebbe, Busia, Rukungiri LGs; Kalangala, Kassanda, Kayunga, Kiboga, Mubende, Bulambuli, Kamuli, Katakwi, Kibuku, Amolatar, Kotido, Lira, Omoro, Otuke, Zombo, Bushenyi, Rukungiri and Rwampara.

Recruitment Plans, Wage, Pension and Gratuity budget prepared for the whole Public Service: Recruitment plans, wage, pension and gratuity budget for FY 2022/23 were prepared and submitted to MFPED. Requests were cleared for recruitment plans for 46 MDAs and LGs costing Ug shs 71,935,954,793. However, the number of MDAs and LGs requesting wage, gratuity and pension supplementary increased from 15% to 64% in FY 2022/23 due to the enhancement of salaries for health workers and Secondary science teachers. Further field findings revealed that there were irregularities e.g. recruitments beyond cleared positions and funds on accelerated promotions in UI-E positions in LGs and recruitments without authority e.g. in Universities and some LGs. However, the ban on recruitment especially in LGs in the Health and Education sectors affected service delivery. Accountability for salary arrears, pension and gratuity was slow in most LGs monitored.

Management of Wage, Payroll, Pension and Gratuity monitored by MDA/LGs: A wage bill of Ug shs 5,985.40bn was allocated for FY2022/23. However, following the salary enhancement for scientists, the wage bill was revised upwards to Ug shs 6,868bn. This represented an increment of Ug shs 509.29bn (9.3%) from the wage bill of FY 2021/22 of Ug shs 5,476bn.

By 30th June, 2023, the wage bill of Ug shs 4,88bn had been spent with deficits of salary for scientists in the Agriculture Extension, Primary Health Care and Secondary Education that have attracted salary arrears. The poor planning has subsequently resulted in wage supplementary.

This was addressed by MFPED and most LGs monitored paid out the funds, while unspent wage balances were realized in the districts of Luweero, Bullisa, Bududa, Gulu, Nwoya, Fort Portal, Manafwa, Lira, and Mukono amongst others. Some of the reasons for the unspent funds included delays in deployment of Secondary school teachers by the Ministry of Education and Sports , delays in approval of recruitment plans by Ministry of Public Service , late releases of funds by Ministry of Finance, Planning and Economic Development (MFPED), delays in approving District Service Commission members by the respective District Executive Committees e.g. in the districts of Mukono, Masindi, and Nakasongola districts and this is affecting service delivery. Additionally, some local governments received higher supplementary budgets than what was requested. For example, Iganga requested Ug shs 600 million but got Ug shs 1.5bn amongst others.

A case of underpayment was in Packwach District Local Government amongst others where an Education Assistant in salary scale U7 Upper earning a salary of Ug shs 499,684 instead was paid Ug shs 24,000 which demotivated the staff and attracted salary arrears.

Regional Engagements with Public Officers in the Pre-Retirement Curriculum: A National online pre-retirement training was conducted for 700 public Officers from LGs and MDAs. Pre-retirement presentations were made to 470 public Officers (35 officers for the Ministry of Foreign Affairs, 85 for the Ministry of Internal Affairs, 20 officers for the Ministry of East African Community Affairs, 75 for Mbale Regional Referral Hospital, 50 for Mulago Specialized Women Hospital, 200 for the DPP, and 5 for Administrator General's Office. Financial advice and planning, retirement savings schemes, readiness for retirement, and will writing among others were major topics during the training to prepare public officers for retirement.

Technical Support Provided to all MDAs and LGs: Technical support on budgeting for decentralized wage, pension and gratuity was provided to 28[30] LGs, six Cities including Hoima, Fort Portal, Mbarara and Masaka, 14[31] Regional Referral Hospital (RRH), six National Referral Hospitals like Entebbe National Referral Hospital (NRH), Mulago Specialized Women Hospital and 7 universities - Mountain of the Moon, Busitema Lira, Kabale and Gulu. However, management of pensions under the decentralization system remained a challenge partly attributed to incompetent human resource personnel with corrupt tendencies, inadequate pension records /information; and migration of inconsistent pension details to the votes. And delays of pensioners and staff to access payrolls on time.

Status of City and District Service Commissions: A total of 77 out of 145 (135 DSC and 10 CSCs) had fully constituted DSCs (with 5 members), 57 DLGs had functional but not fully constituted DSCs whereas 10 were non-functional and not fully constituted. The non-functional districts without DSCs included Mukono, Masindi Kyenjojo, Budaka, Kakumiro, Madi-Okollo, Namayingo, Bugweri, Arua, Fort Portal Cities which had pending submissions to PSC related to the delayed nomination of DCS members by respective District Executives Committees arising out of political fights and as a result service delivery has been affected, recruitment plans and payroll management resulting into unspent balances on wage. The trend of functionality of DSCs and (City Service Commissions (CSCs) for the last three FYs is illustrated in Figure 3.2.

Figure 3.2: Trend analysis on the status of DSCs and CSCs as at 30th June 2023
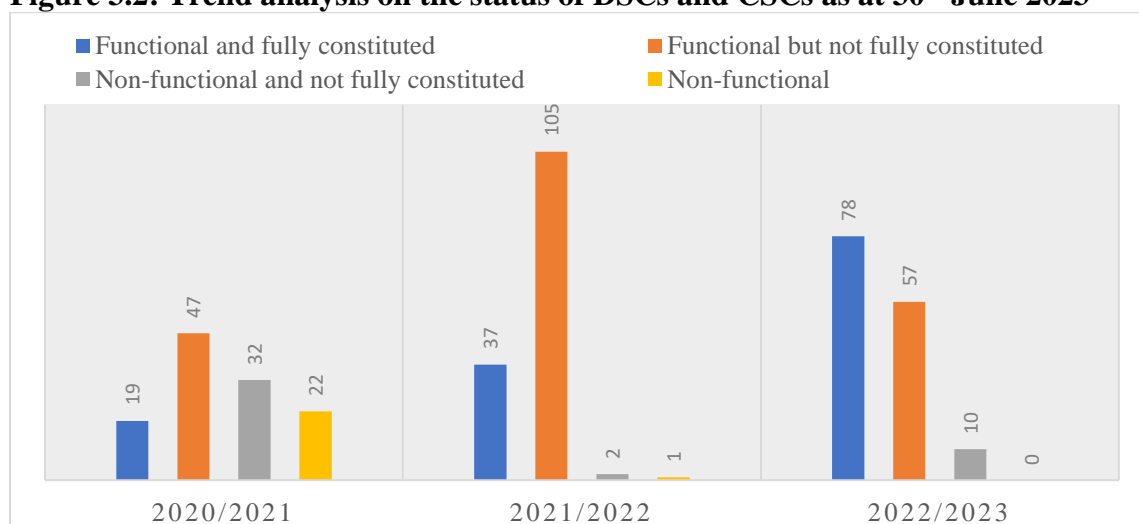
Source: PSC, Report on the Status of DSCs, June 2023

