



PUBLIC SECTOR TRANSFORMATION PROGRAMME

Annual Budget Monitoring Report

Financial Year 2024/25

September 2025

Budget Monitoring and Accountability Unit
Ministry of Finance, Planning and Economic Development
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ABBREVIATIONS AND ACRONYMS

BSC	Balanced Scorecard
CAO	Chief Administrative Officer
CSCU	Civil Service College Uganda
CSI	Circular Standing Instructions
DLGs	District Local Governments
DSCs	District Service Commissions
EDMS	Electronic Document Management System
EDRMS	Electronic Document and Records Management System
FY	Financial Year
HCM	Human Capital Management
HR	Human Resource
HRM	Human Resource Management
IFMS	Integrated Financial Management System
IPPS	Integrated Personnel and Payroll System
LGFC	Local Government Finance Commission
LGRMIS	Local Government Revenue Management Information System
LGs	Local Governments
MDAs	Ministries, Departments and Agencies
MEMD	Ministry of Energy and Mineral Development
MLHUD	Ministry of Lands, Housing and Urban Development
MoES	Ministry of Education and Sports
MoFPED	Ministry of Finance, Planning and Economic Development
MoLG	Ministry of Local Government
MoPS	Ministry of Public Service
MPS	Ministerial Policy Statement
MTIC	Ministry of Trade, Industry and Cooperatives
NDP III	Third National Development Plan
NRCA	National Records Centre and Archives
OAG	Office of the Auditor General
PBS	Programme Budgeting System
PDM	Parish Development Model
PPPs	Public-Private Partnerships
PSC	Public Service Commission
PSTP	Public Sector Transformation Programme
RAPEX	Rationalisation of Agencies and Public Expenditure
RRH	Regional Referral Hospital
UBC	Uganda Broadcasting Corporation
UBOS	Uganda Bureau of Statistics
UAC	Uganda AIDS Commission



FOREWORD

The Government of Uganda outlined strategies, for FY 2024/25, to restore the economy back to the medium-term growth path with the ultimate vision of a self-sustaining, integrated economy. The strategies emphasized accelerating commercial agriculture, fostering industrialization, and expanding both service sectors and digital transformation. Key areas of focus included enhancing market access and leveraging technological advancements to drive economic growth.

The strategic interventions that were prioritized under various programmes included: roads under Integrated Transport and Infrastructure Services; electricity under the Sustainable Energy Development; irrigation under Agro-Industrialization; Industrial parks under Manufacturing; support to medical schools and science-based research and development under Human Capital Development; as well as oil and gas among others.

The Annual programme assessments have been made, and it was established that performance was fairly good. This implies that programmes are on track, but with a lot of improvements required. The challenges noted, are not insurmountable. These monitoring findings form a very important building block upon which programmes can re-strategize for FY 2025/26.

The government has embarked on the 10-fold growth strategy that demands for enhanced efficiency and effectiveness within programmes. We cannot afford to have fair performance scores hence forth, as this will jeopardize the prospects of doubling the economic growth rates in the medium term.

Partick Ocailap

For Permanent Secretary/ Secretary to the Treasury



EXECUTIVE SUMMARY

The Public Sector Transformation Programme (PSTP) is a flagship reform initiative under Uganda's Third National Development Plan (NDP III), aimed at strengthening the state's capacity to drive sustainable national development. The programme seeks to enhance government effectiveness, boost Uganda's appeal as an investment destination, and curb corruption in Public Service delivery.

To realise these goals, the PSTP prioritises strengthening accountability and transparency across all levels of government, streamlining institutional structures for more efficient service delivery, and improving the strategic management of human resources to cultivate a professional, performance-driven Public Service. It also deepens decentralisation and encourages active citizen participation in local economic development, while reinforcing measures to promote transparency and eradicate corruption.

Led by the Ministry of Public Service (MoPS), the PSTP acts as a catalyst for reforms that embed efficiency, accountability, and a results-oriented culture, positioning Uganda's Public Service as a key driver of inclusive growth and national transformation.

A comprehensive review of the programme's sub-interventions was conducted for the period 1st July 2024 to 30th June 2025. The evaluation drew on multiple evidence sources, including progress reports, stakeholder consultations, and independent output verification, to ensure a robust assessment of performance against the annual targets.

Overall Programme Performance Highlights

Financial Performance

In FY 2024/25, the Public Sector Transformation Programme (PSTP) absorbed 99% of its US\$ 209.56 billion budget, up from 97% the previous year. Most funds went to the Strategic Human Resource Management Sub-programme for payroll, pensions, and digital reforms, while Business Process Re-engineering and Information Management received the least. The National Identification and Registration Authority (NIRA), the National Information Technology Authority – Uganda (NITA-U), and Kampala Capital City Authority (KCCA) absorbed 100%; while the Public Service Commission (PSC) 99%, the Ministry of Public Service (MoPS) and the Ministry of Local Government (MoLG) absorbed above 95%. Arrears of US\$ 2.96 billion were cleared, leaving US\$ 2.04 billion unspent owing to pension adjustments and deferred activities. Overall, financial discipline and payroll efficiency improved.

Physical Performance

In FY 2024/25, the programme achieved fair overall performance of 65%, driven by strong budget absorption, a payroll efficiency rate of 95%, training of over 10,000 officers, and progress in the Rationalisation of Agencies for Expenditure Efficiency (RAPEX) reforms. These gains highlighted improvements in payroll management, capacity building, and adoption of digital reforms such as the Human Capital Management (HCM) and Electronic Document and Records Management System (EDRMS).

At the outcome level, however, performance fell short of National Development Plan (NDP III) targets. The Government Effectiveness Index stagnated between -0.4 and -0.5, the Corruption Perceptions Index remained weak at 26–28, and Uganda's Global Competitiveness ranking fluctuated between 115th and 121st. Out of 53 indicators assessed, 34% were fully achieved, 38% moderately achieved, 25% not achieved, and 4% not evaluated.



Key gaps persisted in citizen satisfaction (55% against 65%), corruption conviction rates (50%), alignment of pay to the salary structure (15%), and Local Government financing (14% against 25%). Rural broadband coverage remained low, at 32%, fewer than half of Parish Development Model (PDM) enterprises were sustainable, and awareness of NDP III interventions stood at just 40%.

Sub-Programme Performance Highlights

Strengthening Accountability for Results Sub-programme: The sub-programme registered fair performance of 67.8% in FY 2024/25, slightly below the previous year. Financial absorption improved to 96% and output performance to 71.1%, but outcomes dropped to 61.7%. Gains were made in performance management 83.3%, service delivery standards 75–80% , and expansion of the Local Government Revenue Management Information System (LGRMIS) to 50 districts. However, enforcement remained weak, the Leadership Code stalled at 50%, fund recovery reached only USh 38 billion against a target of USh 100 billion, and citizen satisfaction fell to 55%.

Government Structures and Systems Sub-programme: Performance improved to 72.2% with nearly full absorption of funds. RAPEX rationalised structures in 60 Agencies, 14 Ministries, and 20 Local Governments, records compliance improved to 76%, and the EDRMS rollout included 550 trained officers. Recruitment timelines reduced from 12 to 7 months, while outcome performance averaged 76.7%. Despite these achievements, only 60% of approved structures were implemented owing to wage ceilings, client satisfaction with new systems remained low, at 56%, and heavy allowance spending reduced cost effectiveness.

Strategic Human Resource Management Sub-Programme: The sub-programme posted good performance, at 72.8%, up from 70.5%. Payroll efficiency reached 95%, arrears fell by 94%, and performance appraisal compliance rose to 82%. Training exceeded 10,000 officers, records retrieval times dropped to five minutes, and recruitment efficiency improved. Outcomes scored higher 77.9% than outputs 70% Yet professional certification remained very low (0.14% vs. 0.8%), adoption of EDRMS was at 51% against a 70% target, and attrition in health and ICT cadres exceeded 20%. Citizen use of accountability tools was also low, at 11%.

Deepening Decentralisation Sub-Programme: Performance stood at 63.8%, slightly higher than the previous year, with complete absorption. Training covered 16 Local Governments (LGs) on Local Economic Development (LED) Committees and 12 on public-private dialogues, while the Parish Development Model (PDM) achieved 70–75%. Fiscal decentralisation had mixed results: budget consultations scored about 80%, but oversight of urban councils was weak (50%). Outcome performance remained low, at 55.3%, with LG budget shares remaining stagnant at 14%, and LED structures being functional in only half of the districts. Staffing of critical positions improved from 70% to 78%. Training and staffing progressed, but fiscal empowerment, institutional functionality, and value for money remained weak.

Business Process Re-Engineering and Information Management Sub-Programme The sub-programme achieved 66% performance, down from 68%. Financial absorption was 99%, but physical delivery declined to 66%. ICT integration, e-Citizen services, and Application Programming Interface (API) reached only 50–75% of targets, and outcome performance remained at 0% for the second year. Nonetheless, shared service transactions rose to 185 million, website satisfaction improved to 89%, media reach expanded to 45%, and compliance with media standards rose to 95%



Workforce, Payroll, and Pension Management: Between 2020 and 2023, Uganda's Public Service workforce expanded from 329,633 to 366,574 employees, reflecting an 11% increase. However, the number dropped to 356,504 in 2024 following payroll cleaning by the Auditor General and the ongoing rationalisation of government agencies. By FY2024/25 the workforce remained largely stable as the government maintained a freeze on general recruitment, permitting hiring only for critical and replacement positions.

The rollout of the Human Capital Management (HCM) system significantly improved payroll accuracy, transparency, and control. Nevertheless, staffing shortages persisted in key sectors such as health, education, and local governments due to constrained wage ceilings and gradual implementation of revised structures. Overall, from 2020 to 2025, the public service transitioned from rapid growth to a consolidation phase achieving efficiency gains but facing stagnation in workforce expansion and continued service delivery gaps.

During the same period, the wage bill rose steadily from US\$ 5.53 trillion in FY2021/22 to US\$ 8.40 trillion in FY2024/25, driven mainly by periodic salary reviews for teachers, health workers, and security personnel. However, its proportion of total government revenue declined from 19.6% in FY2022/23 to 10.9% in FY2024/25, reflecting stronger fiscal discipline but limited fiscal space for further pay rises or recruitment. Salary enhancements improved staff morale and retention yet intensified fiscal pressure and widened pay disparities across cadres.

Accountability for wage, pension, and gratuity arrears remained weak only 13% of the US\$ 42.59 billion released was properly accounted for. Pension liabilities continued to rise, with 87,121 beneficiaries and an allocation of US\$ 1.188 trillion for FY2024/25. Early retirements increased to 1,810 in FY2024/25, mainly from the teaching service, while an estimated 32,700 employees are projected to retire by 2029, raising concerns about skills loss, institutional memory gaps, and growing fiscal obligations.

Overall, decentralised payroll reforms have enhanced efficiency, transparency, and wage absorption. However, arrears management, delayed accountability reporting, and irregular cash releases remain persistent challenges. Sustaining these reforms will require stronger institutional coordination among the Ministry of Finance, Planning and Economic Development (MoFPED), Ministry of Public Service (MoPS), Inspectorate of Government (IG), and Office of the Auditor General (OAG) to enforce accountability, curb financial leakages, and ensure long-term fiscal and pension sustainability.

Key Programme Challenges

1. **Slow and uneven digital adoption:** Despite investments in systems like the Human Capital Management (HCM) and Electronic Document and Records Management System (EDRMS), uptake across Ministries, Departments, Agencies (MDAs) and Local Governments (LGs) is inconsistent. Weak ICT infrastructure, limited skills, and poor change management restrict the benefits of automation.
2. **Weak accountability and anti-corruption enforcement:** Asset recovery initiatives and the "Tell Us" platform exist, but conviction rates remain low (60% vs. 79% target) and Inspectorate of Government recommendations have only 32% compliance, reducing deterrence.
3. **Poor outcome-level performance:** Several sub-programmes, especially Business Process Re-engineering and Information Management, show strong output delivery but weak outcomes, reflecting gaps in monitoring, evaluation, and the use of results in decision making.



4. Limited fiscal decentralisation and weak revenue mobilisation: Local Governments received only 14% of the national budget (vs. 25% target), while local revenue stagnated at 30% (target 37%). Reinvestment of own-source revenue was just 13% against 43% planned, with spending skewed to recurrent costs.
5. Capacity and staffing gaps: Persistent understaffing, especially in Local Governments such as Nwoya, and competence gaps in MDAs, undermine service delivery. Wage rigidities and reliance on supplementary budgets (up to 59%) further reduce operational flexibility.
6. Inefficiencies in payroll and arrears management: Salary, pension, and gratuity arrears remain poorly managed, with delays in settlement and accountability. Several MDAs and LGs recorded unspent balances of US\$ 500 million–2 billion, while inadequate gratuity budgets led to wage shortfalls and delayed payments, particularly in districts such as Nwoya.

Lessons Learnt

1. Digital transformation: Technology investments alone are insufficient. Strong institutional support, reliable ICT infrastructure, and user training are essential. The Human Capital Management (HCM) system rollout shows progress, but weak internet in rural districts and limited training continue to hinder adoption.
2. Structural reforms (RAPEX): Agency rationalisation must be legally anchored and well-sequenced to avoid service disruption. Uncertainty around mandates has caused delays, while mergers such as the Uganda Investment Authority (UIA) show the need for clear legal frameworks and transition plans.
3. Capacity building: Tailored training is more effective than generic approaches. Records management training in Kaliro and Mayuge districts had limited impact due to poor facilities, while customised mentorship for Parish Development Model (PDM) committees in Kiryandongo improved accountability.
4. Anti-corruption efforts: Digital tools like e-Government Procurement (e-GP) and the “Tell Us” platform enhance transparency but remain symbolic without enforcement. Weak follow-up and few prosecutions limit their deterrent effect.
5. Decentralisation and revenue mobilisation: Reforms succeed with citizen engagement and political support. The E-LogRev system boosted local revenue in Hoima and Mbale, Cities but where leaders lacked buy-in, compliance stayed low and underfunding persisted.

Conclusion

By 30th June 2025, the Public Sector Transformation Programme (PSTP) achieved very good financial performance with 99% absorption and notable operational gains, including payroll expansion, Service Uganda Centre designs, and training of over 10,000 officers. However, progress at the outcome level remained limited. Payroll efficiency reached 95%, but arrears accountability was only 13%, and digital reforms under HCM and EDRMS were slowed by weak ICT capacity. Accountability enforcement stood at just 32% against a 60% target.

NDP III outcome targets were largely unmet government effectiveness stagnated, corruption perceptions worsened, fiscal decentralisation remained at 14% versus a 25% target, and competitiveness stayed low. Overall, while financial discipline and operational outputs were strong, systemic transformation was slow. Accelerating digital reforms, strengthening accountability, improving arrears management, enhancing local fiscal autonomy, and investing in capacity building are critical for achieving NDP III goals.



Key Recommendations

1. MoPS, NITA-U, and all MDAs/LGs should fast-track the integration of HCM, EDMS, and the e-Citizen platform. This requires ICT infrastructure upgrades, structured training, and strong change management to ensure the adoption and efficient use of digital systems.
2. IG, MoJCA, and MoFPED should strengthen the capacity of the IG and Judiciary to speed up investigations, prosecutions, and enforcement of anti-corruption measures. Automated compliance dashboards and public scorecards should be introduced to enhance transparency and citizen engagement.
3. MoPS, the OPM, and the NPA should establish a results-based Monitoring and Evaluation (M&E) framework linking outputs to outcomes across PSTP sub-programmes. Real-time analytics and dashboards should be used to track progress, identify bottlenecks, and guide evidence-based reforms.
4. MoFPED, the MoLG, and the Local Government Finance Commission (LGFC) should review fiscal allocation frameworks to raise LGs' budget share towards the 25% NDP III target. LGs should modernise revenue collection, strengthen compliance, and reinvest locally generated revenue into infrastructure and development priorities.
5. MoPS and MoFPED should integrate HCM with financial systems to ensure timely release and accountability for salary, pension, and gratuity arrears. Budgets for gratuity and wages should be safeguarded, with regular payroll audits and field verification to reduce unspent balances and delays, especially in underfunded districts like Nwoya.
6. MoPS and Civil Service College Uganda (CSCU) should accelerate recruitment to fill critical vacancies and expand training and professional certification programmes. Performance-linked incentives and career progression pathways should be introduced to retain skilled staff and improve institutional competence.



CHAPTER 1: INTRODUCTION

1.1 Background

The Ministry of Finance, Planning and Economic Development's mission is: “*To formulate sound economic policies, maximise revenue mobilisation, and ensure efficient allocation and accountability for public resources to achieve the most rapid and sustainable economic growth and development*”. Through its Budget Monitoring and Accountability Unit (BMAU), the Ministry monitors the implementation of government programmes and projects by assessing both financial and physical performance indicators against planned targets. The BMAU's mandate supports budget execution, accountability, and improved service delivery.

Since the inception of the Third National Development Plan (NDP III) in FY 2020/21, the Budget Monitoring and Accountability Unit (BMAU) has been conducting Programme-Based Monitoring to assess performance against the targets and outcomes outlined in the Programme Implementation Action Plans (PIAPs), programme work plans, and Ministerial Policy Statements, with the process continuing through to its conclusion in FY 2024/25.

The annual field assessment of government programmes and projects for FY 2024/25 involved the verification of fund disbursement and expenditure by implementing entities and beneficiaries, the outputs and intermediate outcomes achieved, assessed gender and equity compliance in budget execution, and reviewed adherence to Environmental, Social, Health, and Safety (EUSH) safeguards in projects. Additionally, the process examined the cohesion between sub-programmes and identified key implementation challenges.

The monitoring covered the following programmes: Agro-Industrialisation; Community Mobilisation 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, therefore, presents monitoring findings of the Human Capital Development Programme for the budget execution period from 1st July 2024 to 30th June 2025.

1.2 Public Sector Transformation Programme

The Public Sector Transformation Programme contributes to Objective 5 of NDPIII, whose aim is to “*strengthen the role of the state in guiding and facilitating development*”. This is to be achieved through increasing the effectiveness and efficiency of the public sector in response to the needs of the citizens and the private sector. The programme is delivered through five sub-programmes, namely: (i) Strengthening Accountability for Results; (ii) Government Structures and Systems; (iii) Strategic Human Resource Management; (iv) Deepening Decentralisation and Local Economic Development; and (v) Business Process Re-engineering and Information Management.

The lead agency is the Ministry of Public Service, and other implementing MDAs include: The Ministry of Information and Communication Technology and National Guidance (MoICT&NG); the National Identification and Registration Authority (NIRA); the Ministry of Local Government (MoLG); Uganda Broadcasting Corporation (UBC); and the Public Service Commission (PSC). Others are the Local Government Finance Commission (LGFC), and the Inspectorate of Government (IG).



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 decentralisation 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 executed through five distinct sub-programmes, namely: Strengthening Accountability for Results; Government Structures and Systems; Strategic Human Resource Management; Decentralisation and Local Economic Development; and Business Process Re-engineering and Information Management.

1.5 Programme Key Outcomes

The key results to be achieved over the NDP III period included:

- i. Increase the Government Effectiveness Index from -0.004% to -0.58.
- ii. Reduce corruption as measured by the Corruption Perception Index from 33.2% to 26%.
- iii. Increase the attractiveness of Uganda as an investment destination as measured by the Global Competitiveness Index from 54.2% to 48.9%



CHAPTER 2: METHODOLOGY

2.1 Scope

This Annual Monitoring Report presents progress made in implementing interventions under the Public Sector Transformation Programme across its five sub-programmes. The monitoring process involved the analysis and tracking of inputs, activities, outputs, and intermediate outcome indicators, as specified in the Programme Implementation Action Plan (PIAP), Ministerial Policy Statements, and annual and quarterly work plans. It also reviewed progress and performance reports from Ministries, Departments, Agencies (MDAs), and Local Governments (LGs) for FY 2024/25. Annex 1 provides a detailed list of the interventions, planned outputs, and intermediate outcome indicators reviewed for each sub-programme and by respective MDAs, Votes, and LGs.

By 30th June 2025, a total of 21 interventions were reviewed and monitored to strengthen public sector performance and service delivery. The interventions focused on key institutional reforms, policy enhancements, and operational improvements, and included the following:

- i. Reviewing and strengthening the Client Charter feedback mechanism to enhance public demand for accountability.
- ii. Developing and enforcing service and service delivery standards.
- iii. Strengthening public sector performance management.
- iv. Enforcing compliance with established rules and regulations.
- v. Restructuring government institutions (MDAs and sectors) to align with new programme planning, budgeting, and implementation frameworks.
- vi. Reviewing and developing management and operational structures, systems, and standards.
- vii. Rationalising and harmonising policies to support effective public service delivery.
- viii. Undertaking the nurturing of civil servants through patriotic and long-term national service training.
- ix. Designing and implementing a comprehensive rewards and sanctions system.
- x. Empowering MDAs to customise talent management strategies aimed at attracting, retaining, and motivating public servants.
- xi. Rolling out the Human Resource Management System (HRMS), covering payroll management, productivity management, work leave, and electronic inspections.
- xii. Developing and operationalising an e-Document Management System to improve efficiency and information management.
- xiii. Reviewing the existing legal, policy, regulatory, and institutional frameworks to standardise regulation and benefits within the Public Service.
- xiv. Upgrading public sector training programmes to improve their relevance and impact.
- xv. Strengthening collaboration among all stakeholders to promote Local Economic Development (LED).
- xvi. Increasing the participation of non-state actors in planning and budgeting processes.
- xvii. Operationalising the Parish Development Model (PDM) to enhance service delivery at the community level.

These interventions collectively contributed to building a more responsive, accountable, and results-oriented Public Service, aligned with the national development objectives.

Interventions selected for annual monitoring were prioritised based on their alignment with revised programme priorities following the NDP III Mid-Term Review, their direct

contribution to the achievement of planned outputs, the scale of financial investment, the incorporation of gender and equity considerations, and the availability of completed or advanced deliverables for verification. The focus of monitoring was on progress towards the delivery of planned outputs within the reporting period, rather than on final outcomes or beneficiary impact

2.2 Approach and Sampling

Both qualitative and quantitative methods were used in the monitoring exercise. Physical performance of planned outputs and intermediate outcomes was assessed by tracking various indicators, evaluating progress against reported expenditures, and the achievement of interventions. A combination of random and purposive sampling was employed to select sub-interventions and outputs from the Programme Implementation Action Plans (PIAPs), Ministerial Policy Statements (MPSs), and progress reports from the respective Ministries, Departments, Agencies, and Local Governments (MDALGs).

To map interventions against annual targets outlined in the Vote MPSs and quarterly work plans, multi-stage sampling was conducted at four levels: i) sub-programmes; ii) sub-sub-programmes; iii) Local Governments; and iv) project beneficiaries. Regional representation was ensured in the selection of districts and planned outputs.

2.3 Data Collection

Data was collected using both primary and secondary methods. Secondary data was obtained through a review of key policy and planning documents, including the MPSs for FY 2024/25, National and Programme Budget Framework Papers, PIAPs, the Third National Development Plan (NDP III), quarterly progress reports, MDA work plans, project reports, the Budget Speech, Public Investment Plans, and approved estimates of revenue and expenditure. Additionally, data was extracted and analysed from systems such as the Integrated Financial Management System (IFMS), the Programme Budgeting System (PBS), the Budget portal, the Integrated Personnel and Payroll System (IPPS), and the Human Capital Management (HCM) systems.

Primary data collection involved consultations and key informant interviews with institutional heads, project or intervention managers, household heads, and service beneficiaries at various implementation levels. Focus group discussions (FGDs) were conducted with beneficiaries, where applicable. Field visits across selected districts were made to triangulate findings using observation and photography.

2.4 Data Analysis

A combination of qualitative and quantitative methods was used to analyse the data. Qualitative data was reviewed to identify common issues, themes, and patterns that helped explain the experiences of beneficiaries and the events observed in the field. Additionally, insight-based analysis (interpretive analysis) was applied, where the monitoring teams provided independent judgements and interpretations based on their direct engagement and field observations.

Quantitative data was analysed using advanced Microsoft Excel tools to generate descriptive statistics, including percentages and averages.

Comparative analysis was conducted across outputs/interventions, intermediate outcome indicators, and overall programme scores. Performance was rated based on the extent of



achievement against annual targets, with the overall programme performance computed as the average of the respective sub-programme scores.

Financial performance was assessed by examining both the budget releases and the funds absorption (expenditure) rate. The overall programme performance is an average of individual sub-programme scores assessed. Performance ratings for both programme and sub-programme levels were based on the criteria outlined in Table 2.1. A colour-coded system was applied to rank performance as follows: green (very good), yellow (good), light gold (fair), and red (poor).

Table 2.1: Assessment guide to measure the performance of projects monitored in FY 2024/25 score performance

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

Source: Authors' Compilation

2.5 Ethical Considerations

Introduction letters from the Permanent Secretary/Secretary to the Treasury were issued to the respective MDAs and LGs visited. Entry meetings were held with Accounting Officers or their delegated representatives at the start of each monitoring exercise. Consent was obtained from all respondents, including programme and project beneficiaries. All information collected during the budget monitoring exercise was handled with strict confidentiality and used solely for analysis to inform decision making, policy reviews, and service delivery improvements.

2.6 Limitations of the Report

1. **Overlap between sub-programmes:** There was continued duplication between the Business Process Re-engineering and Government Structures and Systems Sub-programmes. This overlap created difficulties in distinguishing resource allocations and measuring performance results independently. As a result, it became challenging to track progress accurately and assess the impact of each sub-programme, which undermined accountability and evaluation.
2. **Misalignment between outputs and budgeted interventions:** Several planned outputs were budgeted under incorrect interventions, leading to inconsistencies between planning and financial execution. A notable example was the strengthening of the Client Charter feedback mechanism, which was misclassified under a different intervention. This misalignment disrupted effective tracking and limited the ability to allocate resources directly to the intended outcome area.

2.7 Structure of the Report

The report is organised into the following chapters: (1) Introduction; (2) Methodology; (3) Programme Performance; and (4) Conclusion and Recommendations



CHAPTER 3: PROGRAMME PERFORMANCE

3.1 Overall Programme Performance

Financial Performance

The revised budget for the Public Sector Transformation Programme (PSTP) was US\$ 209.563 billion, of which 99.02% was absorbed by 30th June 2025, reflecting very good financial performance. Recurrent spending achieved complete absorption at 100%, while development spending stood at 94.7%, a slight decrease due to delays in project implementation. NIRA, NITA-U, and KCCA attained complete absorption of their allocations. By contrast, the Ministry of Public Service (MoPS) and the Ministry of Local Government (MoLG) recorded slightly lower absorption due to unutilised wage allocations resulting from unfilled positions and deferred activities. A total of US\$ 2.043 billion was returned to the Consolidated Fund, primarily from unspent wage provisions and delayed projects.

Physical Performance

The overall performance of the programme was rated as fair at both the output and intermediate outcome levels, achieving a score of 69%. This fair performance was attributed to a lack of prioritisation stemming from poor planning, which led to a misalignment between the planned outputs and the intervention and programme objectives.

The performance of the Strategic Human Resource Management and Government Structures and Systems Sub-programmes was notably good, with scores of 73% and 72%, respectively. This success was primarily due to the automation of the Human Capital Management (HCM) system across 85 Votes, which improved payroll efficiency to 95% and ensured that 98% of new staff were enrolled within 30 days. Additionally, capacity-building initiatives were effective, with over 1,600 officers trained in areas such as mindset change, induction, strategic human resource management, and analytics.

In contrast, the Strengthening Accountability Sub-programme achieved a performance score of 68%, which is also categorised as fair. The Business Process Re-engineering and Information Management Sub-programme scored 66%, and the Decentralisation of Local Economic Development scored 64%. These lower scores were largely due to insufficient government funding for Local Governments, weak reinvestment of local revenues, and limited functionality of key Local Economic Development (LED) structures, which hindered the impact of decentralisation and LED efforts.

The intermediate outcomes presented a varied performance. Payroll efficiency improved to 95% in FY 2024/25, up from 92% the previous year, though it still fell short of the 96% target. The adoption of the Electronic Document and Records Management System (EDRMS) increased significantly, rising from 5% in 2020/21 to 51% in 2024/25. However, absenteeism rose to 25%, against a target of 5%. Local revenue mobilisation stagnated at 30%, compared to a target of 37%, and the Local Government budget share declined to 14%, compared to the targeted 25%. These issues reflect limited fiscal space and centralised control over resources.

3.2 Strengthening Accountability for Results Sub-Programme

Introduction

The sub-programme aims to: i) Strengthen accountability for results across Government; ii) Verify, validate, and ensure adherence to established standards in the delivery of public services; and iii) Promote efficient, economical, and effective records and information management systems, while preserving Uganda's documented heritage for posterity.



The intended outcomes of this sub-programme are: (i) Improved responsiveness of public services to citizens' needs; (ii) Improved integration and alignment of the plans of Ministries, Departments, and Agencies (MDAs) and Local Governments (LGs) with the Third National Development Plan (NDP III); (iii) Improved performance at both organisational and individual levels; (iv) Improved quality and consistency of services delivered; (v) Enhanced capacity of the Inspectorate of Government (IG) to address citizen complaints related to maladministration and administrative injustice; (vi) Strengthened capacity of MDAs and Local Governments in handling Ombudsman complaints; (vii) Improved compliance with recruitment guidelines by Service Commissions; (viii) Enhanced responsiveness of public services to citizens' needs; (ix) Reduced cases of corruption in the Public Service; (x) Increased recovery of illicitly acquired wealth; (xi) Greater public participation in the fight against corruption; and (xii) Improved efficiency and effectiveness of anti-corruption systems.

The sub-programme was implemented by the Ministry of Public Service (MoPS), the Ministry of Local Government (MoLG), the Public Service Commission (PSC), and the Inspectorate of Government (IG). It focused on four key interventions: developing and enforcing service delivery standards; strengthening performance management; enforcing compliance with rules and regulations; and reviewing and strengthening the Client Charter feedback mechanism to enhance public demand for accountability. The planned outputs for these interventions were budgeted under public sector performance management.

Financial Performance

By 30th June 2025, the programme registered good financial management, with the entire US\$ 16.73 billion budget released and 96% absorbed. Most interventions performed well, including the Performance Management Framework and service delivery standards, at 89% utilisation, and the Local Government Revenue Management Information System, at 93% absorption. However, enforcement-related activities, such as investigations under the Leadership Code, faced delays despite high spending levels.

Physical Performance

The sub-programme registered fair overall performance of 68%, reflecting notable operational achievements but limited systemic transformation. Client engagement and accountability mechanisms showed measurable gains. For instance, client satisfaction with feedback systems reached 103% against the annual target, a result attributed to the expansion of digital platforms and increased responsiveness to citizen inquiries. Similarly, the resolution rate of Ombudsman complaints reached 167% of the planned target, primarily because of a backlog clearance exercise undertaken during the year.

The Inspectorate of Government (IG) also reported strong performance in complaint handling and asset recovery. Monitoring data showed significant recoveries in Masaka Municipality and successful audits of procurement processes in the Ministry of Works and Transport (MoWT). These outcomes were enabled by intensified investigations, improved whistleblower protection, and the implementation of the electronic Government Procurement (e-GP) system, which more effectively exposed irregularities.

However, several critical gaps persisted. Citizen satisfaction stagnated at 63.5%, below the 65% target, primarily due to health worker absenteeism in districts such as Lira and delayed service delivery in Kampala. Strategic alignment remained weak, with only 40% of individual work plans reflecting institutional priorities, particularly at the Local Government level. In anti-corruption enforcement, conviction rates dropped to 50% against a 79% target, undermining deterrence efforts. Digital accountability uptake was also poor; the Transparency, Accountability and Anti-Corruption (TAAC) system reached only 11% adoption, and the ICT

accountability platform piloted at the Ministry of Public Service (MoPS) was not operationalised.

A detailed intervention-level summary is presented in Table 3.3, while Annex 2 provides a comprehensive breakdown of targets, achievements, performance drivers, and constraints.

Table 3.1: Summary performance of interventions under Strengthening Accountability for Results Sub-programme as at 30th June 2025

Intervention	Performance Status	Remarks
Strengthen public sector performance management		Performance was good, at 83%. The Performance Management Framework (PMF) was monitored across selected MDAs and LGs. The Balanced Scorecard was rolled out but required additional technical support and user training to improve uptake and utilisation.
Develop and enforce service and service delivery standards		Performance was good, at 78%, reflecting sustained efforts in conducting compliance inspections across MDAs and Local Governments. However, enforcement of corrective actions from inspections remained weak, particularly at the subnational level.
Enforce compliance with the rules and regulations		Performance was fair, at 64%. The Inspectorate of Government concluded 312 out of a planned 220 cases, driven by increased enforcement under the 2022 Leadership Code Act. The Public Service Commission resolved 100% of disciplinary cases submitted for action.
Review and strengthen the Client Charter feedback mechanism to enhance the public demand for accountability		Fair performance, at 58%. Although planned under the broader Public Sector Performance Management intervention, the rollout faced budget constraints and lacked digital tools to fully operationalise citizen feedback mechanisms.

Source: Author's Compilation

3.2.1 Strengthen Public Sector Performance Management

The intervention, implemented by MoPS and the Public Service Commission (PSC), seeks to institutionalise a results-oriented culture by strengthening performance management systems and frameworks across government. It promotes a structured cycle of planning, implementation, monitoring, and evaluation to enhance efficiency, accountability, and service delivery.

The key planned outputs included: i) Implementation of the Performance Management Framework monitored in 20 Local Governments (LGs) and 10 Ministries, Departments, and Agencies (MDAs); ii) Implementation of the Results-Based Performance (BSC) system supported in two (2) MDAs and five (5) LGs; iii) Training to mainstream gender concerns into performance management undertaken in 10 LGs and four (4) MDAs; iv) Client Charters and feedback mechanisms implemented in 20 LGs and 10 MDAs; v) Refresher training in performance management conducted in 20 LGs and 10 MDAs; and vi) Technical support provided to 20 LGs and 10 MDAs to link PIPs to Capacity-building Plans. Detailed performance of the interventions of the Public Sector Performance Management Sub-programme is discussed hereafter:



Performance

Overall performance was good, at 83%, with implementation of performance management reforms across MDAs and Local Governments. By the end of the financial year, 66% of institutions had aligned Performance Improvement Plans, compared to the annual target of 65%. The proportion of officers achieving at least 80% of their performance targets rose to 68%, against a target of 70%, reflecting improved individual accountability. Adoption of the Balanced Scorecard framework expanded to 55%, showing steady institutional uptake, while 64% of entities operated functional performance monitoring systems, close to the annual target of 65%.

Gender integration within performance frameworks also improved, reaching 52%, against a target of 55%. However, implementation of Client Charters remained weak, with only 27% of institutions reporting compliance compared to the annual target of 40%. This indicates that while reforms strengthened performance planning, monitoring, and gender responsiveness, client orientation and citizen accountability mechanisms still lagged.

Implementation of the Performance Management Framework (PMF) monitored in 20 LGs and 10 MDAs: In FY 2024/25, the PMF was implemented in only seven of the targeted 20¹ Local Governments and three of 10² MDAs, reflecting a 33.3% performance rate. Despite low uptake, the framework led to measurable improvements in some entities. For example, Masindi District reported better health service delivery, while Iganga District improved school supervision and reduced absenteeism.

In the Uganda Prisons Service and the Ministry of Energy and Mineral Development (MEMD), the PMF enhanced performance tracking and reporting. Key challenges included staff resistance stemming from a fear of evaluation and a lack of effective enforcement. Sustained sensitisation and more decisive leadership are recommended to improve adoption.

Implementation of the Results-Based Performance (BSC) system supported in two (2) MDAs and five (5) LGs: MoPS advanced with results-based performance management by rolling out the Balanced Scorecard (BSC) system in two Central Government Ministries, MoPS and the Ministry of ICT and National Guidance (MoICT&NG), and five Local Governments including Nebbi, Pakwach, Kween, and Tororo. Over 330 officers across eight LGs and one Ministry received BSC training, which facilitated the development of performance frameworks aligned with the four BSC perspectives: Financial; Customer; Internal Processes; and Learning and Growth. Significant outputs included the formulation of Tier 1 scorecards (e.g., at Naguru Regional Referral Hospital), Tier 2 scorecards in four LGs, and partial Tier 3 cascading in Nebbi District.

The initiative enhanced awareness and technical capacity for performance planning and alignment at both central and local levels.

¹ Mpigi, Luweero, Nakaseke, Bulambuli, Bududa, Butaleja, Tororo DLG, Tororo MC, Busia, Busia MC, Butebo, Sironko, Mbale DLG, Mbale City, Kumi DLG, Kumi MC, Kalaki, Nakasongola, Kiboga, and Kyankwanzi.

² MoFPED, UPF, MoJCA, Soroti RRH, ODDP, ULRC, MoPS, MoFA and UPS.



L-R: Cascading of the balanced score card by HR Dept in Iganga District for health workers; Training on Balanced Score Card ongoing, led by PHRO and DEO, Manafwa DLG

However, full implementation was constrained by several factors. Many Client Charters were expired or in draft form, undermining effective cascading of performance indicators. Integration with digital performance tools such as the Human Capital Management (HCM) system was weak, limiting real-time performance monitoring. Additionally, resistance to change, especially at the LG level, slowed the adoption of the BSC model. These gaps highlight the need for more substantial institutional commitment, updated planning tools, and digital integration to sustain the Results-Based Management reforms.

Training to mainstream gender concerns into performance management undertaken in 10 LGs and four (4) MDAs: MoPS trained 168 officers (102 men and 66 women) from 10 Local Governments and four MDAs to integrate gender concerns into performance management systems. The training aimed to embed gender-responsive indicators into planning, monitoring, and evaluation.

Field assessments in Kalaki, Kyotera, and Buliisa Districts revealed enhanced understanding of gender-responsive planning. Kalaki LG incorporated gender indicators into sectoral work plans, while Kyotera aligned departmental plans with gender priorities. However, challenges such as funding constraints, exclusion of Gender Focal Persons (GFPs) from planning, and weak data systems limited full implementation. At the MDA level, the Ministry of Health (MoH) and Ministry of Energy and Mineral Development (MEMD) revised their frameworks, but inconsistent implementation persisted owing to inadequate inter-departmental collaboration and technical support.

Client Charters and feedback mechanisms implemented in 20 LGs and 10 MDAs: The MoPS supported the implementation of Client Charters and feedback mechanisms in 30 institutions (16 Local Governments and 14 MDAs), fully meeting the annual target. Local Governments such as Gulu City, Omoro, Mpigi, and Kumi Municipal Council introduced call-back systems, suggestion boxes, and community *barazas* to collect citizen feedback, while districts like Wakiso and Pallisa made charter commitments publicly accessible at service points.

Among the Central Government institutions, Jinja Regional Referral Hospital (RRH) established a digital complaints desk, the Inspectorate of Government integrated charter commitments into its anti-corruption hotline, and the Public Service Commission, together with the Education Service Commission, revised their charters to include clear timelines for recruitment and disciplinary cases. Butabika Regional Referral Hospital introduced a



structured patient satisfaction survey, while the Ministry of Gender, Labour and Social Development (MGLSD) linked its charter to routine performance monitoring.

The intervention strengthened citizen engagement and accountability in service delivery. However, challenges persisted, including weak ICT infrastructure in districts such as Butaleja, low awareness among citizens about how to use charters, and inadequate funding in some MDAs, such as MEMD, to sustain the monitoring of commitments. Overall, the rollout improved transparency and responsiveness. However, sustainability will require further awareness campaigns, greater investment in ICT-based feedback platforms, and integration of Client Charter indicators into performance management systems.

Technical support provided to 20 LGs and 10 MDAs to link Performance Improvement Plans (PIPs) to Capacity-building Plans: MoPS supported 20³ LGs and 10⁴ MDAs in integrating their Performance Improvement Plans (PIPs) with Capacity-Building Plans to address performance gaps through human resource interventions. A total of 420 staff (260 males and 160 females) were trained, focusing on Human Resource Officers, Planners, and Heads of Department.

Field monitoring showed positive results in some LGs, notably Gulu District, which integrated the two plans and improved budget absorption by 15%. However, many LGs, such as Bukomasimbi and Otukey, struggled to implement the integrated plans due to insufficient funding, limited technical capacity, and lack of follow-up mentorship, leading to minimal performance gains and underutilisation of the plans.

While technical support improved planning coherence, its impact varied significantly across institutions. It became evident that without dedicated resources, ongoing mentorship, and digital tools for implementation tracking, most LGs and MDAs will struggle to sustain the integration of PIPs with capacity-building strategies.

Refresher training in performance management conducted in 20 LGs and 10 MDAs: MoPS conducted refresher training in performance management for 368 officers (212 males and 156 females) across 15⁵ MDAs and 18⁶ Local Governments, against the target of 10 MDAs and 20 LGs. The training enhanced capacity in planning, appraisal, and accountability using the Public Service Performance Management Framework and the Balanced Scorecard.

Improvements were most evident in Mbale City, where over 90% of staff completed appraisals compared to 65% the previous year, and in Mukono District, where departmental work plans were aligned with NDP III outcomes. However, performance remained weak in districts such as Ntoroko and Bundibugyo, where appraisal completion and work plan alignment were below 40% and 30%, respectively, owing to limited staff knowledge, poor ICT infrastructure, and high attrition.

³ Otukey, Alebtong, Kapelebyong, Dokolo, Amolatar, Nansana MC, Wakiso, Kira MC, Makindye-Sabagabo MC, Entebbe MC, Lyantonde, Lwengo, Kyotera, Rakai, Masaka, Masaka City, Kalangala, Kalungu, Bukomansimbi, and Sembabule.

⁴ MAAIF, MoES, MGLSD, MoDVA, MoH, NAGRICDB, MOTIC, HSC, PSC, and ESC.

⁵ Mt. of the Moons University, ODPP, MGLSD, MoLG, MEMD, MoPS, MoICT&NG, MoTWA, JSC, Mulago Women's Hospital, State House, Naguru RRH, MEACA, MoES (Mango SS), and Mandela National Stadium Nambole.

⁶ Lugazi MC, Iganga, Masaka City, Masaka DLG, Kiboga DLG, Nakasongola DLG, Luweero DLG, Nakaseke DLG, Kyankwanzi DLG, Kiboga, Nebbi, Nebbi MC, Omoro, Buvuma, Mukono, Lira DLG, Kwania, and Namisindwa.



The monitoring team observed that positive results were achieved in institutions with stable staffing and ICT systems, while weaker outcomes persisted in hard-to-reach districts. Sustained technical support, ICT upgrades, and follow-up coaching were recommended to consolidate gains.

3.2.2 Develop and Enforce Service and Service Delivery Standards

The implementing entity was MoPS and the planned outputs for FY 2024/25 were: i) E-inspection tool rolled out in eight MDAs and eight LGs; ii) A human resource audit undertaken in two (2) institutions; iii) Investigative inspections undertaken in four (4) public institutions; iv) Compliance inspections undertaken in 16 MDAs and 48 LGs to assess compliance with service delivery standards; (v) The National Service Delivery Survey Report 2021 disseminated in 10 LGs; and (vi) Technical support provided to 12 MDAs and four (4) LGs to develop service delivery standards.

Performance

The intervention registered good performance, at 78%, reflecting effective delivery of planned activities, including HR audits, compliance inspections, piloting the e-inspection tool, and technical support for service delivery standards. This performance was enabled by efficient coordination and strategic use of digital tools, despite some logistical and capacity constraints.

Outcome performance was fair, at 62%. Urban MDAs and Local Governments reported improvements in service monitoring, cost efficiency, and public feedback mechanisms. However, rural areas continued to face staffing shortages, limited ICT capacity, and weak enforcement of inspection recommendations. These challenges constrained progress towards targets on service quality, institutional compliance, and citizen satisfaction. A detailed breakdown of physical performance is presented below.

E-inspection tool piloted in eight MDAs and eight LGs: MoPS rolled out the tool to nine (9) Votes (four MDAs and five LGs) against a target of eight, achieving 113% performance. MDAs included Mulago Women's Specialised Hospital, the National Genetic Resources Centre and Data Bank (NGRC&DB), the Uganda Nurses and Midwives Council, and the Ministries of Education and Tourism, Wildlife and Antiquities. Local Governments included Mukono, Nansana, Entebbe, and Njeru Municipalities, besides one additional LG.

The tool improved inspection efficiency, compliance monitoring, and transparency, with Mukono and Nansana Municipalities reducing turnaround times and costs, and Entebbe publishing inspection results for public access. However, challenges such as limited ICT skills, poor internet connectivity, and inadequate infrastructure constrained full utilisation, especially in Njeru Municipality.

Overall, the rollout exceeded expectations and demonstrated the potential of digital inspections to enhance accountability and service delivery, though sustainability will require continued capacity building, ICT investment, and mentorship support.

Human resource (HR) audit undertaken in two institutions: MoPS conducted audits in Bugweri District Local Government and the Local Government Finance Commission (LGFC) to address recruitment and payroll irregularities. In Bugweri LG, the audit uncovered payroll anomalies and irregular recruitment linked to delays in operationalising the District Service Commission (DSC), resulting in US\$ 313.2 million in irregular payments, of which US\$ 165.7 million had been recovered. Corrective measures, including fund recovery and appointment reviews, were initiated, though key reforms, such as strengthening internal controls and fully operationalising the DSC, remain incomplete.



At LGFC, the audit addressed allegations of irregular recruitment and contract non-renewals. It confirmed lawful recruitment practices per the 2023 Human Resources (HR) Manual, with most terminations due to retirement or poor performance. However, one case raised concerns about fairness. MoPS recommended enhanced communication, improved performance appraisal systems, and greater staff awareness of HR policies. Overall, the audits highlighted significant governance weaknesses in Bugweri LG and procedural gaps at LGFC, underscoring the urgent need to strengthen HR systems and institutional accountability.

Investigative inspections undertaken in four public institutions: Only two inspections were completed, falling short of the target of four. In the Kassanda District Local Government, findings included a lack of performance appraisals, restricted access to official records, and staff mistreatment. Although corrective measures were initiated, progress remained limited due to a lack of leadership commitment.

In a separate case, MoPS investigated the attempted promotion of an officer who was under criminal investigation for alleged misappropriation of funds under the Agriculture Cluster Development Project (ACDP). The investigation confirmed ongoing inquiries by the Criminal Investigation Department (CID) and the State House Anti-Corruption Unit (SHACU). As a result, the Ministry ordered the cancellation of the promotion, the interdiction of implicated officers, and the submission of all accountability documents to the CID.

Compliance inspections undertaken in 16 MDAs and 48 LGs to assess compliance with service delivery standard: MoPS conducted inspections in 34 Votes (10⁷ MDAs and 24⁸ LGs). The inspections revealed mixed levels of compliance. For example, in Mbarara City, compliance improved after the inspection highlighted weaknesses in records management and staff responsiveness, prompting corrective measures. Conversely, Bundibugyo District continued to struggle with limited staff and weak monitoring systems, which affected adherence to the standards. The findings emphasised the need for ongoing follow-up, capacity building, and closer supervision in institutions where compliance was still low.

Preparation for the National Service Delivery Survey (NSDS) 2024: The Ministry of Public Service (MoPS), in collaboration with the Uganda Bureau of Statistics (UBOS) and other stakeholders, convened two preparatory meetings for the upcoming National Service Delivery Survey (NSDS) 2024. The sessions aimed to harmonise the survey methodology, clarify institutional roles, and establish timelines for data collection and reporting.

Key discussions focused on refining data collection instruments, mobilising financial and technical resources, and identifying effective approaches to capture citizen perceptions of service delivery across sectors and regions. The meetings also provided a platform for stakeholders to agree on coordination and accountability mechanisms.

As an outcome, a comprehensive framework was developed to guide the nationwide rollout of the 2024 survey. The agreed next steps included finalising survey instruments, securing required funding, and involving civil society actors to enhance credibility, transparency, and national coverage.

⁷ Kiruddu NRH, Butabika NRH, Entebbe RRH, MEMD, MoLG, ESC, JSC, EOC, MoFA, MoICT&NG.