The functional and fully constituted DSCs and CSCs increased from 19 to 78 between FY 2020/21 and FY 2022/23, whereas the non-functional and not fully constituted decreased from 32 to 10 in the same period.

Declared Vacancies Filled: The Public Service Commission filled 80% out of the 95% declared vacancies. These included 476 appointment-related cases, and 336 confirmations in appointment, 34 study leave, 9 for noted of interdiction. A competence-based recruitment and

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[30] Agago, Lamwo, Kiryandongo, Alebtong, Oyam, Nebbi MC, Nwoya, Bugiri, Busia, Kamuli, Tororo, Bulambuli, Namayingo, Nakapiripriti, Bunyangabo, Kitagwenda, Masindi, Masindi MC, Ibanda MC, Ntungamo, Gomba, Mpigi, Kabale, Lyantonde, Rakai, Mbarara, Rukungiri, Rubanda, and Kyenjojo.
[31] Hoima RRH, Soroti RRH, Moroto RRH, Jinja RRH, Mbale RRH, Mulago NRH, Fort Portal RRH, Mubende RRH, Gulu RRH, Lira RRH, Arua RRH, Kabale RRH, Kiruddu NRH, Mbarara RRH, and Masaka RRH.

selection manual was developed and disseminated, and selection tests were conducted in 35 DSCs, 3 CSCs of Arua, Gulu, and Mbarara, and 20 MDAs.

Interview Assessment Tools and Guidelines Reviewed: The PSC reviewed a total of 78 competence assessment tools. The guidelines included - handling requests for selection examinations for the District/City Service Commission; operations of the selection systems department; and development of job competence profiles.

3.3.3 Roll out the Human Resource Management System (payroll management, work leave, e-productivity management inspection

The objective of the Human Capital Management (HCM) is to facilitate automation of all human resource management functions and processes to seamlessly integrate with other key Government ICT systems. These include the Integrated Financial Management System (IFMS), National Identification System, Programme Budgeting System (PBS) and Payroll Management System. The HCM System was rolled out to MDAs and LGs by the MoPS through the IPPS support in three phases (Phase 1 - 60 sites; Phase 2 -100 sites; and Phase 3- 88 sites). The vendor was M/s SYBYL Limited from Sri-Lanka.

The benefits of HCM include: payroll cleaning through automated authentication of public officers, improved turn-around time and accuracy of payroll processing, salary and pension payment, informed HRM decision making, and improved allocation of resources where the HCM was to facilitate the Government to easily identify its manpower skills. The four planned outputs for FY 2022/3 were; i) Early life support to 160 HCM sites ii) HCM rolled out to 100 MDAs and LGs; iii) stakeholder engagement and change management conducted; and (iv) employee master data, establishment and transaction data for 88 votes cleaned.

The overall intervention performance was fair 73%. The status of implementation is presented hereafter:

Early Life Support to 160 HCM sites: Early life support was offered to 60 Votes of 100 sites (60%) to increase system usage, and strengthen uptake and module utilization during phase one. Most HR functions were automated in the 60 sites; however, the only functional module was Payroll Systems as evidenced in Mbarara, Soroti University, and Bushenyi-Ishaka among others. For example, Soroti and Lira DLGs saved each a total of Ug shs 500m each arising out of the master data cleaning by MoPS. Employee data for 60 phase 2 votes were cleaned and assignments mapped to the aligned staffing structures.

HCM rolled out to 100 Votes: The HCM change management and readiness assessments were rolled out to 69 votes, these included 50 votes under Phase 1, and 19[32] votes under Phase 2. The Human Resource Management modules automated in these votes included: establishment management control, human resource planning, recruitment, payroll and deductions, performance management, leave and absence management, disciplinary procedure and retirement and pension management, recruitment management, time and attendance, training

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[32] Mbarara RRH, Kawempe Specialized NRH, Hoima RRH, Fort Portal RRH, Kayunga RRH, Jinja RRH, Busitema University, Entebbe RRH, Soroti RRH, Moroto RRH, Arua RRH, Koboko MC, Kiruddu Specialized NRH, Lira RRH, Gulu RRH, Mulago Specialized W&NH, Masaka RRH, Nansana MC, Butabika NRH, Ibanda MC. HCM Change management and readiness assessment was undertaken in 50 Phase-2 HCM sites. Namely; Kabale MC, Kisoro MC, Rukungiri MC, Rwampara DLG, Ntoroko DLG, Kasese MC, Mubende RRH, and Bunyangabo DLG among others.

and development, employee information manager, employee life cycle, self-service and mobile application, grievance handling, disciplinary procedure among others. However, in the LGs monitored - Lira, Mbarara, Soroti, and Mubende only one module was operational that is the payroll management.

In Mbarara LG, the HCM was good although occurrence of system errors still existed. The payroll register was sent to the district however the payee was not deducted on the IFMS. Staffing positions not on the structure were not entered into the system. There were also cases where some salary scales were not on the HCM and other payments were paid out as duty allowance.

In Soroti LG, the officers appreciated HCM as time saving since they are able to capture payroll data on time, generation of supplier numbers, calculation of payment files was made easy instead of waiting for Ministry of Public Service.

Stakeholder Engagement and Change Management Conducted: Structures for 58 Votes under phase 2 were aligned and uploaded on HCM, while employee data for 60 Votes under the same phase were cleaned and assignments mapped to the aligned structures and positions. Readiness assessment and change management were conducted in 100[33] Votes.

3.3.4 Develop and Operationalize an E-document Management System

The planned outputs were: i) Electronic Document and Records Management System (EDRMS) rolled out and operationalised in 8 MDAs and 2 LGs; ii) Officers sensitized on Electronic Document and Records Management System. The implementing entity is MoPS.

The overall intervention performance was good at 80%. The status of implementation is presented hereafter:

Electronic Document and Records Management System rolled out and Operationalised in 8 MDAs and 2 LGs: The EDRMS was rolled out and operationalised in 8 MDAs and 2 LGs where only two out (MoICT and NG and NITA-U) of eight MDAs were rolled out due to budget constraints.

Officers Sensitized on Electronic Document and Records Management System: The MoPS sensitized 14 action officers at the MoICT and NG on the EDRMS. One presentation was made to heads of departments and a demo on EDRMS was conducted resulting in the conversion of 767 personnel files into digital files.

3.3.5 Review the Existing Legal, Policy, Regulatory and institutional Frameworks to standardize regulation and benefits in the Public Service

The planned outputs for FY 2022/23 were: i) Support supervision on implementation of human resource   policies and procedures in 16 MDAs and 24 LGs provided; ii) Technical guidance on HR policies and procedures provided to 20 MDAs and 40 LGs; iii) 100% of decisions of

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[33] Kawempe Specialized NRH, Electoral Commission, Hoima RRH, Fort Portal RRH, Mityana MC, Hoima City Council, Hoima DLG, Kayunga RRH, China-Uganda FHN, Iganga MC, Bugiri MC, Busia MC, Busitema University, Lugazi MC, Jinja RRH, Entebbe RRH, UCI, Soroti RRH, Kotido MC, Abim DLG, Kumi MC, Mukono MC, UHRC, Makindye-Ssabagabo MC, Nebbi MC, Arua RRH, Koboko MC, Madi-Okollo DLG, Arua DLG, Kiruddu Specialized NRH, DPP, Kitgum MC, Lira RRH, Gulu RRH, Gulu University, APAC MC, KIRA MC, Nansana MC, Mulago Specialized W&NH, Masaka RRH, Kalangala DLG, Lyantonde DLG and Masaka DLG, Kabale MC, Kisoro MC, Rukungiri MC, Rwampara DLG, Rukungiri DLG, Ntoroko DLG, Kasese MC, Mubende RRH, Bunyangabo DLG, Kabarole DLG, and Mityana DLG.

appointing authorities implemented; iv) Development of the Human Resource Management Bill finalized; v) Heads of human resource in MDAs and LGs guided on human resource policies and procedures.

Others included: vi) Consultative committees established and supported; vii) Four Public Service Negotiating and Consultative Council meetings held; viii) 100% of grievances and complaints from Public Service Labour Unions and individuals handled. The implementing entity is MoPS.

The overall intervention performance was poor at 39% MDAs as the planned outputs were not in line with the intervention as revealed by field findings presented hereafter:

Support Supervision on implementation of Human Resource Policies and Procedures in MDAs and LGs Provided: The MoPS reported to have provided support supervision on the implementation of HR policies and procedures in 51[34]entities. However, the findings in LGs indicate the human resource policies have been in existence and implemented in most LGs visited.

Technical Guidance on Human Resource Policies and Procedures provided to MDAs and LGs: This was done in 88 [35] MDAs and 247 [36] LGs. In the Local Governments monitored - Kiryandongo, Bukedea, Kaliro, Kyegegwa, Kibuku, Mityana, and Luweero, findings revealed that this was a duplicated output as above and a waste of resources.

Public Service Negotiating and Consultative Council Meetings held and Council activities coordinated: All grievances and complaints from Public Service Labour Unions and individuals were handled for former staff of the Ministry of Science, Technology and Innovation (MoSTI), and Trade Unions (Uganda National Teachers Union and Uganda Medical Workers Union) that intended to take strike action and withdraw labour.

3.3.6 Sub-programme Conclusion

The performance was fair at 56%. Strategic Human Resource Management is a core function in the implementation of PSTP, however most planned outputs are not strategic while others are the duplicated. For instance, the rewards and sanctions, review of human resource policies. The Annual Capacity Building Plan, and Talent Management Framework were developed and all not implemented, there were unspent balances on wage, pension and gratuity in FY 2022/23,

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[34] Nakasongola, Madi-Okollo, Zombo, Yumbe, Pakwach, Buliisa, Kibaale, Kiryandongo, Masindi, Hoima, Kisoro, Rukungiri Kabale, Ntungamo, Rubanda, Terego, Adjumani, Moyo, Kikuube, Rukiga, Ibanda MC, Ntoroko and Kitagwenda, Hoima, Fort-Portal, Mbarara, Masaka, Jinja, Mbale, Soroti, Lira, Gulu and Arua, Namisindwa, Budaka, Bugweri, Ntungamo, Rwampara, Lyantonde,Lamwo, Nwoya, Mbale City Mbale DLG, Mbale RRH, Mbarara City, Mbarara DLG, Mbarara RRH, Gulu City, Gulu DLG, Gulu RRH, cities of Hoima, Fort Portal, Mbarara, Masaka, Jinja, Mbale, Soroti, Lira, Gulu and Arua.

[35]MoH, MoLG, MoES, MWE, MoDVA, MLHUD, MoFA, MoTIC MoIA, MEMD, MFPED, MoICT & MAAIF, OPM, MoJCA, State House, PSC, JSC, ESC, DPP, DEI, OP, Mulago NRH, Moroto NRH, Butabika NRH, Kiruddu NRH, UNMA, KCCA, and Makerere University.