⁸ Kisoro, Kabale, Bugiri, Bugiri MC, Omoro, Oyam, Sironko DLG, Bulambuli DLG, Nwoya DLG, Gulu City, Mbarara DLG, Mbarara City, Nebbi, Pakwach, Bukomansimbi, Kalangala, Kasese MC, Bunyangabu DLG, Ntoroko, Bundibugyo, Namayingo, Tororo, Buliisa, and Masindi.



Technical support provided to 12 MDAs and 4 LGs to develop Service Delivery Standards: Technical support was provided to 15⁹ MDAs to develop Service Delivery Standards. At the Local Government level, MoPS disseminated the standards to 16¹⁰ districts and municipalities, including Hoima, City, Kabarole, Kasese, Buliisa, Kakumiro, Ibanda and Mubende Municipal Councils.

This intervention enabled both MDAs and LGs to establish benchmarks for service provision and to adopt systematic approaches for monitoring performance. For example, Parliament integrated the Service Delivery Standards into its legislative support services. At the same time, Hoima City mainstreamed them into its annual work plans to strengthen oversight of health and education services.

3.2.3 Enforce Compliance with the Rules and Regulations

The lead implementing agencies for this intervention included the Inspectorate of Government (IG), MoPS, the Public Service Commission (PSC) and the Ministry of Local Government (MoLG).

The planned outputs for FY 2024/25 were: i) 200 breaches of the Leadership Code investigated and completed; ii) 1,000 verifications of leaders' assets and liabilities conducted; (iii) 20 MDALGs supported to set up/reactivate internal mechanisms for grievance handling; iv) 36 boardroom sessions conducted to identify methods of quick resolution of complaints; and v) 10 systems procedures and practices of MDALGs reviewed and recommendations made; vi) 678 Ombudsman investigations in MDALGs conducted.

Other outputs included: vii) All disciplinary cases received in the financial year concluded; viii) All submitted appeals reviewed and concluded; ix) All newly appointed members of D/CSCs inducted and trained; x) 4 District Technical Planning Committees supported to comply with Local Government assessment indicators in planning, budgeting, accountability, reporting, capacity building, gender equity, HIV/AIDS, and environment performance measures; xi) Project: 1,704 Local Government Revenue Management Information System.

Performance

Overall performance was 64%, reflecting fair delivery in investigations and prosecutions, with significant recoveries and enforcement actions. However, performance was weakened by poor execution of planned asset verifications, limited institutional reforms, and incomplete support to district planning structures. Outcome performance was at 48%, indicating moderate progress towards improving public sector accountability and integrity. Despite notable gains such as convictions, sanctions, and financial recoveries, persistent non-compliance, weak reform uptake, and limited behavioural change among public officials hindered the achievement of broader outcome targets.

Breaches of the Leadership Code investigated and completed: The Inspectorate of Government (IG) exceeded its target by completing 324 investigations against the planned 200 (162% performance), driven by enhanced powers under the *Leadership Code (Amendment) Act 2022*, improved digital case tracking, and increased whistle-blower engagement. Eleven (11) cases were prosecuted before the Leadership Code Tribunal, resulting in full convictions and

⁹ LRC, MEACA, UPS, MEMD, ODPP, UNOC, UEGCL, Parliament of Uganda, MoH, UIA, UNMC, UHI, MoJCA, UPH, and MoICT&NG.

¹⁰Kabarole, Buliisa, Kassanda, Kibaale, Kyenjojo, Ntoroko, Bundibugyo, Hoima, Kakumiro, Kasese, Kitagwenda, Kikuube, Kagadi, Bunyangabu, Ibanda MC and Mubende MC.



finances totalling US\$ 21.1 million. Additionally, five (5) investigations into false asset declarations revealed ongoing non-compliance with ethical standards among public officials.

One thousand (1,000) verifications of leaders' assets, incomes, and liabilities: The IG conducted 713 verifications (113 physical and 600 e-verifications) of declarations of leaders' incomes, assets and liabilities. In all the verifications, the leaders' assets were found to be commensurate with their known sources of income. The number of verifications that were still ongoing by the end of the financial year was 630 (30 physical and 600 e-verifications). Performance was affected by staff transfers and concentration on investigations for failure to declare in the March 2025 declaration period.

Twenty MDALGs supported to set up/reactivate internal mechanisms for grievance handling: The IG supported the reactivation of grievance handling mechanisms in two MDA/LGs. Only a few entities were handled due to limited resources.

Thirty-six (36) boardroom sessions conducted to identify methods of quick resolution of complaints: The IG conducted eight boardroom sessions, where hiccups at different entities were identified and sorted without delay. For instance, the boardroom session at Uganda People's Defence Forces (UPDF) resolved 14 cases, all related to the non-disbursement of entitled benefits.

Systems, procedures, and practices of MDALGs reviewed and recommendations made: The IG reviewed systems and practices in 10 MDALGs and identified weaknesses such as weak transparency, as well as internal controls, delayed service delivery, and poor financial and contract management. To address these gaps, the IG recommended strengthening internal controls, promoting transparency, training staff in ethics, enhancing monitoring and evaluation, and increasing citizen involvement to improve accountability and service delivery in the public sector. Key institutions reviewed included the Education and Health Service Commissions, the NGO Bureau, Makerere University, Old Kampala SS, Kiryandongo Chief Magistrates Court, KCCA, Uganda Development Bank, NSSF, and Seneca Security.

Ombudsman investigations in MDALGs conducted: The IG concluded 799 investigations of Ombudsman complaints in MDAs (111) and LGs (688). Of these, 34 were resolved through Alternative Dispute Resolution (ADR) mechanisms. Resultantly, a total of US\$ 2,075,111,538 in the form of unpaid employment benefits was subsequently paid to 82 individual complainants. In addition, a commitment of US\$ 3,338,471,197 in unpaid benefits was also secured. The overperformance was due to some cases being closed as backlog cases, and ADR cases being closed quickly.

The IG also recovered US\$ 4.225 billion through enforcement, including US\$ 932.8 million from court orders, US\$ 370.7 million in misused funds, and US\$ 3.292 billion from M/s Viacom International Network Africa Ltd for services not delivered to the Ministry of Tourism, Wildlife & Antiquities (MoTWA).

All 10 newly appointed members of the District Service Commissions (DSCs) in Kakumiro and Kalangala Districts have been inducted and trained. The Public Service Commission conducted the induction and training of 10 newly appointed DSC members in Kakumiro and Kalangala Districts. Of these, six (6) were males and four (4) females. The sessions covered recruitment procedures, disciplinary case management, adherence to the Public Service Standing Orders, and the importance of collaboration with Human Resources (HR) Units to improve accountability and service delivery.

For example, in Kakumiro District, the training created a platform for quarterly review meetings with HR Units, which strengthened coordination and transparency in the recruitment process. As a result, the DSC successfully recruited 15 health workers and 10 education officers



to address staffing gaps in key service sectors. While in Kalangala District, the DSC applied the knowledge gained to resolve six disciplinary cases involving absenteeism and misuse of public resources. The training also facilitated the recruitment of eight Parish Chiefs and five Community Development Officers (CDOs), thereby improving staffing in frontline service delivery positions.

Overall, the induction significantly enhanced the functionality of DSCs by improving compliance with recruitment standards, promoting fairness in disciplinary management, and addressing human resource gaps at the local level.

To sustain these gains, periodic refresher training, mentorship support, and continuous monitoring of DSC decisions will be necessary.

Four District Technical Planning Committees (DTPCs) supported to comply with Local Government assessment indicators in planning, budgeting, accountability, reporting, capacity building, gender equity, HIV/AIDS, and environment performance measures: The MoLG supported four DTPCs to improve compliance with Local Government assessment indicators in planning, budgeting, reporting, gender, HIV/AIDS, and environment. Districts such as Gomba and Nakaseke recorded improved planning quality, timely reporting, and better integration of gender and environmental issues.

Additionally, four underperforming districts Namisindwa, Buvuma, Ntoroko, and Bundibugyo implemented tailored Performance Improvement Plans, resulting in better coordination, service delivery, and gender-responsive planning. Peer learning during the Uganda Local Government Association (ULGA) Annual General Meeting (AGM) in Lira City further enhanced capacity. Overall, outcome performance improved, with more substantial alignment to NDP III priorities and enhanced accountability at the local level.

All disciplinary cases received in the financial year concluded: In FY 2024/25, the Public Service Commission successfully resolved all 38 disciplinary cases and 42 appeals submitted by public officers, achieving 100% performance against planned outputs. The disciplinary cases involved absenteeism, insubordination, and payroll fraud, with examples from Wakiso and Sembabule Districts. Appeals were received from 14 districts and two (2) Cities, including Lira City and Kaberamaido District, and addressed issues such as delayed confirmations, wrongful interdictions, and irregular promotions.

The Commission's actions contributed to improved enforcement of the Public Service Standing Orders, strengthened administrative justice, and enhanced public officer confidence in grievance mechanisms. Continued support for District Service Commissions and integration with the Human Capital Management (HCM) system is recommended to sustain these gains.

1704 Local Government Revenue Management Information System: This was implemented by the MoLG, and the planned outputs included: i) Fifty (50) LGS monitored on local revenue mobilisation; ii) Six (6) data collection gadgets procured; and iii) One (1) vehicle procured to support local revenue monitoring.

The MoLG monitored 50 Local Governments (LGs) for local revenue mobilisation. Key findings: All monitored LGs were automated with the local revenue collection system. Delays were noted in remitting collected revenue from some higher-level LGs back to the Lower Local Governments (LLGs). Additionally, 90% of local revenue sources are automated on the system, and one double-cabin vehicle was procured.

Conclusion

The sub-programme achieved fair overall performance of 67.8% by 30th June 2025. Financial management was strong, with 100% of the budget released and 96% absorbed, but physical



and outcome achievements were fair. Key progress included the rollout of the Balanced Scorecard, gender-responsive performance monitoring, and broader adoption of Client Charters, which improved compliance with service delivery standards from 47.7% to 61%. The Inspectorate of Government also surpassed targets in complaint resolution and asset recovery.

However, citizen satisfaction stagnated at 63.5%. Only 40% of individual work plans and 60% of MDA plans were aligned with NDP III priorities. Compliance with IG recommendations remained low, at 32%, and digital accountability uptake was minimal, at 11%. Going forward, stronger enforcement mechanisms, accelerated digital integration, better alignment of institutional work plans with NDP III priorities, and enhanced stakeholder engagement are needed to improve performance and service delivery outcomes.

3.3 Government Structures and Systems Sub-Programme

This sub-programme aims to streamline Government structures and institutions for efficient and effective service delivery. The intended outcomes under this sub-programme are: (i) Improved efficiency of service delivery structures of government; (ii) Improved alignment of employees' competences and qualifications with job roles; (iii) Increased adoption of electronic document management systems; and (iv) Improved timeliness in implementing approved structures

The sub-programme consists of three interventions: i) Restructuring government institutions to align with new programme planning, budgeting, and implementation; ii) Reviewing and developing management and operational structures, systems, and standards; and iii) Rationalising and harmonising policies to enhance public service delivery.

Financial Performance

The approved budget for the sub-programme for FY 2024/25 was US\$ 3.349 billion. By the end of June 2025, 100% of the budget had been released. Of this amount, US\$ 3.318 billion was spent, reflecting a good absorption rate of 99%. The largest share of the expenditure US\$ 1.289 billion was allocated to allowances. While the release performance was very good, the high absorption rate indicates effective utilisation of available resources. However, the significant allocation to allowances warrants closer scrutiny with a view to assessing its contribution to achieving transformational outcomes.

Physical Performance

The overall performance of the sub-programme was good, at 72%, attributed to ongoing rationalisation of agencies, technical support provided to MDAs and LGs in implementing approved structures, and the provision of technical support supervision to regional and mini Service Uganda Centres. Two interventions achieved fair performance, and one was rated as good. Additionally, the planned outputs of one intervention were budgeted within public sector performance management (refer to Annex 3 for details of sub-programme and intervention performance). An overview of the performance of the interventions is presented in Table 3.2.

**Table 3.2: Overview of the intervention's performance as at 30th June 2025**

Intervention	Performance Status	Remarks
Review and develop management and operational structures, systems, and standards		Fair performance, at 67%. Structures for the 40 agencies under rationalisation were harmonised and implemented. Semi-current records were appraised.
Rationalise and harmonise policies to support public service delivery		Good performance, at 80%. Although some planned outputs were in tandem with rationalisation, they are not in line with the intervention on harmonisation of policies. Job descriptions and person specifications for 5 of the planned 10 MDAs under RAPEX were reviewed and developed, and Schemes of Service for 4 of the planned 8 cadres were developed.
Restructure Government institutions to align with new programme planning, budgeting, and implementation		Fair performance, at 56%. However, the planned outputs were budgeted for under the intervention involving review and development of management and operational structures, systems, and standards. Structures for 14 line Ministries affected by RAPEX reviewed, harmonised and implemented. Structures for 15 Government agencies which are not affected by RAPEX reviewed and approved.

Source: Author's Compilation

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

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

In FY 2024/25, the Ministry of Public Service (MoPS) implemented reforms to optimise structures, enhance service delivery, and strengthen institutional effectiveness. Specifically:

i) Structures for the 60 Agencies under rationalisation implemented; ii) Structures for 14 line Ministries affected by RAPEX reviewed, harmonised and implemented; iii) Reviewed structures for 15 agencies not under RAPEX, and customised structures for 20 Local Governments; iv) Structures for 20 Local Governments reviewed and customised; v) Technical support provided to 20 MDAs and 30 LGs in implementing approved structures; vi) Technical support on the implementation of the laws under RAPEX provided to 60 agencies; vii) A Cabinet directive on the phasing out of the position of Directors implemented and the Finance and Administration (F&A) Department harmonised in 22 Ministries; viii) A Public Service Reform model developed; ix) Structures for the Legal Cadre in the Public Service reviewed and harmonised; x) Change management sessions to guide the implementation of RAPEX carried out in 60 Agencies; xi) Professional training for 20 Management Analysts for the award of a Diploma in Management Services conducted; xii) Technical support supervision provided to two regional Service Uganda Centres and three (three) mini Service Uganda Centres; xiii) Establishment and streamlining of Records Management Systems; xiv) Twelve (12) institutions of higher education offering Records, Library and Information Science



programmes supported to develop and review course content; xv) Compliance with Records Information Management (RIM) standards in 12 MDAs and 24 LGs assessed, and technical support provided to address the identified gaps; xvi) Capacity of 550 Records Officers built in Records and Information Management (RIM); xvii) Records Management Systems set up in four (4) MDAs and four (4) LGs; xviii) Reference services offered to 200 public officers, local and international researchers; xix) Valuable archival records acquired from four (4) MDAs and preserved at the National Records Centre and Archives (NRCA); and xx) Semi-records appraisal in 7 MDAs and eight (8) LGs.

Whereas the planned outputs under the intervention are broad and ambitious, covering structural reforms, capacity building, legal support, records management, and infrastructure rollout, they appear misaligned with the available financial and institutional capacity, risking partial implementation. The lack of clear prioritisation or phasing may affect effectiveness and monitoring. A more focused, phased approach is recommended to ensure impact and alignment with NDP III outcomes.

Performance

The intervention achieved 67% of its planned outputs, reflecting fair performance. Key milestones included implementing structures in 40 agencies, supporting 26 MDAs and 40 LGs, and achieving 73% of policy rationalisation targets. However, progress on institutional restructuring lagged at 56%, owing to funding gaps, legal delays, and staff resistance. Notable gains were made in reducing duplication, improving service delivery, and strengthening records management. Detailed physical performance at the output level is provided below.

Structures for the 60 Agencies under rationalisation implemented: By FY 2024/25, a total of 60¹¹ Agencies were approved and communicated for implementation under the RAPEX reform to eliminate duplication and improve efficiency. Key institutions such as Uganda Wildlife Authority (UWA), Uganda Wildlife Education Centre (UWEC), Uganda National Meteorological Authority (UNMA), Uganda Registration Services Bureau (URSB), and several councils under the Ministry of Gender, Labour and Social Development (MGLSD) initiated restructuring. RAPEX implementation guidelines were disseminated to all Agencies, and change management sessions were conducted to support the transition.

As a result, progress was made on the outcome indicator of reducing duplication and overlaps in service delivery, contributing to improved coordination, cost effectiveness, and alignment with sector mandates advancing the NDP III goal of a streamlined and responsive public sector.

¹¹ NPA, NPC & NPPB, UEPB, UFZA, UWRSA, UNMA, NGO Bureau, DCIC, Uganda Women's Council, National Youth Council, Council for Persons with Disabilities and the Older Persons Council under MGLSD, NLU under MoES, Uganda Chemicals Board, and Uganda Trypanosomiasis Control Council under MAAIF, UWA, UWEC under MoTWA, NIRA, URSB (Civil Registration function), UNMA under MWE, Uganda Wildlife Authority (UWA), Uganda Wildlife Education Centre (UWEC), National Women's Council, National Children Authority, National Council for Disability, National Youth Council, National Population Council, National Planning Authority, National Physical Planning Board, National Council for Older Persons, Uganda National Meteorological Authority (UNMA), Uganda Warehouse Receipt System Authority (UWRS), National Library of Uganda, Non-Governmental Organisations Bureau, Uganda Trypanosomiasis Control Council (UTCC), Agricultural Chemicals Board, National Records and Archives Centre (NRAC), Uganda Free Zones Authority (UFZA) and Uganda Export Promotion Board (UEPB), Uganda Registration Services Bureau (URSB), National Registration and Identification Authority, Uganda Vocational and Technical Assessment Board (UVTAB) – merger of UBTEB and DIT –, Uganda Health Professionals Assessment Board (UHPAB) – merger of UNMEB and UAHEB –, National Technical Training College (NTTC-Nakawa) – merger of NTC and MTAC–, Uganda Microfinance Regulatory Authority (UMRA).



Despite progress, the implementation faced challenges such as resistance from staff, delays in legal reforms, and limited transitional funding. To address these, MoPS recommended accelerated legal backing, improved communication, and continued monitoring. Overall, RAPEX remains a critical initiative for enhancing public sector efficiency and ensuring more effective service delivery.

Structures for 14-line Ministries affected by RAPEX reviewed, harmonised and implemented: Structures for 14 RAPEX-affected Ministries, including MGLSD, the Ministry of Works and Transport (MoWT), and the Ministry of Water and Environment (MWE), were reviewed and harmonised, and are under implementation to improve efficiency and reduce duplication.

Additionally, staffing structures for three non-RAPEX agencies – Uganda Investment Authority (UIA), Uganda National Institute for Teacher Education (UNITE), and the National Agricultural Research Organisation (NARO) – were reviewed and approved, while draft structure reports were prepared for the Uganda Aids Commission (UAC), Uganda National Cultural Centre (UNCC), and Lira University. These reforms enhanced institutional alignment with NDP III priorities, improved service delivery, and supported the rollout of the Human Capital Management (HCM) system.

Reviewed structures for 15 agencies not under RAPEX, and customised structures for 20 Local Governments: MoPS reviewed and approved structures for 13¹² out of 15 Government Agencies not affected by RAPEX. Final reviews were completed for Uganda National Institute for Teacher Education (UNITE), and the National Agricultural Research Organisation (NARO), aligning their mandates with current priorities. Draft reports were also prepared for Uganda Aids Commission (UAC), Uganda National Cultural Centre (UNCC), and Lira University.

These reforms enhanced institutional efficiency, staff deployment, and service delivery. For instance, NARO's new structure strengthened its research functions, while UNITE's reforms supported its transition into a national teacher training body, contributing to PSTP and NDP III objectives.

Following the approval of the revised structures, MoPS communicated the approved structures to the respective agencies for implementation. This step is expected to guide recruitment, streamline organisational mandates, and enhance operational efficiency in line with Public Service reform objectives.

Structures for 20 Local Governments reviewed and customised: MoPS reviewed and customised structures for 36¹³ Local Governments. Of these, nine LGs, including Lamwo, Amuru, Kasese, Jinja and Hoima Cities, and selected Town Councils in Nebbi, Amolatar, Rukiga, and Isingiro, had their staffing structures approved and communicated for implementation. This exercise improved alignment with service delivery mandates, clarified staffing roles, supported the operationalisation of new urban councils, and contributed to the implementation of RAPEX reforms under NDP III.

¹² UIA, FIA, Busoga University, UNITE, Lira University, UAC, UIC, UNCC, UNCSTI, NARO, LGFC, Ugandan Mission in Geneva (UM-Geneva), STI Secretariat.

¹³ Lamwo DLG, Amuru DLG, Kasese DLG, Jinja DLG, Hoima DLG, Isingiro DLG, Lyantonde, Kagadi, Bududa, Adjumani, Koboko MC, Kitagwenda, Madi-Okollo, Ntungamo MC, Rukungiri MC, Kabarole, Mpigi DLG, and Manafwa DLG. LLGs: Parombo TC and Nyaravur-Angal TC under Nebbi DLG, Etam TC in Amolatar DLG, 3 TCs in Rukiga DLG, Rakai TC, Kibaale TC, Kiziba TC, Mweruka TC, Dyango TC, Lwentulege TC & Ntantamuki TC under Rakai DLG, Kigumba TC, Kigumba SC, Mutunda SC, Kiryandongo Gen. Hospital & Kiryandongo Tech. Inst in Kiryandongo DLG.



Technical support provided to 20 MDAs and 30 LGs in implementing approved structures: MoPS provided technical support to 49¹⁴ MDAs and 57¹⁵ LGs to facilitate the effective implementation of approved institutional structures. This intervention aimed to align structures with national priorities under RAPEX and the NDP III, thereby improving functionality and service delivery across government entities.

The technical support involved structured supervision, capacity building, and targeted guidance to ensure that the approved structures were effectively operationalised. As a result, institutions reported improved structural compliance, enhanced functional alignment, and strengthened service delivery. For example, MTIC rationalised overlapping directorates for greater efficiency, while Hoima DLG clarified departmental mandates, resulting in improved staff deployment and performance.

Technical support on the implementation of the laws under RAPEX provided to 60 agencies: A total of 20 Acts supporting the RAPEX reform were enacted, gazetted, printed, and disseminated to relevant institutions. These laws provided the legal framework for merging, restructuring, or dissolving government agencies to reduce duplication and improve efficiency.

Examples included the Uganda Wildlife Act (Amendment) 2024, which merged UWA and UWEC, and the URSB Act (Amendment) 2024, which consolidated registration functions. Dissemination enabled MDAs and LGs to begin implementation through structural adjustments and redeployment of staff, marking key progress in the Government's rationalisation agenda.

A Cabinet directive on the phasing out of the position of Directors implemented and the department of Finance and Administration (F&A) harmonised in 22 Ministries: The Ministry of Public Service (MoPS) implemented a Cabinet directive to phase out the position of Director in 22 Ministries as part of the ongoing rationalisation and restructuring of government institutions. The reform aimed to streamline organisational hierarchies, enhance operational efficiency, and eliminate duplication of roles across the public service. Technical guidance and change management support were provided to facilitate a smooth transition in the affected entities, including the Ministry of Works and Transport (MoWT), Ministry of Gender, Labour and Social Development (MGLSD), Ministry of Internal Affairs (MoIA), and Ministry of Finance, Planning and Economic Development (MoFPED).

In parallel, MoPS reviewed and harmonised the structures of the Departments of Finance and Administration (F&A) in 11 Ministries to ensure standardisation, clarity of roles, and improved coordination of administrative and financial functions. The updated structures were disseminated for implementation in key institutions such as the Ministry of Water and Environment (MWE), Ministry of Lands, Housing and Urban Development (MLHUD), Ministry of Health (MoH), Ministry of Education and Sports (MoES), and the Office of the President (OP).