[36]Alebtong, Arua, Adjumani, Amudat, Amolatar, Buvuma, Bukwo, Busia, Buhweju, Bulambuli, Buliisa, Bushenyi, Budaka, Bugiri, Bukomansimbi, Bundibugyo, Bunyangabo, Bugweri, Buyende, Butambala, Butaleja, Bukedea, Entebbe, Gomba, Hoima, Iganga, Ibanda, Isingiro, Jinja, Kasanda, Kasese, Kaliro, Kyotera, Kayunga, Kiboga, Kagadi, Kumi, Kitagwenda, Kyegegwa, Kapchorwa, Kanungu, Kikuube, Kyankwanzi, Kisoro, Kalangala, Kamwenge, Kiryandongo, Kaberamaido, Kyenjojo, Kibaale, Kwania, Kamuli, Kaabong, Kole, Kibuku, Kakumiro, Kalaki, Koboko, Kabale, Lwengo, Luwero, Lyantonde, Luuka, Lira, Moyo, Madi-Akollo, Masaka, Mbarara, Masindi, Mityana, Mpigi, Mitooma, Mbale, and Mukono.

in LGs and delays the implementation of recruitment plans in LGs. The rolling out the Human Capital Management System to LGs was slow and as some result irregularities in the payroll management in some LGs persist coupled with slow accountability of salary and pension, gratuity arrears in LGs still exist.

Challenges

1. Slow pace of the rollout of the HCM and EDRMS in LGs to address the irregularities in payroll management, performance management and records management.
2. High unspent wage, pension and gratuity attributed to delayed clearance from MoPS and delayed release of funds from MFPED that were released late in May, 2023.
3. Persistent political fights resulting in delayed nomination of members of DCSs in some LGs and this has affected the management of the payroll and stifled service delivery in the health and education sectors in e.g. in the districts of Mukono, Masindi, Bullisa, Kikuube and Fort Portal and Hoima Cities amongst others.

Recommendations

1. The MoPS and MFPED should expedite the rollout of the HCM systems in the public sector to address all HR-related challenges.
2. The MoPS and MFPED should implement the phased salary enhancement strategy and a salary review commission should be put in place to address salary enhancement and disparities in the Public Service that are demotivating staff
3. The MoPS should hasten the update of the training policy and the Civil Service College in liaison with MFPED should strengthen the training of all public servants in, talent management, mindset change, strategic human resource management, Human resource analytics, policy analysis and transformational leadership
4. The MoLG should intervene in resolving political fights in LGs and Cities since these have affected nominations of members of the DSCs and stifled service delivery.

3.4 Decentralization and Local Economic Development Sub-programme

The sub-programme has four interventions, namely: i) Strengthening collaboration of all stakeholders to promote local economic development; ii) Increasing participation of non-state actors in planning and budgeting; iii) operationalising the parish model; and iv) Building LG fiscal decentralization and self-reliance capacity. The interventions are implemented by the MoLG, MFPED, PSC and MoICT and NG through the Uganda Broadcasting Corporation (UBC).

Financial Performance

The approved budget FY 2022/23 for the sub-programme was Ug shs 8.489bn, of which Ug shs 8.309bn (98%) was released and Ug shs 8.309bn (100%) spent by 30th June 2023. This was a very good release and absorption performance.

Sub-programme Performance

Annual monitoring focused on all three interventions and the overall sub-programme performance was fair at 51%. Two out of three interventions achieved fair performance and one had poor performance, indicating the sub-programme was yet to achieve the its objective. *Refer to Annex 4 for details of the sub-programme and intervention, and outputs performance.* The key constraint under the sub-programme was the poor supervision of LGs on the PDM. The performance is shown in (Table 3.7).

Table 3.7: Overview of the Interventions Performance as at 30th June 2023

Intervention	Performance status	Remarks
Strengthening collaboration of all stakeholders to promote local economic development		Fair (achieved 50%). The LED Strategy was developed in 28 planned LGs by MoPS and critical positions filled of CAOs, in LGs for 88% out of the planned 95% by MoLG.
Operationalize the parish model		Fair (achieved 60%). MoLG recruited Parish Chiefs for most LGs. However, supervision was poor due to poor motivation.
Build LG fiscal decentralization and self-reliance capacity		Poor (achieved 45%). The planned outputs were not in line with the intervention.

Source: Author's Compilation

Details of performance for the four interventions are presented hereafter:

3.4.1 Strengthen Collaboration of all Stakeholders to Promote Local Economic Development

The two planned outputs were: i) LGs supported to develop LED strategies, ii) 95% of critical positions in Local Governments filled of Chief Administrative Offices, Deputy CAOs, Town Clerks of Cities and Municipalities and Heads of Department). The implementing entity is the MoLG.

The overall intervention performance was fair at 50%. The status of implementation is presented hereafter:

LGs supported to develop LED strategies: A total of 28 LGs from all regions were supported by the MoLG to develop their LED strategies. The composition of the LED committees included - the Chairperson, Ssecretary and three members. However, these were not fully functional except for Mbarara City, Nwoya and Oyam districts. Field findings from Packwach, Mbale, Pallisa, and Bukedea districts revealed that the LED strategies were in place, however, the majority of LGs had no LED initiatives because of budget shortfalls and capacity issues.

For example, Gulu DLG had a Local Economic Development and Investment Committee (LEDIC) an initiative by the LED Department, MoLG and the MoTIC, comprising the Chairperson (CAO), Secretary (Commercial Officer), other members were all heads of the departments and representatives of the private sector, media, civil society among others. The main objective of LEDIC was to enhance resource mobilization especially widening the local revenue base in the district. However, they were constrained by the meagre resource envelope.

Critical Positions in Local Governments filled: The PSC received declarations of 100 vacancies for various positions as follows: CAO (12), DCAO (37), Town Clerk City (10), Town Clerk Municipality (11), Deputy Town Clerk City Council (10) and Town Clerk City Division (20) however, field findings revealed a total of 245 vacancies were to be filled. For the CAOs 124 were filled, and 11 not filled; while for the DCAOs 80 were filled and 55 were not filled respectively, while all Town Clerks and City positions were filled as illustrated in Table 3.8.

Table: 3.8: Critical Positions filled and status of vacant positions as at 30ᵗʰ June , 2023

Position	Filled	Vacant
Chief Administrative Officer (CAO)	124	11
Deputy Chief Administrative Officer (DCAO)	80	55
Town Clerk (Cities)	10	0
Town Clerk (Municipalities)	31	0
Total	**245**	**66**

Source: PSC, Status Report of DSCs, June 2023

A total of 245 positions were filled and 66 positions were vacant and as a result this has affected service delivery in LGs.

3.4.2   Operationalize the Parish Development Model

The planned output was to monitor 100LGs on the Parish Development Model and by 30ᵗʰ June 2023, implementation of the PDM was coordinated through the recruitment of parish chiefs and establishment of the necessary infrastructure which enabled LGs to harmonize work plans and PDM national roll-out exercises. Performance was fair at 60%.

Most LGs and Cities monitored recruited Parish Chiefs, Principal Town Agents and Parish Development Committees were in place and functional. Formation of Enterprise groups and PDM Savings and Credit Cooperative Organization (SACCOs) was concluded in most LGs monitored and funds released to respective Enterprise groups.

Challenges

1. Lack of a retooling budget for Parish Chiefs and Community Development Officers (CDOs) like transport, phones, and iPads for data collection, thus a high rate of absenteeism of parish chiefs in their respective stations thus affecting implementation of the PDM.
2. The LED Department under MoLG and District Commercial departments spearheading LED in LGs are understaffed and underfunded with unclear governance structures to guide them. Some districts have LED committees but are non-functional,
3. Following the recent promotion of DCAOs to the positions of CAO some DLGs had no replacements and this has created work overload in the administration departments in LGs.

Recommendations

1. The MoLG and MFPED should work out modalities for retooling the recently recruited parish chiefs.
2. The MFPED should revise the budgets of the LED Department in MoLG and the District Commercial Departments.
3. The MoLG should hasten the deployment of DCAOs to LGs.

3.4.3 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. The lead implementing agency is the Local Government Finance Commission (LGFC).

The planned outputs were:

i)   Grants allocation formula and models in light of sector policies reviewed

ii) Financing gaps in physical planning land management function at the local government level identified

iii) ICT equipment for Local Government Finance Commission procured

iv) Stakeholder engagement carried out

v)   Negotiations between LGs and program lead institutions with decentralized services organized and facilitated

vi) Feedback and validation of budget analysis reports provided

vii) Local Government technical planning committee's capacities enhanced

Overall intervention performance was poor at 45%. There are no clear planned outputs and performance targets in line with the objective of this intervention.

Grants Allocation Formula Reviewed: The allocation formula for the seven program conditional grants was scrutinized and evaluated in light of sector policies in-build cross-cutting issues like poverty, HIV/AIDS, gender and environment. This ensured that issues of inclusiveness were taken care of in the conditional and unconditional grants in LGs.

Financing Gaps in Physical Planning and Land Management Function at the LG level identified: Research had commenced on financing gaps in physical planning and land management function at the LG level in 12[37] LGs. The function was decentralised at both the Ministry of Lands, Housing and Urban Development and LGs, however, due to budgetary constraints, both the Ministry and LGs do not give this function attention in terms of implementation.

Local Government Technical Planning Committee's Capacities Enhanced: Research commenced on financing gaps in physical planning and land management function at the LG level in 22[38] LGs. Findings showed that there was a problem with structure and reporting modality at the LG level because the Land Management and Physical Planning Unit under natural resources reports to the MWE yet matters of land should be placed under MLHUD. Under the retooling of Local Government Finance Commission, the Commission procured two desktops, one laptop, one projector and associated software.

3.4.4 Sub-programme Conclusion

The overall performance of the sub-programme was fair at 51%, as most planned outputs were not in line with the interventions and the objective which seeks to deepen decentralization and citizen participation in local development. This was attributed to limited capacity to understand and operationalize the objectives of the intervention.

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[37] Bugweri, Kalangala, Luwero, Mpigi, Sembabule, Jinja, Wakiso, Kiboga, Bukedea, Buikwe, Budaka and Mukono.

[38] Kamuli, Amuru, Pallisa, Hoima, Bugweri, Luwero, Bukedea, Kiboga, Buikwe, Sembabule, Amuria, Kapchorwa, Lira, Koboko, Mukono, Budaka, Abim, Isingiro, Jinja, Rakai, Mpigi, and Kalangala.

3.5 Business Process Re-engineering and Information Management Sub-programme

Introduction

Business process reengineering (BPR) is the radical redesign of business processes to achieve dramatic improvements in critical aspects like quality, output, cost, service and speed. Business process reengineering aims at cutting costs and process redundancies. The sub-programme objective is *to increase accountability and transparency in the delivery of services.*

The sub-programme has three interventions and these are: i) Re-engineer Public Service delivery business processes; ii) Design and implement an 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.

The performance of the sub-programme was fair at 50%. This was attributed to lack of clear budgets for the sub-programme as planned outputs are scattered in other sub-programmes.eg Government Structures. Detailed performance of the interventions is discussed hereafter:

3.5.1 Re-engineer Public Service Delivery Business Processes

The planned outputs for FY 2022/23 were: i) Service Uganda Centres (SUCs) established and operationalized and technical support provided to votes on integrating service delivery models; ii) Government business processes re-engineered; iii) Capacity building for digitization and documentation of ongoing Government programmes, and iv) Public and private institutions supported to review, re-engineer their processes, automate and deliver services online. The lead implementing agencies are MoPS, and MoICT and NG

The Regional Service Centres were established and operationalized, and public service delivery systems catalogued and re-engineered, however, outputs were budgeted for in other programmes. The status of implementation is presented hereafter:

Service Uganda Centres established and operationalized and technical support provided to votes on integrating service delivery models: The purpose of the Service Uganda Centres is to provide important services at a single location and to save time for both the clients and Government officials. For example, the Kasese One Stop Service Centre experienced an increase in clientele from 2,144 in 2021/22 to 12,022 in 2022/23 as illustrated in Figure 3.3, so the Proportion of commonly sought services accessible at the SUCs was at 84% against 74%. The most common services sought included commercial services, NSSF information, PDM, and Operational Wealth Creation services among others.