¹⁴ MWE, MAAIF, MoES, MoIA, State House, MoH, OPM, MoFPED, MGLSD, UFZEP, UETCL, NPA, NARO, URBRA, UWA, UBTS, NCST, MTIC, NCDC, MoJCA, MoWT, UHRC, MoLHUD, KCCA, UPF, MoDVA, OP, PSC, UVTAB, UHPAB, NITA-U, UAC, UTVTU, Uganda Livestock Industries Ltd, Uganda Vector Control Officers' Association, Stanbic Bank Uganda Ltd, NTT Nakawa, Kyambogo University, Lira University, Mountains of the Moon University, Muni University, Hoima RRHs, Entebbe RRHs, Kayunga RRH, Gulu RRH, Butabika NRH, Arua RRH, Pharmaceutical Society of Uganda, Association of Graduate Nurses and Midwives of Uganda.

¹⁵ Wakiso, Arua, Gulu, Jinja, Tororo, Nakasongola, Zombo, Kwanja, Kiryandongo, Amuria, Kapchorwa MC, Kapchorwa DLG, Kaberamaido, Hoima, Kibuku, Rwampara, Kanungu, Kassanda, Nansana MC, Terego, Kiruhura, Kalaki, Kasese, Budaka, Katakwi, Bukwo, Bukomansimbi, Kamuli, Soroti, Kakumiro, Kisoro, Mityana MC, and Kitagwenda.



To guide implementation, MoPS issued detailed circulars and guidelines outlining the approved structural changes, reporting lines, and transitional arrangements. These reforms are expected to enhance accountability, reduce administrative overheads, and strengthen alignment with the broader Public Service rationalisation framework under the Public Sector Transformation Programme (PSTP)

Public Service Reform Model developed: A draft Public Service Reform Model was developed by the Ministry of Public Service and presented to stakeholders for consultation. The model outlines strategic reforms in human resource management, service delivery, and institutional restructuring to guide future transformation efforts within the Public Service.

Structures for the legal cadre in the Public Service reviewed and harmonised: MoPS reviewed and harmonised the staffing structure and remuneration of the legal cadre across the Public Service to address disparities, improve equity, and attract skilled legal professionals. A standardised legal structure was developed, establishing common positions such as Legal Officer, Senior Legal Officer, Principal Legal Officer, and Director Legal Services. The remuneration framework was aligned across MDAs to ensure fairness, with positions in institutions like the Ministry of Justice and Constitutional Affairs (MoJCA), URA, and UCC brought to parity. As a result, institutional coherence improved, and legal personnel retention was enhanced across the service.

Change management sessions to guide the implementation of RAPEX carried out in 60 Agencies: MoPS conducted change management sessions in 47¹⁶ out of the planned 60 agencies to facilitate the implementation of RAPEX. Following the sessions, agencies undertook significant realignments in compliance with the Public Sector Rationalisation Policy. The Uganda National Roads Authority (UNRA) was dissolved, with its core functions, particularly in road development and maintenance, fully absorbed into the Ministry of Works and Transport (MoWT). This integration aimed to eliminate duplication, reduce administrative costs, and strengthen centralised infrastructure planning.

The Uganda Investment Authority (UIA) also transferred its regulatory functions to MoFPED, narrowing its focus to investment promotion and facilitation. In parallel, the National Agricultural Research Organisation (NARO) enhanced performance monitoring systems as it integrated key functions under the Ministry of Agriculture, Animal Industry and Fisheries (MAAIF). These institutional reforms facilitated smoother transitions, strengthened compliance with the rationalisation policy, and enhanced functional coherence across sectors.

Professional training for 20 Management Analysts for the award of a Diploma in Management Services conducted: MoPS launched a specialised training initiative to professionalise the role of Management Analysts through the award of a Diploma in Management Services. The programme targeted 20 Management Analysts and was designed to build competencies in organisational analysis, process optimisation, and performance management.

¹⁶ NPA, NPC & NPPB, UEPB, UFZA, UWRSA, UNMA, NGO Bureau, DCIC, MoFPED, UMRA, UAHEB, UNMEB, MAAIF, ACB, NAADS, UCDA, DDA, CDO, CCTU, UBTEB, DIT, NVTI, MTAC, NPA, MoLHUD, MTIC, MoFPED, MoES and UFZEPA, Uganda Women's Council, National Youth Council, Council for Persons with Disabilities and the Older Persons Council under MoGLSD, HESFB, NLU under MoES, UWA, UWEC, Botanical Gardens under MoTWA, NIRA, URSB (Civil Registration function), and UNMA under MWE.

A comprehensive curriculum was developed and submitted to the Uganda Management Institute (UMI) for review and approval. Once approved, the diploma will formalise training standards and enhance the technical capacity of Management Analysts, positioning them as key drivers of institutional efficiency and public sector reform. This intervention reflects MoPS's broader commitment to continuous professional development and strengthening human resource capabilities across Government MDAs.

Technical support supervision provided to two regional Service Uganda Centres and three mini Service Uganda Centres: The supervision of these centres, including two Regional Service Uganda Centres in (Hoima and Mbarara Cities) and five mini-centres Mbale Gulu, Arua, Kampala Cities and Kasese district led to practical improvements in service delivery.

The exercise identified infrastructure, staffing, and equipment gaps and introduced corrective measures. In Hoima, City ICT upgrades and better customer flow management reduced turnaround times, while in Gulu, City reallocation of staff during peak hours cut down waiting time. In Mbale City, a performance monitoring framework was introduced to strengthen accountability and service tracking. Overall, the targeted support interventions enhanced operational efficiency and improved the customer experience across the centres.

Establishment and streamlining of Records Management Systems: Efforts to institutionalise records management in public bodies focused on those without structured documentation frameworks. Successful systems were established in Ngora Town Council, Rukungiri Municipal Council, and the Uganda Virus Research Institute (UVRI), implementing records classification schemes and standardised filing systems. Simultaneously, MoJCA, MoPS, and Kalungu DLG streamlined their records processes to meet public sector information standards.

This led to significant improvements, such as reduced file misplacement and quicker document retrieval, enhancing operational efficiency and service delivery. For example, Ngora Town Council reported a 40% decrease in delayed responses, while UVRI registered better access to archived research data. However, gaps remained, including limited staff training and inadequate storage in Kalungu and Kibuku DLGs, which hindered optimal performance.



L-R: Good Records Management in Hoima City; Poor records Management in Kibuku District

Twelve (12) institutions of higher education offering Records, Library and Information Science programmes supported to develop and review course content: This was aimed at addressing the skills gap in records and information management. Twelve institutions of higher learning received support to modernise their curricula, with Makerere University's East African School of Library and Information Science (EASLIS) updating its Bachelor of Library



and Information Science (BLIS), as well as Bachelor of Records and Archives Management (BRAM), and introducing a new Data and Knowledge Management programme. Other institutions, including Uganda Management Institute (UMI), Uganda Institute of Allied Health and Management Sciences, Makerere Business Training Centre, and Nkumba University, aligned their training with digital records management trends.

The reforms aimed to equip graduates with modern competencies such as digital archiving, metadata standards, and knowledge organisation, critical for e-governance. For instance, BRAM now includes modules on electronic records management and digital preservation. However, challenges hindered full rollout: limited funding for digital infrastructure, inadequate expertise among lecturers, and delays in accreditation. UMI faced high costs in establishing e-records labs, while Nkumba University lacked qualified instructors in digital archiving.

Despite these constraints, the reforms laid a strong foundation for building a workforce with the skills needed to support Uganda's transition to a digital information management system.

Compliance with Records Information Management (RIM) standards in 12 MDAs and 24 LGs assessed, and technical support provided to address the identified gaps: MoPS assessed compliance in 22¹⁷ MDAs and 22¹⁸ LGs, exceeding the planned target of 12 MDAs and 24 LGs because the exercise was demand-driven. The assessment identified significant gaps, including a lack of standardised file classification systems, poor storage conditions, limited use of electronic document systems, weak access controls, and the absence of formal RIM policies. From the assessment, the following interventions were recommended to overcome the challenges: developing classification schemes; improving physical storage infrastructure; training staff on electronic systems; drafting RIM policies; and introducing security measures.

As a result, several improvements were recorded. For example, MTIC reported a 70% reduction in document retrieval time after adopting structured filing. The Uganda AIDS Commission began digitising files, while Kiryandongo DLG improved audit response times through better record organisation.

Capacity of 550 Records Officers built in Records and Information Management (RIM): A total of 1,064 staff were trained in Records and Information Management (RIM), including: 141 records staff trained in management procedures (37 newly appointed Assistant Research Assistants (AROs), 34 newly recruited Research Assistants (RAs) from Managing Directors (MDs), and 70 Judiciary staff); 141 records staff from MDAs and LGs trained virtually in professionalism and ethics in RIM; 578 records users and students sensitised in records management, including: 20 from the Memory of the World Committee (UNESCO), 115 from the Directorate of Budget, MoFPED, 38 from Kiruddu National Referral Hospital (NRH), 51 newly appointed officers from Nansana Municipal Council (MC), 16 Senior Management Team (SMT) members from MoWT, 12 students from Makerere and Kyambogo Universities, 5 National Library staff, 15 from the Finance Intelligence Authority, 20 senior management members from Wakiso DLG, 40 action officers from Mpigi DLG, 30 SMT

¹⁷ MoFPED, NPC, NPA, MoES, MGLSD, MTIC, MoIA, UFZA, MWE, UNMA, MAAIF, ESC, JSC, URSB, NIRA, UMRA, National Physical Planning Board, Higher Education Students Financing Board, National Library of Uganda, Non-Governmental Organisations Bureau, Uganda Export Promotion Agency, and Uganda Export Promotions Board.

¹⁸ Kalangala, Bukomansimbi, Pakwach, Nebbi, Bunyangabu, Bundibugyo, Ntoroko, Kiryandongo, Buliisa, Tororo, Oyam, Omoro, Bugiri, Nwoya, Kabale, Buyende. MCs: Bugiri, Kasese, Namayingo, and Kamuli. Cities: Mbarara, and Gulu.



members from the Uganda Prisons Service,⁷⁰ from the Secretarial Cadre Professional Development Committee, 50 staff from Nansana MC, and 31 newly appointed staff from East African Civil Aviation Authority (EACAA) Soroti.

This training initiative significantly improved the knowledge and skills of participants, enhancing their capabilities in records management. By building the capacity of Records Officers and sensitising various stakeholders, the programme has fostered a culture of professionalism and compliance in records management practices, ultimately contributing to better governance and efficiency in handling information across various sectors.

Records management systems set up in four (4) MDAs and four (4) LGs: Records management systems were established in four MDAs and four LGs to enhance service delivery through digitisation. Full implementation was completed at UVRI, Kalungu and Kyenjojo Districts, while systems were streamlined at MoJCA and MoPS.

These efforts improved file tracking, transparency, and operational efficiency through staff training, electronic systems, and policy development. However, the target was only partially achieved, with some institutions still at early stages of implementation. Challenges included limited funding and staff resistance to change. Continued ICT investment and capacity-building are recommended to sustain and expand the progress.

Reference services offered to 200 public officers, local and international researchers: The National Records Centre and Archives (NRCA) provided reference services to a total of 334 users, including 296 local and 138 international researchers; 6,078 files and 68 publications were utilised. These services were rendered in the NRCA Search Room and Archives Library, facilitating access to archival holdings and government publications.

Researchers included postgraduate students, historians, legal practitioners, and policy analysts. This function promotes knowledge generation and informed decision making, and supports academic and institutional research agendas.

Archives Library established at NRCA and information materials acquired: The NRCA established a specialised Archives Library to support researchers and public officers in accessing government publications and historical documents.

A total of 119 government publications were acquired and processed, including 48 issues of the *Uganda Gazette* and 52 sets of Acts, Bills, and Regulations. Additionally, 251 newspaper issues were sourced from leading print media houses, the New Vision, the Daily Monitor, and The Observer. These materials provide a rich resource base for legal research, historical referencing, and policy analysis by scholars and government officials.

Valuable archival records acquired from four MDAs and preserved at the NRCA: The NRCA enhanced institutional memory and knowledge management by acquiring and preserving records from key government entities, including 1,574 files from Mbarara DLG that were systematically arranged and described to improve accessibility, 293 historical files from the Chief Secretary's Office that were catalogued and digitised for long-term preservation, 239 financial and policy records from MoFPED, and 2,251 land-related records from the Ministry of Lands, Housing and Urban Development (MLHUD), while also verifying and updating 2,233 semi-current records already in the system. These measures collectively strengthened transparency, safeguarded historical materials, and improved efficiency in administrative inquiries and policy reviews. Additionally, technical support was offered to the Public Service Commission (PSC) and three (3) LGs (Mbale, Mpigi, Hoima) on disposal of ephemeral records.

Semi-records appraised in MDAs and eight (8) LGs: A total of 452 semi-current records were appraised in 19 votes (11¹⁹ MDAs and 8²⁰ LGs), including 226 each in Luuka DLG and Iganga Municipal Council, with 11 other MDAs also appraising non-current files. The exercise improved lifecycle management by freeing storage space and safeguarding valuable records in line with the Records and Archives Act 2001. For instance, Luuka cleared inactive personnel files, while Iganga streamlined land and revenue records to enhance audits and planning.

However, challenges were noted. Many LGs faced inadequate staffing of Records Officers, limited capacity in applying retention schedules, and poor storage facilities. Some MDAs delayed appraisals owing to outdated inventories and weak coordination between registry staff and departmental heads. These gaps highlight the need for more capacity building, investment in storage infrastructure, and stronger supervision to sustain efficient registry operations.

3.3.2 Rationalise and Harmonise Policies to Support Public Service Delivery

This intervention aims to align and streamline public sector policies to enhance coherence, eliminate duplication, and improve operational efficiency. It promotes harmonised reforms across MDAs to strengthen coordination, support evidence-based decision-making, and advance NDP priorities. The planned outputs for FY 2024/25 included: i) Job descriptions and person specifications for 10 MDAs under RAPEX reviewed and developed; ii) Schemes of service for eight cadres developed; and iii) One research study on the impact of Government reforms carried out.

Performance

The overall performance of the intervention was good, achieving 80% of its planned targets. While the outputs successfully addressed aspects of institutional rationalisation and restructuring, they fell short of fully achieving the intended harmonisation of public sector policies. This partial alignment indicates that, although structural reforms progressed, the integration and coherence of policy frameworks across MDAs remain insufficient. A detailed breakdown of output implementation and gaps is presented.

Development and review of Job Descriptions and Person Specifications in 10 MDAs: MoPS reviewed and developed Job Descriptions and Person Specifications (JDs and PSs) for 13²¹ MDAs, surpassing the initial target of 10 under the RAPEX framework. This overachievement was attributed to the inclusion of additional institutions during implementation.

These updates were instrumental in realigning staff roles with institutional mandates, enhancing functional clarity, and improving the efficiency of recruitment, deployment, and performance management. For example, at the Uganda Investment Authority (UIA), the revised job profiles enhanced the agency's investment facilitation function by creating clearly defined roles for investor support, promotion, and aftercare, streamlining operations and strengthening service delivery.

¹⁹ MGLSD, MEACA, MoTWA, MoH, MTIC, MoPS, UTB, UHI, STI, Mulago NRH, and MoFPED – Public Enterprise Reform Divestiture Unit.

²⁰ Luuka DLG, Iganga MC, Dokolo, Amuria, Kyenjojo, Kyegegwa, Kiryandongo, and Nakaseke.

²¹ MoLG, UIA, MAAIF, MEMD, MGLSD, MoIA MoFPED (Dept of Microfinance Regulation), East African Aviation Academy, Uganda Vocational Training Assessment Board, Uganda Health Professionals Assessment Board, Kabale University, Uganda Free Zones, Export Promotions Authority and National Technical Training College.



Development of Schemes of Service for Public Service Cadres: By June 2025, the Ministry of Public Service (MoPS) developed Schemes of Service for nine Public Service cadres, including Management Analysts, Law Enforcement Officers, Physical Planners, Surveyors, Records and Archives Management Officers, Energy Officers, Economists, and Government Analysts (DGAL). These schemes defined the required qualifications, career progression paths, and deployment criteria, aimed at promoting professionalism, equity, and consistency across the Service. Circular Standing Instructions (CSIs) were issued to Ministries, Departments, Agencies (MDAs), and Local Governments to guide implementation.

Implementation has progressed well in central MDAs such as the Ministry of Energy and Mineral Development (for Energy Officers), the Ministry of Lands, Housing and Urban Development (for Physical Planners and Surveyors), and the Directorate of Government Analytical Laboratory (for Government Analysts). These institutions have aligned recruitment and promotion processes to the approved schemes, resulting in clearer progression and improved motivation among officers.

However, uptake has been slower in some Local Governments due to limited awareness, inadequate HR planning capacity, and delayed establishment approvals by MoPS. In several districts, such as Katakwi and Bundibugyo, the absence of qualified officers in specialised cadres (e.g., Physical Planners, Records Officers) has hindered full implementation.

To address these challenges, MoPS should intensify sensitisation and capacity-building for District Service Commissions and Human Resource Officers, fast-track structure approvals, and provide continuous guidance on scheme operationalisation to ensure uniform application across all service levels.

A research study on the impact of Government reforms was conducted: By 30th June 2025, the Ministry of Public Service (MoPS) conducted a research study to assess the impact of salary enhancement on the performance and motivation of secondary school teachers in Uganda. The study aimed to generate evidence to inform future pay policy reforms and performance improvement strategies in the education sector. A draft report of the findings was prepared and presented to key stakeholders in the education and public service sectors for review and validation.

3.3.3 Restructure Government institutions to align with new programme planning, budgeting, and implementation

In FY 2024/25, the restructuring of government institutions registered fair progress, at 56%. Structures for 14-line Ministries affected by RAPEX were reviewed, harmonised, and implemented, while 15 Government Agencies not under RAPEX had their structures reviewed and approved.

However, most activities were implemented under a broader intervention, making it difficult to isolate and track specific restructuring outputs. To improve performance, there is a need for more precise budgeting, stronger coordination, and targeted monitoring to ensure complete alignment with the programme-based planning and budgeting framework.

Sub-programme Conclusion

The sub-programme registered good overall performance of 72.2% in FY 2024/25, primarily supported by a full budget release and a high absorption rate of 99%, reflecting prudent financial management and efficient resource utilisation. Significant strides were made



in institutional restructuring and policy harmonisation, with structural reviews completed for 60 Agencies, 14 Ministries, and 20 Local Governments.

These reforms led to about 75% of institutions being aligned to their mandates and to the objectives of the Third National Development Plan (NDP III). Progress in policy reforms was equally notable, with 80% of planned targets achieved, including the updating of job descriptions, revision of Schemes of Service, and a comprehensive review of the impact of ongoing Public Service reforms.

Performance in process and records management was fair. The rollout of the Electronic Document and Records Management System (EDRMS) progressed at a slower pace, reaching 50% implementation. Similarly, operationalisation of Service Uganda Centres in Jinja, Mbarara, and Gulu Cities reached 66.7%, which improved citizen access to government services, though full digital integration is yet to be realised.

3.4 Strategic Human Resource Management Sub-programme

The sub-programme, implemented by MoPS and the PSC, seeks to strengthen strategic human resource management to enhance service delivery across Government. Its intended outcomes include: (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 work place dispute management systems; (iv) Improved affordability and sustainability of the pension scheme; (v) Improved integrity and work ethics; (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; (viii) Increased adoption of electronic document management systems; (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; (xii) Improved efficiency and effectiveness of anti-corruption systems; (xiii) Improved welfare and morale of UPDF soldiers; and (xiv) Improved quality of training programmes.

Key interventions included rolling out the Human Resource Management System (HRMS), implementing legal and policy reforms, and upgrading training systems. While most activities were aligned to programme objectives, others, such as patriotic training and fragmented talent initiatives, had limited direct HR impact. Strengthening strategic alignment, standardising implementation, and adopting a results-based monitoring framework remain critical for enhancing effectiveness and sustainability.

At outcome level, institutional efficiency and alignment improved, with 75% of MDAs and LGs streamlining their structures to NDP III priorities, thereby reducing duplication and improving coordination. However, client satisfaction rose to only 56%, against a 90% target, largely due to slow turnaround times in licensing and procurement processes.

Financial Performance

The approved budget for the sub-programme for FY 2024/25 was US\$ 10.917 billion. By 30th June 2025, 100% of the funds had been released. Of the released funds, US\$ 10.807 billion was spent, reflecting a high absorption rate of 99%.

Overall, the financial performance was very good. The high release and absorption rates indicate efficient budget execution and effective utilisation of resources. Despite this, the sub-programme demonstrated prudent financial management and made good use of the available funds.



Physical Performance

The sub-programme registered good performance, achieving 73% of the planned outputs. Most interventions achieved between 55% and 70% of planned outputs. Significant progress was made in automating the HCM system across 85 Votes, improving payroll efficiency to 95% and ensuring that 98% of new staff were enrolled within 30 days. Capacity-building initiatives also performed strongly, with over 1,600 officers trained in mindset change, induction, strategic human resource management, and analytics. The Civil Service College further enhanced digital learning by maintaining its e-learning platform and developing digital content to support continuous professional development.

At the intermediate outcome level, the sub-programme made progress against several NDP III targets. Payroll efficiency improved significantly, with faster onboarding and better leave management, and competence levels among staff rose to 75%, against an 80% target. However, some targets were not fully met. Only 15% of public officers were paid according to the approved salary structure, compared to the 50% target. Professional certification uptake remained very low, at 0.14%, against a 0.8% target, and grievance handling achieved only 50% resolution.

Overall, while the sub-programme advanced automation, capacity development, and efficiency, gaps in salary alignment, professional certification, and competence standards constrained full achievement of NDPIII intermediate outcome targets. Further details are provided in Annex 4 and Table 3.3.

Table 3.3: Overview of the intervention's performance for FY 2024/25

Intervention	Performance Status	Remarks
Undertake nurturing of civil servants through patriotic and long-term national service training		Good performance (achieved 70% of planned outputs) but owing to financial constraints, a caravan approach was considered.
Empower MDAs to customise talent management.		Good performance (achieved 72% of the planned outputs). Technical support was provided by MoPS to all MDAs and LGs in decentralised wage, pension, and gratuity management.
Roll out the Human Capital Resource Management System		Good performance (achieved 89% of outputs).
Develop and operationalise an e-document management system		EDRMS was rolled out in only 6 out of 10 MDAs.
Review the existing legal, policy, regulatory and institutional frameworks		Fair performance (achieved 55%). MoPS provided support supervision to 12 Votes on the implementation of HR policies and procedures.

Source: Author's Compilation

Detailed performance of the interventions is presented hereafter:

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

This intervention is designed to enhance professionalism, ethical conduct, and patriotism among public servants, while also equipping them with updated skills and knowledge to improve public service delivery.

The planned outputs for FY 2024/25 include the following: i) Full maintenance and operationalisation of the e-learning platform and Learning Management System (LMS) at the Civil Service College; ii) Review and update of the College's Communication and Marketing Strategy; iii) Development and implementation of a National Service Training Scheme for civil servants; iv) Development and maintenance of digital content for the existing online training curricula; v) Delivery of mindset change training to 400 public officers through mobile training caravans; vi) Conduct of HR analytics training for 50 public officers; vii) Design and rollout of a mandatory HR analytics course; viii) Hosting and facilitation of 20 tailor-made training programmes at the College; ix) Delivery of Strategic Human Resource Management training to 50 HR managers across the Public Service ; and x) Induction training for 600 newly appointed officers conducted through caravans;

Physical Performance

The intervention achieved good physical performance, at 70%, successfully meeting its targets for digital course development, tailor-made trainings, and induction programmes. Additional progress was recorded in mindset change initiatives, records management, the development of new curricula, and the establishment of strategic partnerships, all of which added significant value to capacity-building efforts across the public sector.

At the outcome level, the intervention delivered tangible results. Staff competence improved by an estimated 65–70%, aligning well with NDP III targets for skills enhancement in the Public Service. Access to digital learning platforms expanded significantly, enabling staff across Ministries, Departments, and Local Governments to complete online modules, with completion rates surpassing 60%. Institutional training capacity was also strengthened, resulting in faster onboarding of new employees and reducing average induction timelines by 30% compared to FY 2023/24.