Figure 3.3: Trends of clientele served at Kasese Service Centre from 2021 to 2023
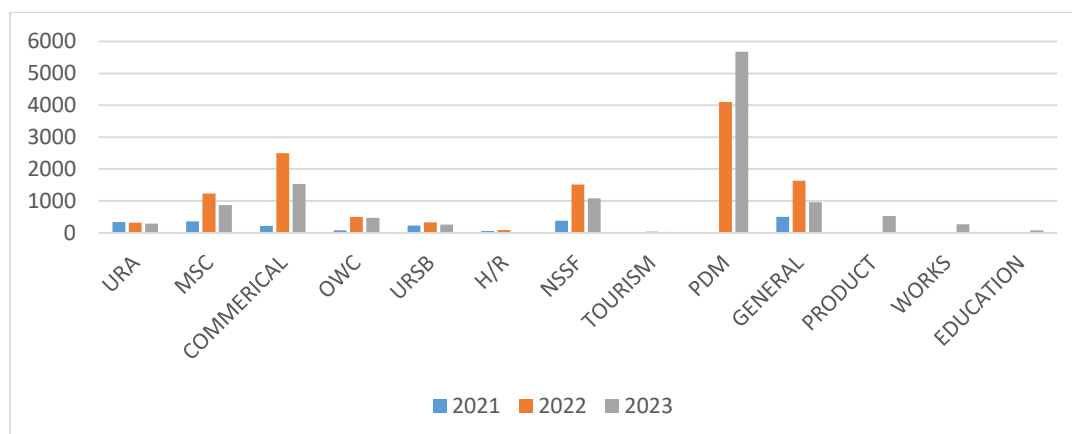
Seven massive sensitization and capacity-building workshops on the establishment and operationalization of Service Uganda Centres were carried out in MDAs and its affiliated institutions, and 10 cities.

A total of 374 Senior and Middle Managers (Permanent Secretaries, Executive Directors, Chief Accounting Officers, Town Clerks and Technical Officers) were sensitized on the establishment and operationalization of the Service Uganda Centres. Technical support on the operationalization of the SUCs was provided to leaders in Adjumani, Hoima, Kamwenge, Rukungiri, and Kasese districts. However, the output was budgeted for under the Government Structures and Systems Sub-programme.

Left: Exterior view of Hoima Service Centre Uganda; Right: Town Clerk Hoima West Division registering for child birth certificates at the Service Uganda Centre

Government Business Processes Re-engineered: The MoPS planned to re-engineer four Government Business Processes. These included the management and supply of drugs system under the Ministry of Health; land registration system under the Ministry of Lands, Housing and Urban Development (MLHUD); civil marriages and management system under Uganda Registration Service Bureau (URSB); and the supply and distribution of agricultural inputs system under Ministry of Agriculture, Animal Industry and Fisheries (MAAIF).

By 30th June 2023, two out of the four planned systems were re- engineered. These included the Performance Evaluation and Management System under the Uganda National Bureau of Standards, and the Administration and Registration of Marriages System under URSB. However, the output was budgeted for under the Government Structures and Systems Sub-programme.

The National Information Technology Authority - Uganda (NITA-U) rolled out the data-sharing platform to 30 public and private entities bringing the cumulative number of entities on board to 116 entities. In addition, a total of 10 websites were developed and maintained in LGs and MDAs.

Challenges

1. Lack of clear policy and operational guidelines, and, insufficient training in the public service at all levels on Business Process re-engineering.
2. Lack of coordination of various institutions including LGs in the planning and budgeting.

Recommendations

1. The MoPS and MFPED should engage business process reengineering consultants to train the entire public sector on business process reengineering.

2. The MoPS should emphasize synergy amongst the implementing agencies, programme working group and LGs in planning and budgeting of this intervention for objectives to be achieved.

3.5.1   Sub-programme Conclusion

Business process re-engineering is revaluating and updating business systems to efficiently accomplish numerous improvements in the business processes leading to improved customer service, reduced costs and faster processing time. There is limited capacity to fully understand and operationalize the objectives of this intervention in the entire Public Service.

CHAPTER 4: CONCLUSION AND RECOMMENDATIONS

4.1 Programme Conclusion

The overall performance of the Public Sector Transformation Programme was fair at 54%. A total of 50 outcome performance indicators were reviewed, of which 12 (24%) attained very good performance, while 12 (24%) had good, 9 (18%) had fair, 10 (20%) had a poor score. Seven indicators (14%) had no data so were not assessed. Failure to achieve the intended outcomes was attributed to weak linkages, synergy and collaboration by implementers of the sub-programmes within the MoPS, concerned institutions and LGs especially the human resource departments. This resulted in poor planning and budgeting, poor work ethics and mindset of public servants, failure to attract staff in strategic positions, inadequate skills in strategic human resource management, and business process reengineering and transformational leadership. The MoPS is yet to provide clear policy guidelines on the rollout of the Balanced Scorecard as a strategic measurement tool, so the performance management systems both in MDAs and LGs are disjointed.

4.2 Programme Challenges

1. Weak linkages, synergy and collaboration by the Programme Working Groups and implementers of the sub-programmes within the MoPS, institutions and LGs resulted in poor coordination, duplication, planning and budgeting. For instance, most human resource managers in LGs monitored are not well conversant with the sub-programmes under the PSTP.

2. Salary disparities across the public service remain a challenge to improved service delivery and the slow pace of rationalization has caused demotivation and anxiety amongst staff. This has resulted in high rates of absenteeism amongst teachers, health workers, medical consultants and parish chiefs.

3. The freeze on recruitment in LGs has affected service delivery at the District, City and Municipal levels yet the average staffing level at the district level stands at 57%.

4. Delayed clearances of recruitment plans and late releases by the MoPS and MFPED and unspent wage leading to a shortage of staff in critical areas such as the education and health sectors. In addition, the failure of LGs to attract staff in strategic positions resulting in officers acting for more than six months and as a result, some Accounting Officers in LGs have made accelerated submissions of promotions of staff in U1E to DSCs without clearance from MoPS and MFPED. This was noted in the LGs of Pallisa, Budaka, Manafwa, Bududa, Namisindwa, Kiryandongo, and Fort Portal City amongst others and this is affecting service delivery because the officers lack the relevant work experience.

5. The slow pace of the rollout of the Human Capital Management, Electronic Document Management Systems resulting in continued payroll irregularities in LGs.

6. Insufficient training and lack of clear guidelines to LGs by the MoPS in the rollout of the Balanced Scorecard as a strategic management tool so most LGs visited had no clear guidance on measurement performance initiatives.