These achievements contributed to the creation of a more professional, skilled, and digitally-enabled Public Service. The improved competence and access to digital learning tools enhanced job performance, supported more efficient service delivery, and reinforced the alignment of institutional capacities with strategic training needs. Overall, the intervention advanced the outcomes of the Public Sector Transformation Programme (PSTP) and supported the realisation of the NDP III goal of building a transformed, modern, and accountable public sector. Detailed output performance is presented below:

E-learning platform and systems at the Civil Service College, including the Learning Management System fully maintained: The Civil Service College Uganda (CSCU) successfully enhanced its e-learning platform and Learning Management System (LMS) during FY 2024/25, providing flexible, remote training for civil servants. This digital upgrade led to a significant increase in participation, particularly in hard-to-reach areas.

For example, enrolment in online courses in Kasese District rose from 40 to over 120 officers in six months. Trainees in Jinja and Lira Cities reported higher participation, crediting the platform's self-paced, interactive modules for keeping them actively involved. The system was piloted in select MDAs and Local Governments, with trained facilitators ensuring quality



delivery. User feedback indicated better learning access and outcomes, supporting NDP III goals for expanding digitally enabled training in the Public Service.

One Communication and Marketing Strategy for the College reviewed: The CSCU reviewed and operationalised a new Communication and Marketing Strategy to strengthen institutional branding and increase enrolment in training programmes. The strategy led to greater visibility and participation from institutions such as the Ministry of Local Government (MoLG) and the Uganda Police Force (UPF). Despite scaling down traditional media campaigns owing to budget constraints, the College effectively used low-cost digital tools such as social media platforms and newsletters to maintain outreach and stakeholder engagement. This shift improved public perception of the College and supported its mandate to provide inclusive, responsive capacity development.

Digital content for 12 online programmes developed and maintained: The CSCU exceeded its digital training targets by updating and maintaining 12 online programmes, double the planned number. Supported by ENABEL, the courses covered leadership, ethics, public financial management, performance management, and digital governance. Over 7,500 public officers (3,980 males and 3,520 females) accessed the content, with high uptake from the Uganda Revenue Authority (URA) and District Local Governments. This led to notable improvements in professional skills and public service delivery.

In addition, CSCU developed and digitized four new curricula focused on Assets and Infrastructure Management, Local Government Development, Sustainable and Inclusive Cities, and Human Resource Analytics. These addressed critical skill gaps in infrastructure planning, urban governance, and HR data use. The use of e-learning platforms made the courses more accessible and cost-effective.

Overall, the College's digital training initiatives enhanced equitable access to capacity-building opportunities, strengthened public sector competencies, and advanced NDP III goals for a digitally enabled, results-driven Public Service.

Mindset change programme developed and 400 public officers trained in mindset change (caravan): The CSCU trained 1,180²² public officers (666 males, 629 females) under its Mindset Change Programme, achieving more than the 400 target.

The overperformance was due to the caravan approach used. Training was received through induction programmes, and city leaders in Arua, Lira, and Gulu Cities were trained via the mobile “caravan” model. The programme delivered tailored materials, three training sessions, and follow-up meetings. While constrained by limited funding, the intervention enhanced patriotism, ethical conduct, and service orientation, particularly among new recruits and subnational leaders.

HR analytics training for 50 public officers conducted: The training was not conducted as scheduled. However, significant progress was made through the development of an abridged HR analytics curriculum. This curriculum covers key areas such as HR data management, workforce planning, performance monitoring, and the application of the Human Capital Management (HCM) system for evidence-based decision making.

Overall performance stood at approximately 50%, reflecting fair progress in preparation but no delivery of the actual training sessions. The developed curriculum provides a solid foundation for implementation in FY 2025/26. Once rolled out, the training is expected to enhance the

²² Public officers inducted from: Nansana MC – 51; Lamwo DLG – 54; Kayunga RRH – 38; National Council of Sports – 22; Amuria DLG – 81; Gomba – 191; Namayingo – 107; Busia – 46; Rukungiri – 71; Kasese – 173; Dokolo DLG – 120; and MoIA – 53.



analytical capacity of HR practitioners in MDAs and Local Governments, improving evidence-based HR planning, efficiency monitoring, and alignment of HR strategies with institutional goals and the NDP III objectives. `

Twenty tailor-made training sessions hosted and supported at the Civil Service College Uganda: The CSCU conducted 10²³ tailor-made training sessions, of the planned target of 20. These sessions addressed specific capacity gaps in public institutions, including Nansana and Kitgum Municipal Councils, Uganda Investment Authority (UIA) and the National Council of Sports (NCS).

For example, 51 staff members of Nansana Municipal Council (29 females, 22 males) were trained on service delivery, performance management, and accountability, leading to improved use of performance appraisal tools. Other sessions focused on strategic leadership, corporate governance, and professional development, resulting in enhanced institutional governance and better service quality. The intervention contributed to improved staff competencies and supported progress on the outcome indicator measuring improved job-related performance among trained public officers.

Strategic Human Resource Management (HRM) training for 50 HR Managers in the Public Service conducted: The MoPS, through CSCU, trained 63 HR Managers from 30²⁴ DLGs in Strategic Human Resource Management. The training focused on performance management, workforce planning, talent development, and succession planning, enhancing HR capacity and aligning staff structures with institutional mandates.

While the training met its planned output and improved HR competencies, a key outcome revealed that HR units remain excluded from district planning and budgeting processes, limiting their strategic role. Institutional reforms are recommended to integrate HR leadership into planning frameworks to maximise the impact of strategic HRM on public service delivery.

Induction training for 600 officers conducted (caravan): In FY2024/25, the Civil Service College Uganda (CSCU) inducted 1,007 newly appointed public officers, surpassing the annual target of 600 and achieving 194% performance. Participants were drawn from eleven District Local Governments, including Amuria, Gomba, Namayingo, Busia, Lamwo, Kasese, Rukungiri, and Dokolo, as well as from Nansana Municipal Council, Kayunga Regional Referral Hospital, the National Council of Sports, and the Ministry of Internal Affairs. Of the trainees, 562 were females and 445 males, indicating improved gender inclusiveness in the Public Service.

The overperformance was attributed to the adoption of the caravan approach, a mobile and cost-effective training model that enabled CSCU teams to conduct on-site induction sessions across the regions. This method reduced logistical costs, expanded coverage, and ensured

²³ Nansana MC, National Council for Sports OP for Under Secretaries, MoLG for CAOs and TCs, Ministry of Internal Affairs, Ministry of Energy and Mineral Development, and the Secretarial Cadre Professional Association.

²⁴ Amuru, Mubende, Luuka, Bunyangabu, Ntungamo, Iganga DLG, Kabale MC, Sironko DLG, Sheema MC, Njeru MC, Busia, Jinja DLG, Nakasongola, Isingiro, Soroti City, Mbarara, Rukungiri, Nebbi, Tororo, Amolatar, Kotido MC, Entebbe MC, Kassanda, Omoro, Bushenyi, Kisoro, Lira City, Arua City, Tororo MC and Kamuli DLG.



participation of officers in remote districts that previously faced challenges accessing centralised training.

The training focused on public service values, ethics, accountability, performance management, and leadership, equipping new officers with the skills and attitudes needed for professional service delivery. The programme improved understanding of the Public Service Standing Orders and promoted ethical conduct and performance culture across participating institutions. Supervisors in Amuria, Gomba, and Kasese observed improved discipline, time management, and adherence to standards among the newly inducted officers.

However, the programme faced challenges such as limited training equipment, inadequate funding for follow-up mentorship, and inconsistent participation of some districts due to competing administrative schedules. Despite these constraints, the caravan approach proved effective in enhancing professionalism, accelerating orientation, and improving service delivery readiness among new public officers nationwide.

3.4.2 Empower MDAs to customise talent management (attract, retain, and motivate public servants)

The planned outputs for FY 2024/25 were: i) Management of the Public Service wage bill, pension, and gratuity; ii) Implementation of the Public Service pension reforms; and iii) Strategic Human Resource Management and Project 1682: Retooling of the Ministry of Public Service.

Performance

The overall performance of the intervention was fair, with 65% of the planned outputs achieved. Further details about output-level implementation are presented hereafter:

i) Management of the Public Service wage bill, pension and gratuity: The key targets under the output in FY 2024/25 included: i) Certification of 15 officers in HR analytics and evidence-based public policy development and implementation undertaken; ii) Payroll Managers trained in wage and payroll analysis in 100 LGs and 10 MDAs; iii) Wage bill performance analysis and reconciliations undertaken for the entire service; iv) Wage, pension and gratuity budget estimates from all MDAs and LGs prepared and submitted to MoFPED; and v) The National Emoluments Review Board operationalized

The detailed performance is presented below:

Certification of Human Resource Officers in HR analytics and evidence-based policy implementation: MoPS, in partnership with the CSCU and the Chartered Institute of Personnel and Development (CIPD), initiated the certification of 34 Human Resource Officers from MDAs and LGs in HR analytics and evidence-based policy implementation. The programme aims to enhance data-driven decision-making in the Public Service by equipping officers with skills in workforce analytics and strategic planning. Once certified, these officers will support institutional reforms under NDP III by driving evidence-based workforce management and policy development across government entities.

Payroll Managers trained in wage and payroll analysis in 100 LGs and 10 MDAs: During FY2024/25, the Ministry of Public Service (MoPS) conducted capacity-building training for Payroll Managers and Human Resource Officers across 100 Local Governments (LGs) and 10 Ministries, Departments, and Agencies (MDAs). A total of 528 technical officers, including 316 males and 212 females, participated in the sessions. The participants comprised Chief Administrative Officers (CAOs), Town Clerks, Heads of Human Resource, and District



Planners. The training focused on wage budgeting, payroll analysis, and reconciliation to strengthen payroll management and ensure compliance with the approved wage bill. Participants were drawn from 135 District Local Governments, 10 Cities, and 31 Municipal Councils.

The adoption of a virtual training approach enhanced participation, reduced logistical costs, and widened access, especially for officers in remote districts. As a result, participants reported improved understanding of wage planning, reconciliation processes, and payroll accountability. The training contributed to more accurate wage projections and timely submission of payroll returns in several districts, including Lira, Gulu, Kasese, and Mbarara, which recorded notable improvements in wage utilisation and arrears management.

Despite these achievements, challenges persisted. Many local governments continued to experience limited access to functional ICT infrastructure, slow updates of approved staff structures, and inadequate supervisory follow-up. Payroll data inconsistencies often caused by delays in capturing staff changes also remained a concern. These issues highlight the need for enhanced system automation, regular audits, and continuous refresher training for human resource officers to sustain payroll reforms.

Payroll arrears management

In FY2024/25, management of salary and pension arrears remained a major accountability concern. A total of US\$ 11.04 billion in salary arrears was disbursed to central and local government votes, but only US\$ 1.80 billion (16.3%) was accounted for. Out of 169 beneficiary institutions, only 20 (12%) submitted accountability reports, reflecting weak financial compliance. Districts such as Karenga, Kamuli, and Agago, as well as Mbale Hospital, Mbarara City, and Kisoro Municipal Council, achieved full accountability, while Kagadi, Kabale, and Jinja City reported over 90%.

However, some major institutions, including the Office of the Prime Minister (US\$ 49.7 million), Ministry of Health (US\$ 9.6 million), Kampala Capital City Authority (US\$ 340.4 million), Mayuge District (US\$ 561.6 million), Bukedea District (US\$ 389.3 million), and Adjumani District (US\$ 391.6 million), failed to submit any accountability. This left US\$ 9.24 billion unaccounted for. The low accountability performance was mainly attributed to delayed payroll verification, weak coordination between MoPS, and respective votes, as well as limited financial management capacity and weak internal controls. These challenges delayed arrear payments, affected staff morale, and disrupted service delivery in several districts.

For pension and gratuity arrears, US\$ 31.56 billion was released to central and local governments, but only US\$ 3.64 billion (12%) was accounted for. The Ministry of Local Government fully accounted for US\$ 76.49 million, while the Ministry of Works and Transport, and the Office of the Auditor General had not submitted accountability by the end of the reporting period. The Uganda Prisons Service accounted for US\$ 965.86 million of the US\$ 1.49 billion received (65%), while Fort Portal and Kabale Regional Referral Hospitals achieved full accountability.

At the local government level, Busia Municipal Council, Kira Municipal Council, Lyantonde District, Adjumani District, and Kasese Municipal Council achieved full accountability. In contrast, Mpigi, Rukungiri, and Tororo districts recorded low accountability rates of 23%, 49%, and 10% respectively, due to poor record-keeping and delays in submitting reports. The accountability status is indicated in Table 3.4.

**Table 3.4: Accountability status of salary, pension, and gratuity arrears for FY 2024/25**

Arrears	Release (USh) Bn	Accounted funds (USh) Bn	Funds un Accounted for (USh) Bn	% Accounted for	% Unaccounted for
Salary	11,036,630,491	1,796,139,491	9,240,491,000	16	84
Pension & Gratuity	31,556,928,275	3,636,090,050	27,920,838,225	12	88
Total	42,593,558,766	5,432,229,541	37,161,329,225		

Source: MoFPED, BPED

Conclusion and recommendations: Overall, accountability for salary, pension, and gratuity arrears remained low and inconsistent, particularly among central government votes and urban councils. Weak internal controls, delayed financial reporting, and limited audit oversight continued to undermine transparency.

To improve performance, government should enforce conditional fund releases tied to accountability submission, strengthen internal audit and payroll verification systems, enhance coordination among MoPS, MoFPED, and the Office of the Auditor General, and institutionalise regular wage and payroll audits. Continuous capacity building for human resource officers should also be prioritised to sustain reforms, improve payroll efficiency, and ensure proper utilisation of public funds

Recruitment plans, Wage bill performance analysis and reconciliation: MoPS conducted a comprehensive wage performance analysis, using payroll data and the approved FY 2024/25 wage budget, to assess wage utilisation, recruitment capacity, and payroll management efficiency across Central and Local Government Votes.

For Central Government Votes, the review covered 89 institutions with a combined wage allocation of USh 2.58 trillion. Several institutions, such as the Ministry of Education and Sports (with a USh 7.2 billion surplus) and the Ministry of Lands (USh 3.9 billion surplus), were cleared for recruitment due to confirmed wage surpluses. However, agencies undergoing rationalisation were restricted from hiring, and others, including KCCA and the Judiciary, could not be fully assessed due to incomplete payroll data.

In the Local Government sector, USh 3.35 trillion was allocated across seven payroll categories. The analysis revealed significant mismatches, where certain categories, such as Secondary Education and Decentralised Tertiary were underfunded, while others were overfunded. A gross wage surplus of USh 92.1 billion was identified, though only USh 34.4 billion was available for potential recruitment after accounting for protected expenditures. When the average wage usage over four months was applied, the projected surplus increased to USh 202.4 billion.

Despite these apparent surpluses, payroll sustainability is threatened by widespread irregular recruitment. A total of 7,341 employees were recruited following Auditor General payroll validation, despite a recruitment freeze, adding USh 108.3 billion to the wage burden. Earlier unverified recruitments further compound this challenge.

The analysis concluded that most Local Governments were not ready for new recruitment until payroll data is fully reconciled. Key recommendations included allowing flexibility in reallocating wage funds across payroll categories, aligning allocations with actual staffing



needs, and tightening controls on payroll system access. Additionally, it proposes the establishment of a joint MoPS and MoFPED taskforce to verify available wage capacity and guide prioritised recruitment decisions.

Operationalisation of the National Emoluments Review Board: A key reform milestone was the initiation of the Board, with MoPS conducting a Regulatory Impact Assessment and preparing a draft report to inform the enabling legislation. By the end of the financial year, the legal framework was under development to operationalise the Board, which will oversee equitable and harmonised remuneration across the public sector.

ii) Implementation of the Public Service pension reforms: The planned activities included: i) Finalisation and submission of the Public Service Pension Fund (PSPF); ii) issuance of guidelines for the management of wages, salaries, pensions, and gratuities for FY 2025/2026; iii) Provision of technical support to oversight and investigative institutions to combat ghost workers and fraudulent payments; iv) Conducting of pension clinics and a nationwide virtual pre-retirement training to improve pension literacy; v) Provision of technical and functional support on wage management to 20 MDAs and 100 Local Governments; and vi) Provision of field-based technical support on pension and gratuity management to selected MDAs and Local Governments.

Public Service Pension Fund (PSPF) Bill finalised: The Public Service Pension Fund Act was gazetted and 500 copies printed. The regulations to operationalise the Fund drafted and a Task Force Committee constituted sensitisation on the Public Service Pension Fund (PSPF) Bill 2024, aiming to establish a contributory pension scheme for public servants. The Bill, which mandates a 5% employee and 10% Government contribution, was passed by Parliament on 26th February 2025. This was conducted for the Central Organisation of Free Trade Unions (COFTU) and the National Organisation of Trade Unions (NOTU), the International Labour Organisation and Public Service Labour Unions and heads of Human Resource in Central Government Votes and MoFPED.

Issuance of guidelines for wage, salary, pension, and gratuity management (FY 2025/26): In FY2025/26, the Ministry of Public Service (MoPS) issued guidelines to improve the management of wages, salaries, pensions, and gratuities across the Public Service. The guidelines were intended to promote accountability, standardisation, and transparency in payroll administration following an assessment of wage performance and recruitment compliance.

It was observed during the monitoring visits that while the guidelines provided clear direction, their implementation across MDAs and Local Governments remained inconsistent. Some institutions delayed payroll reconciliation and pension validation, resulting in wage shortfalls and unaccounted arrears. For example, Mayuge, Bukedea, and Adjumani districts failed to submit accountability for arrears, whereas Kagadi and Jinja City demonstrated full compliance through timely reconciliation and reporting.

To improve compliance, MoPS should strengthen follow-up and technical support to ensure all votes adhere to the issued guidelines. Regular audits, staff training on payroll management, and digital tracking of arrears should be prioritised to enhance accountability and sustain payroll integrity across the Public Service.

Support to oversight and investigative institutions: MoPS provided technical support to the Criminal Investigations Directorate (CID), the Office of the Auditor General (OAG), and the



Inspectorate of Government (IG) to combat ghost workers and fraudulent payments. This collaboration strengthened payroll integrity, supported the OAG's Special Payroll Audit Report, and enhanced transparency in pension management. The interventions restored public confidence, improved accountability, and created fiscal space for hiring essential staff. Continued system automation and regular audits are recommended to sustain these gains.

Pre- and post-retirement engagements: MoPS conducted pension clinics in 24²⁵ LGs and two (2)²⁶ MDAs, alongside a nationwide virtual pre-retirement training attended by 400 officers (220 males and 180 females). These efforts enhanced pension literacy in LGs such as Mbarara and improved service responsiveness in Mukono District. Nonetheless, challenges persisted, including limited financial planning support, poor communication on pension procedures, and inadequate post-retirement guidance, which highlights the need for strengthened sensitisation, targeted financial literacy, and comprehensive support services for both male and female retirees.

Technical and functional support to 20 MDAs and 100 LGs on wage: MoPS provided technical and functional support to 20 MDAs and 100 LGs, including Lira, Arua and Soroti Cities, Mityana and Bushenyi Districts. The support aimed to improve payroll accuracy, align wage allocations with approved staff structures, and enhance compliance with wage policy through the Human Capital Management (HCM) system.

Some LGs reported reduced payroll errors and improved wage planning. However, gaps in technical capacity, ICT infrastructure, delayed system updates, and inconsistent understanding of decentralised payroll roles remained. To address these issues, the Ministry recommended strengthening on-site mentorship, expanding ICT access, formalising internal payroll review mechanisms, and scaling up regional support to sustain wage management reforms.

Pension and gratuity provided: MoPS provided field-based technical support to three (3)²⁷ out of 20 MDAs and 25²⁸ out of the planned 100 LGs. This support is aimed at enhancing the management and administration of wages, pensions, and gratuity for Public Service employees in these entities. Field findings revealed that both Masaka and Fort Portal Referral Hospitals reported a 30% reduction in payroll discrepancies after implementing new procedures.

Additionally, workshops conducted at Gomba and Kagadi LGs increased awareness, providing officials with a clearer understanding of pension policies and entitlements. Participants noted that many retirees who previously experienced delays now received timely processing, as illustrated by Gomba LG processing pension claims in half the typical time, leading to better service delivery for Public Service employees and retirees.

iii) Human resource planning and development : The planned outputs included: i) Support supervision provided to 40 MDAs and 80 LGs towards the implementation of the Professionalisation Framework and Strategy; ii) Capacity of 40 MDAs and 80 LGs to undertake Capacity Needs Assessment/Training Needs Assessment and preparation of Capacity-building Plans built; iii) Capacity of 30 Human Resource staff in 20 MDAs and 70 Human Resource

²⁵ Mpigi, Masaka DLG, Mbarara DLG, Rukungiri DLG, Bushenyi DLG, Kabale MC, Luweero, Nakasongola, Nebbi DLG, Arua DLG, Gulu DLG, Lira DLG, Wakiso, Hoima DLG, Mukono DLG, Mubende DLG, Kabarole, Kasese DLG, Soroti DLG, Moroto DLG, Iganga DLG, Mbale DLG, Kapchorwa DLG, and Tororo DLG.

²⁶ Ministry of Gender (20) and Judiciary (70).

²⁷ Fort Portal RRH, Arua RRH, and Masaka RRH.

²⁸ Madi-Okollo, Terego, Maracha, Arua City, Arua DLG, Koboko DLG, Kasese DLG, Kasese MC, Kakumiro, Kagadi, Kassanda, Mityana DLG, Otuke, Alebtong, Amolatar, Oyam, Omoro, Nwoya, Amuru, Butambala, Kalungu, Bukomansimbi, Gomba, Kalangala, and Sembabule.

staff in 40 LGs built in Succession Planning and Talent Management; and iv) Technical support provided to 20 MDAs and 40 LGS in Development of Human Resource Plans in the HCM.

Other outputs included: v) Filled vacancies declared within the financial year; vi) Competence examinations and other general aptitude assessments administered in support of recruitment and selection in entities (12 DSCs/CSCs; 2 MDAs); and vii) Sixty (60) job competence profiles developed and reviewed. Key performance highlights are presented hereafter:

Support supervision provided to 20 MDAs and 40 LGs towards the implementation of the Professionalisation Framework and Strategy: The Professionalisation Framework and Strategy aims to strengthen public service delivery by standardising staff training, establishing Professional Development Committees (PDCs), and improving career development planning. In FY 2024/25, MoPS exceeded its target by supporting 63 institutions (22²⁹ MDAs and 41³⁰ LGs), achieving 105%. This enhanced staff development planning and institutional performance. Examples included the Ministry of Works and Transport, Soroti University, Mubende Regional Referral Hospital, and LGs like Soroti and Masaka Cities, Mpigi, Gomba, and Kumi Districts.

However, challenges remained, such as incomplete PDCs, limited induction, inadequate funding, salary disparities, understaffing, weak HR planning, and low use of the Human Capital Management system. To scale adoption, MoPS and ENABEL disseminated the framework to 10 LGs and 5 MDAs.

Overall, reforms showed the potential to improve service delivery but require sustained supervision, funding, training, and digital HR integration.

Capacity of 40 MDAs and 80 LGs to undertake Capacity Needs Assessment/Training Needs Assessment and preparation of Capacity-building Plans built: MoPS supported 16³¹ MDAs and 44³² LGs to conduct Capacity Needs Assessments, Training Needs Assessments, and prepare Capacity-building Plans, fully achieving its target. Institutions such as Lira University, Masindi District, and Hoima City demonstrated improved planning by aligning staff development with budgets, prioritising technical recruitment, and enhancing revenue mobilisation.

However, limited financing, high staff turnover, and weak adoption of digital tools constrained implementation. Overall, the intervention enhanced evidence-based human resource planning and institutional strengthening, though sustainability will require continued mentorship, integration of plans into budgets, and greater use of digital systems.

²⁹ MoWT, MWE, MoFPED, MoES, MoJCA, MGLSD, MEMD, MTIC, MoH, MoLG, MoFA, MoIA, MoTWA, Mubende RRH, Soroti University, Soroti RRH, and Masaka RRH.

³⁰ Soroti City, Masaka City, Kumi MC, Bugweri DLG, Pallisa DLG, Ngora DLG, Kumi DLG, Soroti DLG, Bukedea DLG, Mpigi DLG, Butambala DLG, Gomba DLG, Sembabule DLG, Masaka DLG, Kalungu DLG, Lwengo DLG, and Rakai DLG.

³¹ Mbarara RRH, Mubende RRH, Hoima RRH, Fort portal RRH, UHRC, PSC, Mulago NRH, Kawempe NRH, Lira RRH, Lira University, MoMU, MoFPED, MoW&E, MAAIF, Mbarara RRH and MoPS

³² Nakasongola DLG, Kiryandongo DLG, Masindi DLG, Masindi City, Hoima DLG, Hoima City, Kikuube DLG, Kagadi DLG, Bulisa DLG, Mubende DLG, Kakumiro DLG, Kyenjojo DLG, Kabarole DLG, Fort Portal City, Mbarara City, Isingiro DLG, Lyantonde DLG, Kamwenge DLG, Ibanda DLG, Buhweju DLG, Rubirizi DLG, Kibaale DLG, Kyegegwa DLG, Mityana DLG, Kassanda DLG, Kiboga DLG, Kyankwanzi DLG, Mubende MC, Mityana MC, Mpigi DLG, Butambala DLG, Kyotera DLG, Gomba DLG, Bukomansimbi DLG, Rakai DLG, Kyakwanzi DLG, Kiboga DLG, Mityana MC, Bushenyi DLG, Rwampara DLG, Kamwenge DLG, Bushenyi DLG, Isingiro DLG, and Rubirizi DLG .



Capacity of 30 Human Resource staff in 20 MDAs and 70 Human Resource staff in 40 LGs built in Succession Planning and Talent Management: MoPS trained 105 HR officers (62 male and 43 female) from 15 MDAs and 20 LGs in succession planning and talent management, surpassing the 100-officer target. The training improved institutional awareness and capacity, with examples of early adoption in Lira and Mpigi Districts, as well as the MoH and MoTWA. Field visits to 10 LGs supported dissemination of the Talent Management Framework and Succession Planning Guidelines.

However, implementation was constrained by the absence of updated HR plans, weak utilisation of the HCM system, wage shortfalls, staff turnover, and poor record-keeping, especially in LGs like Kiboga, Kyegegwa, Mubende, and Mityana. Despite these gaps, the intervention built a foundation for succession reforms. Routine supervision, increased funding, and stronger reporting are recommended to consolidate gains and promote sustainable leadership development across the Public Service.

Technical support provided to 20 MDAs and 40 LGS in Development of Human Resource Plans in the HCM: MoPS supported 25³³ MDAs and 35³⁴ Local Governments in developing Human Resource Plans through the HCM system. Despite improved awareness, most institutions faced challenges such as limited technical skills, weak alignment with strategic goals, poor ICT infrastructure, and low system usage.

Districts like Bukomansimbi and Amuria struggled with internet and training gaps, while MAAIF's HR plans lacked strategic linkage. Only a few entities, notably Ministry of Works and Transport, made meaningful progress. The Ministry recommends targeted training, ICT upgrades, appointment of HCM focal persons, and stricter policy enforcement of improve HR planning.

Uganda's Human Resource Strategy for the Nuclear Energy Sector: Although developed by consultants, its implementation faced key challenges. These included delays in operationalising the Centre for Nuclear Science and Technology (CNST) at Soroti University, poor integration of workforce data into HRMIS, weak institutional coordination, lack of progress on gender inclusion targets, limited international partnerships, and inadequate funding to support planned activities.

Uganda's Five-Year Capacity Building Plan (2025–2030) for the Nuclear Energy Sector: The plan was developed in collaboration with consultants and aims to support the country's goal of generating 24,000 MW of nuclear energy by 2040 by creating a skilled workforce and institutional capacity.

Aligned with national and international frameworks, the plan addresses gaps in education, training, and staffing across key institutions. It targets the training of 600 radiation safety professionals, creation of three accredited nuclear programs, and establishment of a Centre for Nuclear Science and Technology, with a focus on gender inclusion and international cooperation. The plan requires an investment of USD 16.2 million and positions Uganda to safely adopt and lead in the peaceful use of nuclear technology.

³³ MoICT&NG, MoLG, MoPS, MoFPED, MoWT, MAAIF, PSC, UHRC, Mulago NRH, Kawempe NRH, Lira RRH, Fort Portal RRH, Mountain of the Moon University, Lira University.

³⁴ Kiryandongo DLG, Mbarara DLG, Mbarara City, Bushenyi DLG, Rwampara DLG, Lira DLG, Kamwenge DLG, Lira City.



Filled vacancies declared within the financial year: In FY 2024/25, by 30th June 2025, a total of 1,584 (78%) out of 2,028 staff were absorbed in MDAs and Local Governments. There were 920 vacancies not yet filled.

Key gains were made in education, health, and administration. Support was provided to 32 District Service Commissions, and 88 members were inducted to improve recruitment capacity. However, challenges such as delayed wage clearances, non-functional DSCs, and long recruitment timelines affected full achievement. Despite this, staffing levels improved, though further reforms are needed to enhance efficiency and service delivery.

Approval of DSC members to operationalise commissions in target districts: The planned output was to secure approval for new DSC members in districts with expired or non-functional commissions to restore full operational capacity. By end of the financial year, 32 out of the 35 targeted DSC members were successfully approved, reflecting a 91.4% achievement rate. These included appointees from 14³⁵ districts.

In addition, one member from Arua City was approved. This output significantly enhanced the functional capacity of DSCs in the respective districts, enabling them to resume critical functions such as recruitment, promotions, and disciplinary actions.

Critical positions in Local Governments filled (CAOs, DCAOs, Town Clerks of Cities and Municipalities): In FY 2024/25, significant progress was made in filling critical positions in Local Governments, with 49 out of the planned 55 posts (89.1%) successfully filled. These included 17 Chief Administrative Officers (CAOs), 14 Deputy CAOs (DCAOs), and 18 Town Clerks in key districts and urban councils such as Yumbe, Rukungiri, Mayuge, Gulu, and Hoima Cities. As a result, the number of LGs with officers in acting capacity dropped from 36 to 11, enhancing administrative stability and efficiency.

The deployment of substantive officers contributed to improved budget execution, service delivery, and revenue mobilisation. For instance, Mayuge District recorded better reporting performance, while Hoima City and Mukono Municipality saw local revenue increases due to proactive Town Clerk leadership. In Kamwenge and Rukungiri, Districts newly appointed CAOs enforced stricter compliance, leading to the completion of delayed infrastructure projects.

However, challenges remained, including delays in clearance processes, limited relocation support for newly posted officers, and wage gaps in some cities that hindered the confirmation of Town Clerks. To address these issues, it is recommended that onboarding funds be ring-fenced, vetting processes be digitalised, and wage structures in urban councils be reviewed to ensure the sustainability of critical staffing.

Competence examinations and other general aptitude assessments administered in support of recruitment and selection in entities (12 DSCs; / CSCs; 2 MDAs): Forty-eight (48) District Service Commissions, four (3) City Service Commissions, 23 MDAs were supported in the administration of selection examinations during the FY 2024/25. The D/CSCs³⁶ of Bududa,

³⁵ Kamwenge (1), Buikwe (1), Kanungu (2), Nakaseke (1), Masindi (1), Kiboga (1), Bukomansimbi (3), Ibanda (3), Kyankwanzi (3), Manafwa (3), Napak (5), Moroto (2), Kyotera (1), and Hoima (5).

³⁶ Agago, Amolatar, Amuria, Apac, Arua City, Bududa (x2), Bulambuli, Bunyangabu, Bushenyi, Dokolo, Fort Portal City, Ibanda, Isingiro, Kabarole, Kalaki, Kalungu (x2), Kasese, Katakwi, Kazo (x2), Kiruhura, Kitgum, Koboko (x2), Kole, Lamwo, Lira City (x2), Madi-Okollo, Maracha, Mbale, Mityana (x2), Moyo, Mubende, Namutumba, Ntungamo, Omoro, Oyam, Pakwach, Rubirizi, Rukungiri (x2), Rwampara, Sheema, Terego, Tororo, Wakiso, Yumbe, Zombo.



Kalungu, Kazo, Koboko, Mityana and Rukungiri Districts were supported twice during the financial years, while the rest were only supported once.

The MDAs included the Judicial Service Commission, KCCA, the Local Government Finance Commission, and the Ministry of East African Affairs (MEACA). This intervention enhanced the objectivity and transparency of the recruitment process and minimised human bias in candidate selection.

Sixty competence profiles developed and reviewed: By 30th June 2025, 11 competence profiles were finalised. These included Commissioner (Tourism Development), Assistant Commissioner (Tourism Development), Assistant Commissioner (Tourism Development – Quality Assurance), and Principal Tourism Development Officer (Quality Assurance), among others. These profiles now serve as benchmarks for job descriptions, recruitment specifications, and performance appraisals, contributing to professionalisation across MDAs.

Forty selection instruments/items, sets of in-tray, and work sample assessment items were developed for the different levels in the service. The PSC developed and used 74 competence selection items. Additionally, 152 general aptitude instruments were reviewed and utilised in the assessment of shortlisted applicants. Two sets of in-tray questions and four sets of work sample/skills tests were also developed.

These tools were used to assess applicants from various MDAs. These included the Ministry of Justice and Constitutional Affairs, the National Lotteries and Gaming Regulatory Authority, and the Judicial Service Commission.

The applicants included Permanent Secretaries under the Ministries of Trade, Industry and Cooperatives; the Ministry of Education and Sports; the Solicitor General and Deputy Solicitor General; the Commissioner, Refugee Management; the Senior Manager – Licensing and Responsible Gaming, Manager Finance, and Manager Lotteries under the National Lotteries and Gaming Regulatory Board; and Magistrate Grade One under the Judicial Service Commission. Two additional tools for the Commissioner position under various Ministries, as per Internal Advert 1 of 2024, and one tool for the Assistant Commissioner position, thereby enhancing the validity and reliability of selections.

One tracer and one research study were conducted in selected job categories across the service: A concept paper and questionnaire were developed, followed by pre-testing and data collection. The research focused on assessing the effects of the Rationalization of Agencies and Public Expenditure (RAPEX) on employees, using the case of mainstreaming the Rural Electrification Agency (REA) into the Ministry of Energy and Mineral Development. Data analysis was completed, and a comprehensive research report was produced.

Induction and Capacity Building for newly appointed DSC members: The planned output was to build the capacity of newly appointed DSC members through formal induction sessions on Public Service regulations, recruitment procedures, and ethical standards. By the end of FY 2024/25, a total of 88 DSC members had been inducted from 18³⁷ districts, including the induction sessions improved members' understanding of applicable legal frameworks and operational guidelines, which contributed to more transparent, rule-based, and procedurally sound recruitment decisions at the district level.

Conducting performance audits in DSCs and CSCs to strengthen oversight and accountability: The planned output was to conduct performance audits in selected DSCs and

³⁷Moroto, Ntungamo, Amuria, Nakaseke, Kaberamaido, Kamwenge, Mbale, Kikuube, Adjumani, Kisoro, Mityana, Buikwe, Abim, Buyende, Kanungu, Maracha, Sheema, and Masindi.

CSCs to identify gaps in compliance, documentation, and operational procedures. Performance audits were conducted in 21³⁸ districts and three (3) cities, with city audits conducted in Fort Portal, Hoima, and Lira.

These audits uncovered issues such as delays in concluding disciplinary cases, irregular shortlisting, and a lack of file documentation. The findings informed tailored recommendations for institutional improvement and compliance monitoring, with follow-up planned for FY 2025/26.

Digitalisation of recruitment through the use of RAPEX: The planned output sought to promote the use of the Recruitment and Promotion e-System (RAPEX) to improve transparency and efficiency in Public Service hiring processes. Under the Ministry of Tourism, Wildlife and Antiquities (MoTWA), 215 shortlisted applicants were subjected to online aptitude testing via RAPEX for various positions under the Uganda Wildlife Authority (UWA).

The system enabled timely, cost-efficient, and merit-driven selection and demonstrated scalability for use in other sectors. The output marks progress in integrating ICT into public administration and reducing manipulation in human resource processes.

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

The Human Capital Management (HCM) system is a key Public Service reform aimed at automating all human resource functions across Government Votes and LGs, with integration to core national ICT systems.

The HCM system implementation achieved good performance, at 89%. While full progress was made in data cleaning, early life support, and regional hypercare, only 35 of the targeted 100 Votes were onboarded, and just 50% of the planned post-rollout support was delivered. Additionally, only 45% of Local Government structures were aligned to HCM templates. The intervention improved payroll accuracy and system adoption in supported Votes, but it fell short of fully realising an integrated, automated HR management system across government.

The planned outputs were: i) The Human Capital Management (HCM) system rolled out to 100 Votes, comprising 50 phase 3 sites and an additional 50 under phase 4; ii) Functional and technical support for the uptake of all HR modules provided to 160 Votes where HCM has been rolled out; iii) Hypercare support for sites rollout on HCM, at 13 Regional Centres; and iv) Employee and establishment data for the 100 Votes (50 for phase 2 and 50 in phase 4 sites) cleaned and migrated to the HCM. Further details on output-level implementation are presented hereafter:

Performance

HCM rolled out to 100 Votes (50 Phase 3 and 50 Votes Phase 4): The rollout of the Human Capital Management (HCM) system was completed in 100³⁹ Votes in phase 3. The implementation, focused on phase 3 sites such as Kisoro, Kabale, and Mubende, was hindered by poor ICT infrastructure, weak internet connectivity, and a shortage of technical personnel,

³⁸ Lyantonde, Rakai, Madi-Okollo, Ubongi, Kapelebyong, Kyenjojo, Ntoroko, Bundibugyo, Kasese, Kyegegwa, Mityana, Bugweri, Bulambuli, Bukwo, Kween, Masindi, Kagadi, Lira, Mukono, Luuka, and Manafwa.

³⁹ Kisoro DLG; Kabale DLG, Rubanda DLG, Kagadi DLG, Kakumiro DLG, Mubende DLG, Kibuku DLG, Budaka DLG, Iganga DLG, Kumi DLG, Kween DLG, Serere DLG, Maracha DLG, Terego, Yumbe DLG, Otuke DLG, Omoro DLG, Kwanja DLG, Bukomansimbi DLG, Lwengo DLG, Kanungu DLG, Mitooma DLG, Kassanda DLG, Kikuube DLG, Bulambuli DLG, Namutumba DLG, Nakapiripit DLG, Moroto MC, Nebbi DLG, Zombo DLG, Agago DLG, Kitgum DLG, Rakai DLG, Kyotera DLG etc.

especially in Local Governments like Kabale and Iganga. Phase 4 rollout was delayed due to institutional unpreparedness.



L-R: HCM training by HR Department, Wakiso LG

Despite limited progress, the system improved payroll accuracy and HR data management in onboarded Votes. However, the shortfall negatively impacted the broader outcome of achieving an integrated, automated HR system across government.

Functional and technical support for the uptake of HR modules provided to 160 Votes:

The Ministry of Public Service provided functional and technical support to all 160⁴⁰ targeted Votes for the Human Capital Management (HCM) system rollout. Over 600 officers were trained in modules such as payroll, leave, and performance management. Positive results were reported in institutions like Mbarara District, where the system improved leave processing and performance tracking.

However, in Jinja District, utilisation was hindered by technical errors and inactive records. Post-rollout support was provided to Local Governments (e.g., Wakiso, Busia), Municipal Councils (e.g., Entebbe, Kisoro), Referral Hospitals (e.g., Masaka, Mulago), MDAs (e.g., Ministry of Health), and public universities (e.g., Mbarara University), which enhanced HCM module adoption. However, overall rollout progress stood at 50% of the target.

Hypercare support for sites rollout on HCM, at 13 Regional Centres: MoPS provided quarterly hypercare support to 13⁴¹ Regional IPPS/HCM Support Centres. These centres provided targeted, in-person technical assistance to facilitate the smooth adoption and utilisation of the Human Capital Management (HCM) system and the Integrated Personnel and Payroll System (IPPS) across MDAs and Local Governments.

⁴⁰ Mbarara DLG, Bushenyi Ishaka MC, Kapchorwa DLG, Rwampara DLG, Wakiso DLG, Entebbe MC, Kira MC, Jinja City, Mbale DLG, Lyantonde DLG, NPA, Masaka RRH, Mulago NRH, Kisoro MC, Masaka MC, Fort Portal RRH, Mityana DLG, Ministry of Health, Ministry of Works, Kayunga RRH, Entebbe RRH, Uganda Law Reform Commission, Koboko DLG, Jinja DLG, Kitgum MC, MoFA, Nakasongola DLG, Arua DLG, Kagadi DLG, Mbale RRH, Yumbe RRH, Ministry of Local Government, Hoima City, Gulu RRH, Busia DLG, Nebbi MC, Moroto RRH, Rwampara DLG, Maracha DLG, Napak DLG, Mubende DLG, Mpigi DLG, Rukungiri MC, Mbale City, Kyambogo University, Kabarole DLG, Mbarara University, Jinja RRH, Ministry of Internal Affairs, Njeru MC, Gulu University, Soroti DLG, Madi-Okollo DLG, Busia MC, Kawempe Specialised National Referral Hospital, Lira RRH, Buvuma DLG, MoWT.

⁴¹ Moroto, Soroti, Gulu, Arua, Mbale, Jinja, Kampala, Masaka, Mbarara, Bushenyi, Kabale, Fort Portal, and Hoima.

Support activities included hands-on user guidance, real-time system troubleshooting, refresher training for HR and ICT officers, and capacity-building sessions to address common operational issues. This regionalised approach helped institutions to resolve implementation bottlenecks, improve data integrity, and enhance the efficiency of critical modules, such as leave management and payroll processing.

For example, in high-volume districts such as Wakiso and Arua, persistent payroll anomalies and leave module delays were addressed through immediate technical intervention, reducing processing time and improving compliance with established payroll cycles. The Fort Portal and Mbale City centres also reported significant improvements in data accuracy and user confidence following targeted refresher training.

Overall, the hypercare support contributed to improved HCM system functionality, increased user satisfaction, and strengthened institutional capacity in system management and service delivery.

Employee and establishment data for the 100 Votes (50 for phase 2 and 50 in phase 4 sites) cleaned and migrated to the HCM: MoPS completed the cleaning and validation of employee master data, establishment records, and transaction histories for 115 Votes. This initiative significantly improved payroll integrity by eliminating redundant, outdated, and ghost staff entries. As a result, institutions such as the Ministry of Health (MoH) and Uganda Bureau of Standards (UBOS) showed more accurate wage bill forecasts and streamlined staff structures.

Challenges

1. Delayed clearance of queried cases by MoPS: The Ministry of Public Service has been slow in resolving outstanding cases flagged during the transition to the HCM system. Several pensioners and employees remain excluded from payroll and pension processing because their cases were still pending. For example, in Nwoya District Local Government, some pensioners have spent over a year without accessing the system owing to duplicate appointment numbers, and their cases remain unresolved at MoPS.
2. Data integrity problems: Migration of records from legacy systems into HCM revealed persistent errors, including duplicate appointment numbers, missing personal details, and mismatched service records. These data issues prevent employees from being fully integrated into the system, causing delays in payroll management and pension payments.
3. Missing job positions in the system: Some critical positions were not reflected in the HCM establishment structures, which limits recruitment, deployment, and payment of staff. For instance, in Mbale City, the positions of Revenue Officer and Tax Officer were missing from the system, undermining local revenue mobilisation efforts and leaving some staff without access to the payroll.
4. Accumulation of salary and pension arrears: The combination of unresolved cases, incorrect records, and missing positions has resulted in the build-up of salary and pension arrears. This situation not only affects employee welfare and morale, but also contributes to inefficiencies in service delivery at the Local Government level.
5. Over-centralisation of support at MoPS: Local Government Human Resource Officers (HROs) have limited authority or tools to correct routine system errors. Escalating all data queries to MoPS headquarters results in long delays in problem resolution. This centralisation undermines efficiency and weakens ownership of the system at the Local Government level.



Recommendations

1. Fast-track clearance of pending cases: MoPS should set up a dedicated task force to resolve all outstanding queries within a defined timeframe. Priority should be given to long-pending cases such as that of pensioners in Nwoya District, where delays have already stretched beyond a year.
2. Strengthen data quality and verification processes: Joint data audits between MoPS and Local Governments should be conducted before and after migration to eliminate duplicate records and fill missing information. Continuous data-cleaning should also be institutionalised within the payroll cycle.
3. Update establishment structures in the HCM system: MoPS should urgently review and update the system to capture all functional positions in Local Governments, including critical roles such as Revenue Officers and Tax Officers in Mbale City, to ensure that no staff are left outside the payroll structure.
4. Decentralise query resolution capacity: Local Government HR Officers should be empowered with authority and digital tools to address routine errors at the local level, reducing dependence on MoPS headquarters and improving turnaround time for case resolution.
5. Integrate HCM with IFMS: The payroll module of the HCM system should be linked with the Integrated Financial Management System (IFMS) to accelerate payment processing and reduce the risk of salary and pension arrears accumulation.
6. Institutionalise quarterly joint reviews: MoPS and Local Governments should hold quarterly review meetings to track HCM rollout progress, identify bottlenecks, and exchange lessons learnt. This would provide a structured forum for accountability and system improvement.

3.4.4 Develop and operationalise an e-document management system

MoPS served as the implementing agency for this intervention, which was funded under the “Review and Development of Management and Staff Structures, Systems, and Standards” component of the Government Structures and Systems Sub-programme. The planned output was the rollout and operationalisation of the Electronic Document and Records Management System (EDRMS) in 10 MDAs and four (4) Local Governments (LGs). The detailed performance is explained presented hereafter:

Electronic Document and Records Management System (EDRMS) rolled out and operationalised in 10 MDAs and 4 LGs. The EDRMS was rolled out to 14 votes (12⁴² MDAs and 2⁴³ LGs). Additionally, site readiness assessment and RIM systems were streamlined in 23⁴⁴ MDAs and 2⁴⁵ LGs. EDRMS site readiness assessment was conducted in 5⁴⁶ MDAs and 7⁴⁷ DLGs.

⁴² MoJCA, ODPP, MoTWA, MoLG, MoGLSD, MoFPED, MEMD, MoH, MoIA, KCCA, Financial Intelligence Authority (FIA) and UNBS.

⁴³ Kira MC.

⁴⁴ MoLG, MoWT, MoFPED, MAAIF, MoIA, MoWE, PSC, MoLG, ODPP, MEMD, MoES, MoTWA, MoIA, MTIC, OPM, JSC, MEACA MoH, FIA, UNBS, KCCA.

⁴⁵ Rukungiri MC, and Kira MC.

⁴⁶ ULC, DEI, ESC, HSC, and URSB.

⁴⁷ Buyende, Kabale, Nwoya, Kisoro, Bugiri, Oyam, and Omoro; 3 MCs: Kabale, Bugiri, and Kamuli; 2 Cities: Gulu and Mbarara.

The Ministry of Justice and Constitutional Affairs (MoJCA), the EDRMS enabled the digitisation of over 5,000 legal documents, improved case file tracking, and reduced delays in legal advisory services, contributing to faster and more secure records management. At the outcome level, EDRMS implementation enhanced institutional efficiency, audit preparedness, and accountability through improved access to records and reduced file loss. Although rollout targets were not fully met, foundational progress was made to support broader digital transformation across the government.

For example, the Ministry of Public Service conducted an EDRMS site readiness assessment at KCCA. The assessment found KCCA to be partially ready for onboarding. Internet coverage was broad (99%) and reliable, though bandwidth was inadequate. The registry was equipped with seven computers and five scanners, which were sufficient to initiate the process. The staff demonstrated good digital literacy, although specific EDRMS training was still required.

Significant challenges included registry understaffing (40% filled), a lack of a dedicated ICT helpdesk, an absence of a centralised registry, weak adherence to record-keeping procedures, no Master Register, and the use of substandard stationery. Although leadership was supportive and committed to the EDRMS, no budget had been allocated under the Records Management Services Vote Function to sustain registry operations.

KCCA has the necessary infrastructure, leadership support, and staff capacity to begin onboarding; however, organisational and structural gaps must be addressed to ensure a successful EDRMS implementation.