7. The continued political fights in some DLGs have delayed the nomination of members to DSCs, this has stifled service delivery in key sectors in LGs and affected the implementation of recruitment plans and payroll management. This was noted in the DLGs of Mukono, Masindi, Kikuube, Hoima and Fort Portal cities amongst others.

4.3 Programme Recommendations

1. The MoPS, other implementing institutions together, the sub-programme working groups and LGs should coordinate the strategic planning and budgeting for the programme.

2. The MoPS and MFPED should work out modalities of minimizing salary disparities, for example consideration of standardized, transparent salaries, fair compensation. They should also carry out a comprehensive audit of parish chiefs, health workers including consultants, and teachers to address the high rates of absenteeism in the public service.
3. The MFPED should hasten the audit of the public service payroll to address recruitment challenges in the key sectors since the ban is affecting service delivery.
4. The MoPS should coordinate with the MoLG and develop clear policy guidelines on the management of the Balanced Scorecard as a strategic performance initiative in the entire public sector. Business reengineering consultants should be brought on board to train the entire public service and the training policy for implementing the Annual Capacity-Building plan should be hastened.
5. The MoPS and MFPED should expedite the rollout of the HCM systems and rationalization of agencies.

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ANNEXES

Annex 1: Public Sector Transformation Programme Monitored for FY 2022/23

Vote	Sub-Programme	Sampled Intervention	Sampled Districts/ Institutions
MoPS, OPM	Strengthening Accountability	Review and strengthen the client charter feedback mechanism	MoPS, OPM, Mityana, Mubende, Kyegegwa, Kyenjojo, Gulu City, Gulu District LG, Oyam, Nwoya
		Strengthening public sector performance management	Kiryandongo, Iganga, Nakasongola, Bukedea, Kumi, , Mbale
		Develop and enforce service and service delivery standards	Mbarara, Ntungamo, Bukedea, Kumi, Mbale, Iganga, Lira, Oyam Kiryandongo
		Enforce compliance with the rules and regulations	Kikuube, Hoima, and Soroti City, Iganga, Kikuube, Hoima and Soroti City, Nakasongola, Manafwa, Bukedea
MoPS,	Government Structures/ Systems	Restructure government institutions (MDAs and sectors)	MoPS Headquarters
JSC, MoPS		Review and develop management and operational structures	Kabale, Mbale, Luweero, Jinja and Mbarara
MoPS, MoDVA		Rationalize and harmonize policies to support public service delivery	MoPS, MoDVA
MoPS, NITA-U, PSC	Human Resource Management	Undertake nurturing of civil servants through patriotic and National Service training	Packwach, Mitooma, Mbarara, Ntungamo, Oyam, Soroti, Kumi Bukedea, Mbale and Mbale City, Jinja
		Design and implement a rewards and sanctions system	Bullisa, Rukiga, Nakasongola, Bushenyi, Mbarara, Ntungamo
		Empower MDAs to customize talent management	Soroti, Kumi, Bukedea, Mbal and Mbale City
		Roll out the Human Resource Management System	Mbarara, Bushenyi-Ishaka MC, Kabale University, Soroti, Mbale, Jinja,
		Develop and operationalize an E-document management system	MoPS, MoICT NG

Vote	Sub-Programme	Sampled Intervention	Sampled Districts/ Institutions
		Review the existing legal, policy, regulatory and institutional frameworks	MoPS, IG
MoLG, MEACA	Decentralization and Local Economic Development	Strengthen collaboration of all stakeholders to promote LED	Mbale, Bukedea, Hoima, Bullisa, Lira, Mbale district, Soroti City, Soroti district, Gulu, Packwach, Paliisa
MFPED		Increase participation of Non-State Actors in Planning and Budgeting	MFPED
MoLG, UBOS		Operationalize the parish model	Mbale, Isingiro, Bukedea, Ntungamo, Hoima, Bullisa, Rukiga, Kabale, Oyam, Lira
LGFC		Build Local Government fiscal decentralization and self-reliance capacity	Pallisa, Hoima, Luweero, Bukedea, , Lira, Koboko, Budaka, Isingiro, Jinja
MoPS	Business Process Re-engineering and Information Management	Re- Re-engineer public service delivery business processes	Mbale, Jinja, Hoima

Source: Authors' Compilation

Annex 2: Performance of Strengthening Accountability for Results as at 30th June 2023

Interventions	Outputs	Outputs Performance						Remark
		Financial Performance			Physical Performance			
		Annual Budget (Ug shs bn)	% of budget received	% of budget spent	Annual Target	Cum. Achieved Quantity	Physical Performance Score (%)	
Strengthening public sector performance management	Programme /Performance Budgeting integrated into the individual performance management framework	0.583	88.8	99	7	2.1	33.79	Funds were spent on trainings in performance management, balanced scorecard, client charter, and performance improvement plans
	1682 Retooling of Public Service	2.947	78.4	99	4	1.5	47.82	Funds were spent on the procurement of ICT equipment.
Develop and enforce service and service delivery standards	Compliance Inspection undertaken in MDAs and LGs	0.507	94.5	97	2	1	52.91	Compliance was enforced 57% of funds released were spent on travel inland and fuel.
	National Service Delivery Surveys 2020 and 2024 undertaken and reports disseminated	0.010	50.0	100	1	0.8	100	National service delivery survey results were disseminated.
Enforce compliance with the rules and regulations	Assets Declarations for all leaders received on time	0.745	97.2	100	1	0.5	51.44	verifications of leaders' declarations of income assets and liabilities were conducted.