Key Challenges

1. Inadequate Information, Communication Technology (ICT) infrastructure in targeted MDAs and LGs. The entities lacked the requisite infrastructure, such as reliable internet connectivity, servers, and power backup systems needed to support EDRMS deployment and functionality.
2. Low technical capacity and digital literacy among staff, such as limited ICT skills among key users, including Records Officers and administrative personnel. Most institutions lacked trained IT personnel to provide immediate support for system adoption and maintenance.
3. Weak change management and resistance to digital transformation. For instance, institutional resistance to change, driven by inadequate sensitisation and a preference for traditional manual systems, hindered the smooth adoption of the EDRMS in some implementing entities.

Key Recommendations

1. Upgrade ICT infrastructure in MDAs and LGs: The Ministry of Information, Communications Technology and National Guidance (MoICT&NG), in collaboration with the National Information Technology Authority Uganda (NITA-U) and the Ministry of Public Service (MoPS), should spearhead infrastructure enhancement in all targeted institutions. This includes improving broadband connectivity, server capacity, and power backup systems to ensure stable system operation.
2. Implement comprehensive training and support programmes: MoPS, working closely with the Civil Service College Uganda (CSCU), should design and deliver targeted capacity-building programmes for users of the EDRMS. These should include practical training sessions, certification programmes for IT personnel, and deployment of regional technical support teams to assist MDAs and LGs during the transition period.
3. Enhance change management and user sensitisation: MoPS, in collaboration with the Office of the Prime Minister (OPM) and the Public Service Commission (PSC), should lead structured change management initiatives. These should include institution-wide sensitisation drives,



high-level leadership briefings, and regular communication of the benefits and success stories of the EDRMS to promote ownership and reduce resistance.

3.4.5 Review the existing legal, policy, regulatory, and institutional frameworks to standardise regulation and benefits in the Public Service

The planned outputs for FY 2024/25 were: i) Support supervision on implementation of HR policies and procedures in 12 MDAs and 30 LGs provided; ii) 100% of grievances and complaints from Public Service labour unions and individuals handled; and iii) Capacity of members of Consultative Committees in 20 MDAs and 10 LGs built.

Performance

The intervention achieved fair performance, with approximately 55% of the planned outputs delivered. However, many of these outputs were not aligned with the core objectives of the intervention, which reduced their strategic value and effectiveness. Consequently, the achievement of outcome indicators was limited, estimated at only 40%. This misalignment between outputs and intended results weakened the overall impact of the intervention, underscoring the need for better alignment and strategic focus in future implementation cycles.

Support supervision on implementation of Human Resource policies and procedures in 12 MDAs and 30 LGs: Support supervision and on-the-spot guidance on implementation of HR policies and procedures was provided to 31 votes (28⁴⁸ LGs and 3⁴⁹ MDAs). The support focused on assessing the effective implementation of existing HR policies. In cases of challenges such as over-recruitment, staff retention, or motivation, Human Resources personnel received guidance tailored to address the specific issues encountered.

Human Resource policies were effectively put into place in most Local Governments, promoting a cohesive, compliant, and productive work environment while protecting the rights and welfare of both employees and the organisation.

Handling of grievances and complaints from Public Service labour unions and individuals: The Ministry of Public Service resolved four (4) formal complaints from labour unions and individual public officers, including cases related to the delayed implementation of the Collective Bargaining Agreement (CBA), whistle-blower reports in the Ministry of Education and Sports, and harassment in Rukungiri District.

While these were successfully addressed through existing mechanisms, the intervention fell short of its intended objective to review and reform the legal, policy, and regulatory frameworks for grievance handling. The activity focused on individual case resolution rather than initiating systemic reforms, highlighting a misalignment between planned outcomes and implemented actions.

Capacity Building of Consultative Committees in 20 MDAs and 10 LGs: The Ministry of Public Service instead conducted training for Consultative Committees, 51 Votes (40⁵⁰ LGs

⁴⁸ Mbale DLG, Tororo, Busia, Pallisa, Butebo, Budaka, Kibuku, Bulambuli DLGs, Busia MC, Tororo MC, Kyenjojo, Kyegegwa, Bunyangabu, Kasese, Kabarole, Bundibugyo, Ntoroko DLGs, Fort Portal City, Kasese MC, Gulu City, Agago, Amuru, Gulu DLG, Kitgum, Kiryandongo, Lamwo, Nwoya, and Pader DLGs.

⁴⁹ Mbale RRH, Fort Portal RRH, Gulu RRH, and Jinja RRH.

⁵⁰ Kanungu, Rukungiri, Ntungamo, Rwampara, Hoima, Masindi, Buliisa, Kagadi, Kibaale, Kakumiro, Kikuube, Luweero, Nakaseke, Nakasongola DLGs, Rukungiri, Ntungamo, Mubende RRH, Ibanda, Kazo, Buhweju, Kassanda, Lyantonde, Mubende, Kamwenge, Kyenjojo, Kyegegwa DLGs, and Ibanda, Mubende MCs, Hoima, Masindi MCs.



and 11⁵¹ MDAs). Local Governments, including Hoima, Masindi, Buliisa, and Kagadi, had formed committees and received training, but most had not yet begun handling grievances, indicating limited functional uptake.

Conclusion

The Human Resource Management Sub-programme realised very good financial performance through the utilisation of 99% of released funds and achieving a 73% physical performance rate, indicating successful outputs.

Notable advancements were made in public sector training, payroll reform, and recruitment. Over 7,500 public officers benefitted from enhanced e-learning at the Civil Service College, and induction training surpassed targets. Passage of the Public Service Pension Fund Bill marked a significant milestone, while the RAPEX e-recruitment system improved transparency and filled 82.5% of declared vacancies.

Challenges included inadequate ICT infrastructure, low digital literacy, and weak institutional ownership during the rollout of the Human Capital Management (HCM) system and the Electronic Document and Records Management System (EDRMS). Some activities, such as grievance handling, did not align with the intervention's main goal of legal and regulatory review, limiting their effectiveness.

To realise the desired transformation, the sub-programme should focus on ICT upgrades in struggling institutions, implement structured HCM training, increase digital recruitment tool usage, and align implementation with policy reform. While it has established a solid foundation for professionalising the Public Service, ongoing investment in capacity building, system integration, and institutional accountability is crucial for lasting impact.

3.5 Decentralisation and Local Economic Development Sub-programme

The sub-programme aims to deepen decentralisation and citizen participation in local economic development. The implementing entities are the Local Government Financing Commission (LGFC), the Ministry of Local Government (MoLG), and the Ministry of Information and Communications Technology and National Guidance (MoICT&NG) through the Uganda Broadcasting Corporation (UBC).

The intended intermediate outcomes are: (i) Improved commitment of government in financing the delivery of decentralised services; (ii) Improved fiscal sustainability of Local Governments; (iii) Improved communication and sharing of information on decentralisation and Local Economic Development (LED) outcomes; (iv) Improved sustainability of enterprises established under the parish model; (v) Improved livelihood and welfare of the parish model beneficiary communities; and (vi) Improved functionality and coordination of Local Economic Development (LED) promotion institutional framework at parish level.

The sub-programme has four interventions, namely: i) Strengthening collaboration of all stakeholders to promote Local Economic Development (LED); ii) Increasing participation of non-state actors in planning and budgeting; iii) Operationalising the parish model; and iv) Building LG fiscal decentralisation and self-reliance capacity.

Financial Performance

The sub-programme showcased very good financial performance, as the approved budget of USh 13.79 billion was completely released and fully utilised for all planned activities. This

⁵¹ MoWT, MoES, MoGLSD, MoTWA, MoDVA, MWE, MTIC, MoICT&NG, MoFPED MoH, and Mubende RRH.



indicated efficient fund allocation and prompt disbursement, which facilitated the steady execution of activities in Local Governments (LGs).

Physical Performance

The Decentralisation and Local Economic Development Sub-programme achieved 68.3% of its targets, performing fairly in fiscal decentralisation, capacity building, and awareness creation, but falling short in citizen *barazas*, household enterprise growth, and resource allocation to LGs. Local revenue mobilisation rose to 47%, against a 35% target, yet the share of the national budget to LGs declined to 14%. While training and media outreach surpassed expectations, household transformation under the PDM and institutional strengthening remained limited. A summary overview of the intervention performance is presented in Table 3.4.

Table 3.4: Overview of the intervention performance as at 30th June 2025

Intervention	Performance status	Remarks
Strengthen collaboration of all stakeholders to promote local economic development		Showed good performance (85% of outputs achieved). While districts had functional LED structures' 16 LGs were trained on LED and Investment Committees.
Operationalise the parish model		Achieved good performance at 77% of planned outputs.
Build LG fiscal decentralisation and self-reliance capacity		Performed fairly (60% output achievement). Member oversight roles were carried out by the LGFC on financing and implementation in the Local Governments. Monitoring and Evaluation (M&E) training was also carried out for technical officers.

Source: Author's Compilation

Details of performance for the three interventions are presented hereafter:

3.5.1 Strengthen collaboration of all stakeholders to promote local economic development

The implementing entity, the Ministry of Local Government (MoLG), achieved good overall intervention performance of 85%, primarily due to the support provided to LGs for operationalising Local Economic Development and Investment Committees (LEDICs) and training them in conducting Public-Private Dialogues (PPDs).

The planned outputs were: i) Sixteen (16) LGs trained on Local Economic Development and Investment Committees (LEDICs) and an LED Forum on LED and investment promotion across the country; ii) Twelve (12) LGs trained in conducting Public-Private Dialogues; and iii) Support supervision and monitoring of the performance of development projects in 16 LGs across the country was undertaken.

Performance

Sixteen (16) LGs trained on LED and Investment Committees (LEDICs) and LED Forum on LED and investment promotion across the country: The Ministry of Local Government trained 42⁵² out of the planned 16 Local Governments on establishing and operationalising Local Economic Development and Investment Committees (LEDICs) and conducting LED Forums.

The overperformance was due to the support from GIZ PRUDEV II. These trainings aimed to enhance local capacity to coordinate investment promotion and attract private sector participation. Each LEDIC came up with investment ideas based on its economic priorities; for example, Fort Portal City focused on tourism, Gulu City on agro-processing and logistics, Mbale City on cross-border trade, and Arua City on urban agriculture.

The intervention improved stakeholder engagement and planning for LED, but challenges, such as inadequate funding, lack of dedicated LED personnel, and limited follow-up support constrained full implementation. By 30th June 2025, 65% of LGs had functional LED structures, falling short of the 80% national target. To improve performance, the Ministry should prioritise integrating LEDICs into LG development plans, provide continuous mentorship, and allocate adequate resources for effective implementation.

Twelve (12) LGs trained in conducting Public-Private Dialogues (PPDs): The MoLG trained all 25⁵³ LGs on PPDs, achieving 100% of the planned output on how to convene and conduct PPDs. By 30th June 2025, 67% had held at least one formal dialogue, with notable progress in Fort Portal and Gulu Cities. Dissemination of PPP Guidelines exceeded targets, reaching nine (9) LGs (129% performance), including Masaka City, Kyotera, and Kaliro Districts.

Outcomes arising from this initiative have enabled LGs to generate project ideas that can be developed into bankable projects. For instance, they have explored PPP concepts in waste management (Masaka), solar street lighting (Kaliro), and market redevelopment (Kyotera). Key challenges were limited technical capacity and low private sector awareness. The Ministry recommends follow-up training and support for effective implementation.

Supervision and monitoring of development projects: Support supervision was conducted by MoLG in 18 out of 16 planned LGs, surpassing the target. The activity focused on infrastructure under the Markets and Agricultural Trade Improvement Programme. By 30th June 2025, 75% of targeted markets were completed and operational, below the 100% target. Rukiga Central Market was 98% complete, while Soroti Main Market was complete and fully operational. Soroti City also recorded a 25% increase in local revenue collections, slightly below the 30% target. Despite minor delays, the intervention contributed to improved infrastructure use and revenue generation at the local level.

The Northern Uganda Development of Enhanced Local Governance, Infrastructure and Livelihoods (NUDEL) Projects were on course, and contractors were on site. Many projects

⁵² Kyenjojo, Kyegegwa, Kabarole, Bunyangabu, Kamwenge, Fort Portal City, Rukungiri DLG, Rukungiri MC, Kanungu DLG, Isingiro, Kisoro DLG, Kisoro MC, Kabale DLG, Kabale MC, Rubanda, Kiruhura, Buhweju, Kyankwanzi, Kiboga, Kakumiro, Kagadi, Kitgum, Kitgum MC, Lamwo, Agago, Pader, Gulu, Gulu DLG, Amuru, Nwoya, Adjumani, Omoro, Oyam, Kole, Apach, Apach MC, Amolatar, Otuke, Dokolo, Lira City, Lira District, Alebtong, including Adjumani in West Nile.

⁵³ Butaleja, Kibuku, Bugiri DLG, Namutumba DLG, Bugiri MC, Bugweri LGs, Bwinkwe, Lugazi MC, Mukono DLG, Mukono MC, Mayuge Kikube, Kagadi, Kakumiro, Hoima District, Kyankwanzi, Oyam, Pakwach, Nwoya, Gulu, Luweero, Nakasongola, Nakaseke, and Namayingo.



were ready for commissioning, the planted trees were growing well, and there was no dry spell in the region, for example, in Soroti DLG, which benefitted the Soroti Fruit Factory.

3.5.2 Operationalise the Parish Development Model (PDM)

The Parish Development Model (PDM) is a government initiative designed to promote Local Economic Development (LED) and reduce poverty by transforming rural parishes into dynamic hubs of socio-economic activity.

The planned outputs were: i) Top management supported to monitor implementation of Government programmes in 10 LGs; ii) Twenty-five (25) radio and TV talk shows conducted to popularise PDM across the country; iii) Four (4) regional review meetings conducted annually to evaluate PDM implementation; iv) Eighteen (18) consultative and follow-up field visits conducted in the different sub-regions; v) Fifty (50) radio and TV talk shows conducted to popularise PDM across the country using media campaigns and social media; and vi) Eighteen (18) regional workshops/barazas to evaluate PDM implementation sought and conducted. District leaders, technical leaders, members of PDM SACCOs, Parish Chiefs, extension workers and the public in Ankole, Greater Mubende, Central, Busoga and Bugisu sub regions.

Performance of the Intervention

The Parish Development Model (PDM) registered good performance in FY 2024/25, achieving 77% of its planned outputs. Progress was made in strengthening oversight, promoting public awareness, and facilitating stakeholder engagement. However, implementation was constrained by limited funding, partial national coverage, and weak follow-up mechanisms. The detailed status of implementation and outcomes is presented below:

Top management supported to monitor implementation of Government programmes in 10 LGs: The Ministry of Local Government (MoLG) provided support to senior management teams in 10 Local Governments to enhance coordination and oversight of the Parish Development Model (PDM). This support improved policy implementation, particularly in addressing challenges such as delays in the registration of Savings and Credit Cooperative Organisations (SACCOs) and in fund disbursement.

As a result, the functionality of PDM structures improved in several districts. For example, Nakaseke and Kyenjojo Districts reported significant increases in SACCO functionality and fund absorption. Nationally, the share of parishes with functional PDM SACCOs rose from 55% to 65%, showing progress towards the 80% target.

Radio and TV campaigns to popularise PDM: A total of 24 out of the planned 25 radio and TV talk shows were conducted to raise public awareness about the PDM pillars, SACCO operations, and enterprise development. These broadcasts reached communities in Uganda, including Mbale City and Bushenyi District amongst others.

The campaigns led to increased public understanding of and participation in PDM activities, with national awareness estimated at 40%, though still below the 60% target. In some districts, local surveys showed improved community knowledge of SACCO membership and fund access procedures.

Regional review meetings to evaluate PDM implementation: By 30th June 2025, all the four planned regional review meetings were held (100% achievement), covering the Eastern and Western Regions. The Eastern Region faced delays in SACCO registration and weak technical support, while the Western Region showed good fund absorption and data integration despite connectivity issues. Meetings in the Central and Northern Regions were not conducted owing to funding and scheduling challenges.



The MoLG also supported the rollout of the PDM through five regional workshops, the dissemination of guidelines, and technical assistance for SACCO strengthening and enterprise selection. These efforts improved local understanding of PDM operations. However, delayed fund disbursement, poor data systems, and inconsistent enterprise selection affected progress.

Consultative and follow-up field visits: The Ministry of Local Government (MoLG) conducted 21 consultative and follow-up field visits, exceeding the 18 planned, and achieving 116% of the target in Sebei, Rwenzori, Kigezi, and Bugisu. These visits facilitated direct engagement among MoLG officials, Parish Chiefs, and beneficiaries, allowing for real-time problem-solving.

In Rwenzori, technical support improved SACCO registration compliance; Bugisu focused on enhancing record-keeping; Sebei received guidance on minimising duplication; and accountability gaps were addressed in Kigezi.

Despite surpassing the target, geographical coverage was limited, leaving districts in Acholi and West Nile without support. This restricted progress in SACCO operations and accountability. The field visits concluded that while MoLG field visits were effective for resolving issues and building capacity, broader coverage is necessary to enhance PDM implementation and accountability nationwide.

Expanded media campaigns: The Ministry of Local Government conducted 57 radio and TV talk shows, exceeding the planned 50. These programmes, aired on stations like UBC Radio and Radio West, aimed to educate the public on the Parish Development Model (PDM) and SACCO operations.

However, monitoring revealed that effectiveness was hampered by limited regional reach and funding gaps. While audiences in Kampala and Mbarara Cities reported improved knowledge of SACCO membership processes, many rural areas, including Kiryandongo and Katakwi, Districts remained under-informed. Public awareness only increased by 40%, falling short of the 65% national target due to delayed airtime procurement, inadequate local language translation, and insufficient regional coverage.

Regional baraza meetings: The Ministry of Local Government, in collaboration with local leaders, organised only four (4) of the 18 planned regional baraza meetings, achieving 22 percent of the annual target. The meetings were held in Kabale, Kapchorwa, Fort Portal and Mbale Cities bringing together district and City officials, Parish Chiefs, SACCO leaders, and community members to discuss the implementation of the Parish Development Model (PDM).

For example, in Kapchorwa LG, the baraza strengthened SACCO oversight by addressing challenges related to loan recovery, while in Fort Portal City, residents received updates on delayed SACCO disbursements. The low performance was mainly attributed to inadequate funding, which limited the Ministry's ability to hold meetings in all planned regions. Other contributing factors included poor logistical support, high mobilization costs, and weak coordination with district structures, which affected coverage and reduced opportunities for citizen participation and accountability under the PDM.

3.5.3 Build Local Government fiscal decentralisation and self-reliance capacity

Introduction

Fiscal decentralisation is a key component of Uganda's public sector transformation agenda, aiming to devolve planning, expenditure, and revenue generation responsibilities to Local Governments (LGs). The Local Government Finance Commission (LGFC), in collaboration with the Ministry of Local Government (MoLG), is mandated to support this process.



The planned outputs for FY 2024/25 were: i) Member oversight roles carried out by the Commission on financing and implementation in the Local Governments; ii) Monitoring and Evaluation (M&E) training carried out for technical officers; iii) Twenty-four (24) Local Government regional budget consultative workshops facilitated on financing of LGS; iv) Thirty (30) Technical Planning Committee (TPC) members of selected LGs trained, budgeting capacity of the trained LGs enhanced, one (1) Training Report and one (1) Monitoring Report produced, and the LG TPCs capacities to partake in strategies that lead to self-reliance for LGs enhanced; v) Four (4) tax awareness campaigns carried out in Local Governments for enhanced local revenue performance, and compliance in tax payment improved on by specifying the roles and obligation of communities/taxpayers in revenue collection and management; vi) Stakeholders engaged on management of royalty fees with LGs that have royalties, namely MEMD, URA, UWA and MoFPED; vii) Thirteen (13) Local Governments automated in revenue collection and management through the rollout of e-LogRev; viii) Activities in natural resources that have the potential to generate local revenues for Local Governments finalised; ix) Capacity of the Finance and Planning Officers to develop and implement revenue enhancement and management plans in the selected 30 urban councils built; and x) Local Government Revenue Management Information System (LGRMIS) rollout monitored in 40 sites.

In FY 2024/25, the LGFC implemented a range of planned outputs targeting improved LG revenue performance, financial autonomy, and local service delivery. These included oversight visits to LGs, M&E training, regional budget consultations, TPC capacity building, conditional grant negotiations, tax awareness campaigns, stakeholder engagements on royalties, support to urban councils, and rollout of the Electronic Local Government Revenue Management Information System (e-LogRev).

Performance

In FY 2024/25, the fiscal decentralisation intervention achieved fair performance, at 60% of its planned targets, driven by LGFC's support in budgeting and tax awareness. However, key outcomes showed limited progress: the LG budget share remained at 12.5%, local revenue grew by only 3%, and just 15% was reinvested in community development. A detailed account of output achievements is presented in the subsequent section.

Physical Performance

Member oversight roles carried out by the Commission on financing and implementation in the Local Governments: Oversight visits were conducted in 18⁵⁴ LGs. The members of the Commission carried out their oversight roles through outreach activities with an objective of the sharing experiences with the Local Government leaders (Executive Committees and Technical Planning Committees). This was to familiarise themselves and document issues related to policy and matters related to financing service delivery in light of the constitutional mandate of the LGFC.

In Lira City, the visit prompted the Executive Committee to reallocate resources to address solid waste management gaps. In Kyotera district Local Government the intervention resulted in the revival of dormant sub-county Budget Committees. These engagements enhanced participatory planning and strengthened budget responsiveness, especially at the local level.

Monitoring and Evaluation (M&E) training for technical officers: The M&E training was delivered to LG officials in Alebtong, Butebo, Buyende, Dokolo, Tororo, Nebbi, Gulu and

⁵⁴ Rubanda, Rukiga, Kabale, Masaka City, Sembabule, Kyotera, Alebtong, Oyam, Lira City, Kasese, Kabarole, Ntoroko, Hoima, Kiboga, Kyankwanzi, Bugiri, Busia, and Tororo.



Hoima Cities , The training had an immediate impact: Dokolo District improved its budget submission timeline and met MoFPED's deadline for the first time in three years. In Nebbi, the district developed and institutionalised a monitoring matrix that was used to track the implementation of conditional grant-funded projects. These activities improved compliance with national planning and reporting standards.

Local Government regional budget consultative workshops: A total of 24 regional budget consultative workshops were held across four regions. These engagements brought together the MoLG, LGs, and stakeholders to review FY 2024/25 performance, disseminate FY 2025/26 strategic priorities, and clarify sector guidelines and indicative planning figures. As a result, LG budget alignment with national priorities improved significantly, with the proportion of compliant submissions rising from 72% to 81%.

Capacity building for Technical Planning Committees (TPCs): Capacity building for TPCs was conducted in 41⁵⁵ out of 44 targeted LGs, reaching 540 members (312 males and 228 females). The training covered strategic budgeting, integration of self-financing initiatives, and harmonisation of annual plans with NDP III objectives. As a result, overall performance in budget formulation improved to 76% in FY 2024/25.

Practical outcomes were observed in Mbale City, where TPCs developed local revenue enhancement strategies, and in Kabarole District, where improved coordination among sector heads led to more harmonised work plans. These gains were reflected in more timely submission of Budget Framework Papers (BFPs) and annual work plans, as well as stronger integration of cross-cutting priorities like climate change and gender equity.

Nonetheless, 14 Local Governments, including Ntoroko, did not benefit from the training owing to resource constraints and mobilisation delays. This limited coverage weakened their capacity to prepare credible, NDP III-compliant plans. The monitoring team concluded that the intervention had a significant positive impact when implemented. Still, nationwide improvement in Local Government planning, budgeting, and alignment with NDP III priorities requires full coverage and continued mentorship support.

Tax awareness campaigns: Four tax awareness campaigns were implemented in six⁵⁶ centres to enhance local revenue collection and improve taxpayer compliance by clarifying the roles and obligations of communities in revenue management. Additionally, targeted legal enforcement meetings were held with six⁵⁷ Local Governments to build capacity in the application of legal provisions for revenue mobilisation.

These engagements focused on the practical implementation of laws governing property rates, market dues, and local service tax, while promoting strategies for enforcement and dispute resolution, and strengthening the local revenue administration.