	Disciplinary cases with complete submissions considered and concluded	3.538	100	97	2	1	50	Funds were spent on handling disciplinary cases in district service commissions.
Average Output Performance							56	
Outcome Performance								

Outcome Indicator	Annual Target		Achieved	Score (%)	Remark
Level of compliance with SDS in MDAs and LGs	0.67		0.5	75	
% of Archives reference materials accessible online	0.1		0.05	50	
Percentage of IG recommendations implemented.	0.6		0.15	25	
Average Outcome Performance				49.9	
Overall sub-programme Performance				53.9	*Fair performance*

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

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

Interventions	Outputs	Output Performance						Remark
		Financial Performance			Physical Performance			
		Annual Budget (Ug shs)	% of budget received	% of budget spent	Annual Target	Cum. Achieved Quantity	Physical performance Score (%)	
Review and develop management and operational structures, systems and standards	Records Management Systems set up in MDAs and LGs where they are lacking	0.539	95.2	92.6	8	4.5	59	Records management systems were set up in MDAs and LGs; talk shows were conducted at 6 radio stations. At least 32% of the funds were spent on salaries.
	Compressive Restructuring of MDAs and LGs undertaken and Reports produced	4.118	67.6	99.6	3	0.7	35	Structures for ministries, agencies, hospitals and public universities were reviewed, approved and submitted for Implementation.
Rationalize and harmonize policies to support public service deliver	Job description and person specifications reviewed and developed	0.360	99.5	90.1	1	0.7	70	A Productivity Measurement Framework for the Public Service was produced 43% of the budget was spent on Allowances and other outputs like job Descriptions and Person Specifications of the jobs, and schemes of service for cadres were developed.
	Total	**5.017**	**72.9**	**97.7**	**-**	**-**	**55**	

	Annual Target	Achieved	Score (%)	Remark
Average Output Performance			55	
Outcome Performance				
Outcome Indicator	**Annual Target**	**Achieved**	**Score (%)**	**Remark**
% of MDAs and LGs with structures aligned to their mandate and the National Development Plan	0.9	0.5	56	
% of structures void of overlaps and duplications	0.9	0.5	56	
Level of satisfaction of clients with the re-engineered systems' turnaround time	0.61	0.4	66	
Average Outcome performance			**58.9**	
Overall sub-programme Performance			**56.1**	*Fair performance*

Source: IFMS data/ MoPS, Field Findings

Annex 4: Performance of Human Resource Management and Policy Sub-programme as at 30ᵗʰ June 2022

Interventions	Outputs	Outputs Performance						Remark
		Financial Performance			Physical Performance			
		Annual Budget (Ug shs)	% of budget received	% of budget spent	Annual Target	Cum. Achieved Quantity	Physical performance Score (%)	
Empower MDAs to customize talent management (Attract, retain and motivate public servants)	Decentralized management of salary pension and gratuity	0.496	98.8	99.5	7	4	57.83	A total of 35 HROs from MDAs and LGS were trained in HR analytics, Guidelines on the Management of wage, recruitment, pension, gratuity, performance management was undertaken.
	The public service pension fund	0.181	100	100	2	1	50	National online pre-retirement training for 700/500 public officers was conducted.
	Human resource planning and development framework	0.429	95.4	90.1	7	4	59.93	The annual Public Service Capacity Building Plan was produced and disseminated, technical support supervision to 30 MDAs and 39 LGs on Human Resource Planning.
	Approved recruitment plans	0.814	100	98.5	1	0.5	50	A total of 86 DLGs had constituted DSC, Jinja City Iganga, Kibuku, Kyegegwa, and Kyenjojo among others.
	Vacant positions filled with competent staff	1.586	100	96.8	2	1	50	Declared vacancies were filled by PSC.
	commissions equipped with assistive devices	0.388	100	100.0	1	0.5	50	The commission procured and installed Job Access with Speech (JAWS) software, However, funds were used for other competence-based recruitment and selection, and an update of the job competence profile.
Roll out the Human Resource Management System	HCM System rolled out	3.687	81.3	100	5	3	73.8	Technical guidance on the implementation of HR Policies and Procedures was provided by MoPS.

Outputs Performance							Remark
Interventions	**Outputs**	**Financial Performance**			**Physical Performance**		
		Annual Budget (Ug shs)	% of budget received	% of budget spent	Annual Target	Cum. Achieved Quantity	Physical performance Score (%)	
	Capacity of built in RIM	0.107	100	100	1	0.8	80	At least 62% of funds released were on allowances, 29% on welfare and entertainment.
Review the existing legal, policy, regulatory and institutional frameworks	Support Supervision on implementation of HR Policies and Procedures in MDAs and LGs provided	0.394	97.5	90.3	6	2.50	42.72	100% of decisions (352 cases) of appointing authorities were implemented by 234 males and 124 females.
	Public Service Negotiating and Consultative Council meetings held and 100% of Grievances and complaints from Public Service Labour Unions and individuals handled	0.311	71.0	100.0	2	0.52	36.61	Three Public Service Negotiating and Consultative Council Meetings were held. 74% of the budget was spent on allowances.
	Total	**8.393**	**90.3**	**98.1**			**55.09**	
Average Output Performance							**55.94**	
Outcome Performance								
Outcome Indicator				Annual Target	Achieved	Score (%)	Remark
% of employees earning salary according to their salary scales				1	0.6	60	
% of MDAs and LGs paying salary and pension by 28th				1	0.95	95	
Percentage uptake of the automated RIM (EDRMS) system				0.19	0.025	13	
Average Outcome performance						**56.1**	
Overall Sub-programme performance						**56.0**	*Fair Performance*

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

Annex 5: Performance of Decentralization and Local Economic Development as at 30th June 2023

Interventions	Outputs	Financial Performance			Physical Performance			Remark
		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	Regions supported to develop their LED strategies.	0133	100	99	3	1.5	50	All 28 planned LGs were supported to develop LED strategies, however there were constrained by budgetary and capacity issues by MoLG.
	Critical positions at in Local Governments filled	1.082	100	100	1	0.5	50	A total of 88 positions were filled by MoLG.
	Coordinate implementation of the Parish Development Model	0.200	100	100	1	0.6	60.	Most LGs and cities visited had recruited parish chiefs, principal town agents
Build LG fiscal decentralization and self-reliance capacity	Technical support provided in identified areas of weaknesses in compliance with legal requirements	0.488	100	100	3	1.5	50	This was implemented through meetings of negotiations between the central and LGs by the LGFC.
Average Output Performance							52.5	
Outcome Performance								

Outcome Indicator	Annual Target	Achieved	Score (%)	Remark
% of approved critical positions in	0.78	0.4	51	
Percentage share of the National budget between Central and LGs	0.17	0.05	29	

Increase in local revenue mobilization, %	0.25	0.15	60	
Average Outcome performance			**46.9**	
Overall Sub-programme Performance			**50.5**	*Fair performance*

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