For example, in Lira, Mbale, and Mbarara Cities, the activities included radio talk shows, public dialogues, and the distribution of printed materials. Mbale City recorded a 13% increase in property rate declarations, Mbarara achieved a 9% rise in voluntary payments from the

⁵⁵ Nwoya, Otuke, Agago, Kwanja, Amudat, Sironko, Namisindwa, Buyende, Sheema, Isingiro, Buhweju, Kotido, Abim, Karenga, Tororo, Obongi, Bukedea, Butaleja, Amuru, Omoro, Hoima, Kakumiro, Kikuube, Kalaki, Manafwa, Ngora, Napak, Gulu, Namutumba, Butebo, Namayingo, Pallisa, Kapchorwa, Bududa, Lamwo, Pader, Nakasongola, Budaka, Kitagwenda, Bundibugyo, and Bunyangabu.

⁵⁶ Gulu, Soroti, Masaka, Lira, Mbale, and Mbarara Cities.

⁵⁷ Kiryandongo, Luuka, Butaleja, Oyam, Sheema, and Kyotera.



hospitality sector, and Lira registered improved informal business registration. These gains contributed to a broader tax base and enhanced citizen appreciation of local taxation.

Stakeholders engaged on management of royalty fees with LGs: The Commission facilitated stakeholder engagements aimed at improving the management and accountability of royalties received by Local Governments. These engagements involved key institutions, including the Ministry of Energy and Mineral Development (MEMD), Uganda Revenue Authority (URA), Uganda Wildlife Authority (UWA), electricity generating companies, and the Ministry of Finance, Planning and Economic Development (MoFPED).

The meetings specifically targeted Local Governments that benefit from royalties derived from natural resources and protected areas. Discussions focused on streamlining the flow of royalties, enhancing transparency in the allocation and use of these funds, and strengthening inter-agency coordination. As a result, stakeholders agreed on mechanisms to ensure timely disbursement of royalties, clarity on sharing formulas, and improved monitoring of how royalties contribute to service delivery in beneficiary Local Governments.

Financial management support to urban councils: Financial management support was provided to 66 out of 70 targeted urban councils. A total of 132 internal audit staff were trained, comprising 39 females and 93 males. Technical assistance covered revenue mapping, property valuation, licence issuance, and audit strengthening.

For example, in Lira and Mbale Cities, own-source revenue rose by an average of 18%. Internal audit reporting rates in urban councils increased from 40% to 75%, indicating improved financial discipline and transparency.

Thirteen Local Government automated in revenue collection and management through the rollout of e-LogRev: The MoLG procured 288 pieces of assorted ICT equipment (desktop, printer and UPS) to support local revenue collection in LGs.

Key Challenges

1. Limited policy influence on fiscal transfers: The LGFC failed to convene conditional grant negotiation platforms, and the LG budget share remained at 12.5%, undermining fiscal autonomy objectives.
2. Slow and fragmented rollout of e-LogRev: Digital revenue automation systems faced delays and limited functionality, affecting revenue tracking and transparency.
3. Weak community engagement on local revenue: The absence of tax awareness campaigns contributed to low compliance and weak citizen ownership of LG development financing.

Strategic Recommendations

1. The LGFC, working with MoFPED and sector Ministries, should institutionalise annual negotiation forums to ensure more equitable and responsive LG financing aligned to NDP III targets.
2. The LGFC and MoICT&NG should address procurement delays, improve integration, and provide on-site training to enable nationwide adoption of automated revenue systems.
3. The LGFC should lead coordinated tax awareness initiatives to increase compliance, expand the tax base, and promote accountability in local service delivery.

Conclusion

The sub-programme exhibited fair performance, at 64%; and gains were made in local revenue mobilisation, budget preparation, and public awareness, with timely LG budget submissions rising to 76% from 64%. However, outcome indicators remained weak, as less than 40% of

LGs met half of their revenue targets. Poverty declined slightly from 20.3% to 19.8%, and most Local Economic Development (LED) structures remained non-functional.

The performance was constrained by low Central Government funding, poor reinvestment of local revenues, and weak institutional coordination. Despite the noted achievements in revenue mobilisation, budgeting capacity, and public awareness, progress at the outcome level was hampered by these persistent structural and fiscal challenges. The limited socio-economic gains highlight the need for a strategic shift, as evidenced by the modest decline in poverty and the low viability of household enterprises.

To improve results, the sub-programme must prioritise aligning outputs with long-term development objectives, enhancing institutional coordination, and institutionalising results-based monitoring and evaluation mechanisms. Strengthening fiscal reforms is also essential to unlock LG fiscal autonomy and improve the impact of the PDM. These reforms, if led effectively by the Local Government Finance Commission (LGFC) and other stakeholders, will be critical to improving service delivery, strengthening local economies, and realising the full potential of decentralisation and local economic development efforts.

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

This objective aims to increase transparency and eliminate corruption in the delivery of services. The intended outcomes under this objective are: (i) Increased intersystem sharing of personal data within government institutions; (ii) Increased access and integration of public services; (iii) Efficient operational and management systems; (iv) Increased voluntary tax compliance; (v) Increased domestic tax collection; (vi) Improved efficiency and effectiveness of e-services; and (vii) Reduced costs of service delivery. Increased ICT coverage; (viii) Improved accessibility to public information; (ix) Improved communication and sharing of information on NDP III implementation; (x) Increased awareness about public services and impact of socio-economic development; (xi) Increased listenership and viewership of the public services broadcaster; (xii) Skilled MDA staff in digital content collection, development (programming), broadcasting, and preservation; and (xiii) Reduced incidences of inflation.

The sub-programme supports NDP III objective v by enhancing transparency and reducing corruption in service delivery. It is implemented by NIRA, MoPS, NITA-U, and MoICT&NG under Uganda Broadcasting Corporation (UBC). Key interventions include re-engineering public service delivery processes, developing an e-citizen platform (a digital platform that allows citizens to access government services and information online), and improving public access to timely and accurate information. These efforts aim to digitise services, streamline operations, and promote accountability across government institutions.

Financial Performance

The Business Process Re-engineering Sub-programme exhibited very good financial management, with 98% of the US\$ 2.13 billion annual budget released and effectively spent. This efficient budget utilisation supported a range of ICT-related initiatives aimed at modernising public sector operations.

Physical Performance

The sub-Programme achieved a performance rating of 67%. The institutionalisation of ICT functions and technical audits of organisational processes recorded a performance score of 63%, despite facing challenges such as slow adoption of digital systems and high operational costs.



The design and implementation of the e-citizen platform performed well, scoring 75%, with significant progress made in integrating data-sharing interfaces. Efforts to improve public access to information ranged from 50% to 66.7%, which included the production and dissemination of mini-documentaries on the implementation of the Parish Development Model, digital content creation for ICT job fairs, and the development of guidelines for a communication policy. Additionally, the creation of Application Programming Interfaces (APIs) to facilitate the integration of re-engineered government services reached a score of 75%, laying a solid foundation for digital transformation within the government.

However, the outcome performance was critically low, averaging 0%. No progress was reported on key indicators, such as the number of MDAs interfacing with NIRA, the proportion of government services provided online, compliance with ICT laws and standards, or client satisfaction with e-services and the information on the institutional website.

This highlights the need for a collective effort to address these challenges and achieve the intended outcomes of enhancing efficiency, transparency, and service delivery through the integration of ICT. A detailed breakdown of performance at intervention and output levels is provided in Annex 6, with an overview summarised in Table 3.5.

Table 3.5: Overview of the intervention's performance as at 30th June 2025

Intervention	Performance status	Remarks
Re-engineer public service delivery business processes		Fair annual performance, at 63%. Two regional Service Uganda Centres (SUCs) were operationalised, improving access to integrated services in supported regions. However, delays in further rollout limited the outcome of improved service delivery efficiency and responsiveness.
Design and implement an electronic citizen (e-citizen) system		Good annual performance, at 75%. System access was expanded via the TPI, enhancing identity verification and access to selected services. Nonetheless, incomplete integration reduced the outcome achievement of fully streamlined and citizen-centred service delivery.
Improve access to timely, accurate, and comprehensible public information		Fair annual performance, at 64%. Public awareness increased through wide content dissemination, contributing to better citizen knowledge of government programmes. However, misalignment of some outputs with engagement objectives limited the outcome of significantly enhancing informed citizen participation.

Source: Authors' Compilation

Detailed performance of the interventions is discussed hereafter:

3.6.1 Re-engineer public service delivery business processes

The sub-programme was implemented under Uganda's National Development Plan III (NDP III) to improve the efficiency of government service delivery, promote institutional digital transformation, and expand citizen access to public services. In FY 2024/25, the sub-

programme focused on five priority interventions: (i) Operationalisation of Service Uganda Centres (SUCs); (ii) Re-engineering of service delivery systems; (iii) Institutionalisation of the ICT function in MDAs; (iv) Organisational automation assessments; and (v) Performance audits of ICT systems.

Details of performance for the three interventions are presented hereafter:

Performance

The sub-programme achieved fair results, at 66%, in enhancing institutional efficiency and citizen access to public services. The operationalisation of Service Uganda Centres (SUCs) enabled the integration of multi-agency services, improving turnaround times. For instance, 60% of pension claims in Gulu were processed within seven days, and pension file losses in Mbarara reduced by 40% owing to digitalisation. However, public uptake remained low, mainly due to limited awareness, particularly in rural areas.

Service re-engineering efforts improved sectoral outcomes. Access to extension services increased by 25%, infrastructure project delivery timelines were enhanced by 15%, and average business registration time was reduced to three days. Improvements in visitor information systems contributed to gains in the tourism sector.

Workflow automation and ICT governance reforms led to a 60% efficiency improvement in MoPS, while the share of MDAs with institutional ICT frameworks rose from 25% to 40%. In parallel, process automation in the MoH, MLHUD, URA, and URSB enhanced access to real-time patient data, digitised land records, integrated tax systems with national identity data, and reduced business registration time to two working days.

Nevertheless, ICT utilisation across MDAs averaged only 45%, against a 70% target, and system integration remained weak, at 40%. These challenges were attributed to limited infrastructure, weak interconnectivity, and low digital literacy, which constrained the effectiveness of digital service delivery initiatives.

Operationalisation of Service Uganda Centres (SUCs): Two regional Service Uganda Centres (SUCs) were established in Hoima and Kasese, providing integrated services from agencies such as the National Identification and Registration Authority (NIRA), Uganda Revenue Authority (URA), the Uganda Police Force (UPF), and the MLHUD. Five additional mini-SUCs received technical support to enhance local service delivery. In Kampala, designs for a new metropolitan SUC were finalised, with inspections conducted in Mbale, Gulu, and Mbarara to inform future expansions.

By 30th June 2025, the Hoima SUC served 7,516 clients, demonstrating its role as a regional service hub. Its performance improved where permanent staff were stationed, with notable demand for business registration by the Uganda Registration Service Bureau (URSB) and surges during mass enrolment and driving permit campaigns by NIRA and the Ministry of Works and Transport (MoWT). However, challenges included the lack of desks from key MDAs such as MTIC and MoTWA, staffing shortages, delayed contracts, limited funding, and low public awareness.

Similarly, the Kasese SUC served around 6,842 clients by 30th June 2025. Its effectiveness relied on the presence of agencies, with the URSB consistently performing well and NIRA leading in mass enrolments. The absence of several key entities, staffing gaps, slow contract renewals, and inadequate public sensitisation hampered performance.

Both centres proved valuable but underutilised owing to uneven MDA participation. Recommendations include fully deploying all mandated agencies, ensuring stable funding, and enhancing public outreach to maximise the effectiveness and value of the Service Uganda model.



L-R: Uganda driving licence system offering driving permits to natives in Bunyoro sub-region at Hoima Service Uganda Centre

Re-engineering of service delivery systems: Service delivery systems were reviewed and re-engineered across sectors, including MAAIF, MoWT, MWE, and MoTWA. These reforms led to the digitisation of workflows, the development of national service standards, and the removal of administrative bottlenecks, particularly in the implementation of infrastructure projects and extension services.

Institutionalisation of the ICT function: The MoICT&NG provided technical support in Arua, Lira, Gulu Cities, and MDAs: MoTWA, KCCA, and MoJCA to strengthen ICT governance and institutional capacity. It supported MoPS in developing its internal ICT policy.

It institutionalised ICT functions in MoLG, MoES, MAAIF, MTWA, KCCA, MoJCA, MoH, and the Cities of Arua, Lira, and Gulu. It conducted system and infrastructure mapping in Butebo, Kibuku, Bududa, Sironko, Kapchorwa, Pallisa, Butaleja, Mbale City, Budaka, and Bugiri Districts to identify ICT gaps and guide improvements.

It engaged all Central Government information technology officers to clarify their roles in implementing the Digital Transformation Roadmap, aligning their efforts with national priorities and emphasising their responsibility in reinforcing ICT structures at both Central and Local Government levels.

Organisational process automation assessments: Process automation assessments were conducted in 10⁵⁸ key institutions. These assessments informed the implementation of tools such as e-leave systems, automated internal memos, online business registration portals, and digital health information systems, laying the foundation for full-scale digital transformation.

ICT performance audits: The MoICT&NG supported PPDA and MoFPED in reviewing the e-Government Procurement (eGP) system code to verify functionality, identify gaps, and propose improvements for enhanced efficiency and scalability. It provided technical expertise

⁵⁸ MoLG, MoPS, MWE, MoH, MAIF, MTIC, MoES, MTWA, KCCA, and MoJCA.

for the digital enhancement of Namboole Stadium ahead of AFCON 2026, focusing on innovative technology integration to support operations and event management.

It collaborated with UBOS, and OPM to harmonise parish-level data collection, leading to the development of the Local Government Statistics App for streamlined data-driven decision-making and future automation. Assessed organisational processes and developed automation blueprints for MoLG, MoE, MoPS, MAAIF, MTWA, KCCA, MoJCA, MoH, and the MoTWA to support digital transformation initiatives.

ICT performance audits were carried out to assess utilisation levels, system reliability, and integration capacity. The audits revealed persistent inefficiencies, including underuse of digital platforms, limited system interoperability, and inadequate end-user capacity, providing a baseline for targeted digital reforms.

3.6.2 Design and implement an electronic citizen (e-citizen) system

The intervention, implemented by NIRA, aimed to enhance access to integrated digital services through two core outputs: (i) Operationalisation of the electronic citizen (e-citizen) system; and (ii) Expansion of data sharing via Third-Party Interface (TPI) with 50 new institutions.

Performance

The intervention's physical performance was good, at 75%, attributed to the operationalisation of the e-citizen system and data sharing using the TPI integration.

The intervention contributed to several intermediate indicators under the Public Sector Transformation Programme. Real-time identity verification coverage increased from 65% to 74%, which was due to the expansion of the e-citizen system to 89 institutions, which facilitated automated services across sectors such as immigration, banking, and telecom.

Additionally, identity-related service fraud cases, particularly in SIM registration and financial transactions, declined by an estimated 12% compared to the previous year, as reported by partner agencies. Public access to integrated digital services improved moderately, especially in urban and semi-urban areas. However, the slower rollout of TPI integration reduced the potential reach of these services, limiting systemic efficiency gains. The overall impact remained below full potential owing to constraints on cross-institutional integration. The detailed output performance is detailed below:

Operationalisation of the e-citizen system: The e-citizen system was operationalised in 89 institutions, surpassing the annual target of 50 and achieving 178% of the output target. The newly onboarded institutions in FY 2024/25 included major players such as Stanbic Bank, MTN Uganda, and Airtel Uganda, as well as critical government agencies.

These integrations enabled real-time National Identification Number (NIN) verification, enhancing service delivery in passport issuance, mobile SIM registration, and bank account opening. The outcome was increased automation, reduced identity fraud, and shortened service turnaround times, especially in high-demand sectors.

Expansion of data-sharing via Third-Party Interface (TPI): NIRA integrated only nine (9) out of the planned 50 institutions into the TPI by the end of FY 2024/25, representing 18% of the target. This was due to the nature of the integration of government and private institutions with the National Identification Register (NIR), which was demand-driven, where institutions create the demand to be integrated.

The Uganda Revenue Authority (URA) achieved faster taxpayer registration through automatic NIN validation; the Directorate of Citizenship and Immigration Control (DCIC) reported improved passport processing; and the Uganda Registration Services Bureau (URSB) enhanced



efficiency in business registration. These selective integrations demonstrated the transformative value of the TPI system, but institutional and infrastructure gaps constrained broader implementation.

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

The intervention aimed to increase citizen awareness, engagement, and access to public services by promoting the Third National Development Plan (NDP III), the Parish Development Model (PDM), and the NRM Manifesto through digital platforms, multimedia content, and improved inter-agency information sharing. Implemented by the MoICT&NG, the intervention also sought to strengthen feedback loops and transparency in service delivery across government institutions. The intervention is implemented by the MoICT&NG and NITA-U.

The planned outputs included: (i) Production and dissemination of two episodes of mini-documentaries showcasing the progress of the Parish Development Model (PDM); (ii) Development of content for the ICT Job Fair and operationalisation of guidelines for the National Communication Policy; (iii) Creation of local content promoting government programmes aligned with NDP III and the NRM Manifesto; (iv) Collection and translation of NDP III implementation materials into selected local languages to promote inclusivity; (v) Promotion of digital content on NDP III planning, implementation, and performance monitoring and evaluation by MDAs; (vi) Development of an Application Programming Interface (API) to facilitate the integration of e-services onto the national data-sharing platform; and (vii) Documentation of 10 government services with re-engineered processes ready for automation. The detailed presentation is explained below:

Performance

The intervention achieved a fair performance of 64%, with significant results in key outcome indicators. Citizen awareness of NDP III priorities rose from 49% to 65%. Compliance with the National Communication Policy improved to 95%, surpassing the 90% target. Engagement with digital platforms, including UGHub, increased by 65%, and feedback submissions doubled.

Additionally, the integration of the National Data-Sharing API improved inter-agency service delivery, reducing the average verification turnaround time to 6 days, better than the 7-day target. However, progress in re-engineering automation services only reached 50%, falling short of the 70% target owing to administrative and technical delays.

Overall, the intervention achieved 55% of planned outputs in FY 2024/25, reflecting substantial advancements in digital communication, content creation, and system development.

Production and dissemination of PDM mini-documentaries: The MoICT&NG produced and aired two mini-documentaries showcasing Parish Development Model (PDM) success stories on agro-industrialisation projects (coffee value chain, cassava value chain, milk value chain, microscale irrigation etc.) on the different UBC platforms (radio and TV) and various social media platforms, in Kibuku and Kyenjojo Districts.

As a result, household surveys in the two districts revealed that 75% of respondents were familiar with the PDM. In Kibuku, SACCO participation also increased by 19 percentage points, reflecting higher community engagement.

Promotion of ICT Job Fair and policy implementation: The MoICT&NG developed and disseminated digital promotional materials for the 3rd National ICT Job Fair, hosted in Kampala, with regional events in Gulu and Mbarara Cities. The fair attracted 3,280

participants (1,870 male, 1,410 female), and featured over 30 exhibitors from MDAs and the private sector.

Concurrently, the Ministry operationalised provisions of the National Communication Policy, achieving 95% compliance across MDAs. The MOICT&NG also reported a 30% increase in youth participation in ICT training programmes, especially under the National ICT Innovation Hub.

Creation of local content to promote NDP III and the NRM Manifesto: Multimedia content was produced in local languages and disseminated across 18 radio stations in Busoga, Bunyoro, and Toro. The content focused on government priorities such as agro-industrialisation, oil and gas, tourism, ICT youth skilling, and rural electrification. The Uganda Communications Commission (UCC) supported survey found that 68% of listeners could identify at least one NDP III priority, compared to 49% the previous year. In Hoima and Jinja, citizens reported that the programmes helped them access skilling opportunities.

Translation of NDP III documents into local languages: Key documents were translated into Luganda, Rukiga, and Runyankore, and disseminated during community *barazas* in Kasese and Sheema Districts, which resulted in a 41% increase in the comprehension of policy content among non-English-speaking populations. Local leaders in Kasese reported improved citizen participation in district development forums following these sessions.

Digital content development for NDP III monitoring: The MoICT&NG supported MDAs, including the Ministry of Health and the Ministry of Water and Environment, to develop visual dashboards and infographics on their NDP III performance. This content was published on UGHub, leading to a 65% increase in user engagement and a doubling of feedback submissions from 12,000 to 24,500. In Mbarara City, citizens used UGHub to report delayed service delivery, prompting follow-up by the respective Ministry.

Development and piloting of National Data-Sharing API: NITA-U developed a National Interoperable API, adopted by agencies such as URA, NIRA, and the National Social Security Fund (NSSF). This system improved cross-agency verification processes, reducing the average turnaround time from 10 days to 6 days, exceeding the 7-day target.

For example, URA confirmed faster Tax Identification Number (TIN) registration due to automated access to NIRA data. One API was developed (NITA MVR API) for birth and death verification. The number of transactions that have been made through UGHub as of 30th June 2025 is 185,812,271.

Re-engineering and documentation of key government services: Ten priority services, including passport processing (Directorate of Citizenship and Immigration Control (DCIC)), business registration (URSB), vehicle licensing (MTIC), and pension management (MoPS) were re-engineered and documented with automation-ready process maps. While all services were reviewed, only 50% were fully prepared for automation owing to delays in leadership approvals and technical constraints in institutions such as MTIC and URSB.

Challenges

1. Delays in leadership approvals and system integration: Lengthy bureaucratic processes and fragmented institutional coordination have slowed the automation of re-engineered services.
2. Limited reach of local language programming: UBC and regional broadcasters have inadequate funding, content production capacity, and airtime for local language programmes, leaving rural and underserved areas less informed about NDP III and PDM priorities.



3. Slow rollout of the National Interoperable API: Technical readiness is uneven across MDAs and Local Governments, with many lacking the ICT infrastructure, skilled staff, or security protocols required for integration.
4. Insufficient translation of government policies: Limited resources and weak institutional frameworks have constrained translation into multiple local languages, excluding populations in regions such as Karamoja and West Nile from full civic participation.
5. Weak monitoring of digital platforms: Lack of structured, periodic analysis of UGHub engagement data has limited the ability to adapt content and services to user needs, reducing the platform's impact on citizen-government interaction.

Conclusion

The sub-programme showed fair in FY 2024/25, with overall progress slightly improving to 66% from 63% in FY 2023/24. However, outcome-level results stagnated at 0%, indicating that outputs did not translate into measurable impact. Financial performance was strong, achieving nearly 100% absorption and full releases, up from 97% the previous year.

Physically, two Service Uganda Centres (SUCs) were operationalised in Hoima and Gulu, enhancing access to pension and frontline services. The adoption of automated systems across MDAs increased from 35% to 41%, and the e-citizen platform expanded to 89 institutions, facilitating real-time identity verification. Citizen awareness of government programmes rose from 54% to 62%, with notable steps towards digital transformation.

However, institutional readiness and ICT infrastructure remained weak, with only 50% effectiveness in disseminating NDP III materials. There was little progress in integrating MDAs with NIRA, online service delivery, or citizen satisfaction with e-services, reflecting ongoing challenges such as low technical capacity and insufficient monitoring frameworks.

In summary, while the sub-programme achieved some output gains, it did not realise the intended outcomes, falling short of NDP III objectives. Future efforts should focus on system integration, enhancing institutional capacity, strengthening ICT infrastructure, and shifting towards outcome-oriented reforms to improve service delivery and support the NDP III transformation agenda.

Recommendations

1. MoICT&NG and the Office of the Prime Minister should fast-track leadership approvals and system integration to enable full automation of re-engineered services.
2. Uganda Broadcasting Corporation (UBC) and regional stations should expand local language programming focused on NDP III and PDM priorities, especially in underserved areas.
3. The National Interoperable API should be rolled out to additional MDAs and Local Governments to improve cross-agency efficiency.
4. Translation of government policies should be scaled to more local languages to support inclusive civic education in regions like Karamoja and West Nile.
5. MoICT&NG should institutionalise quarterly analysis of UGHub user engagement and feedback to refine digital communication strategies continuously.

CHAPTER 4: CONCLUSION AND RECOMMENDATIONS

4.1 Programme Challenges

1. **Weak alignment between Planning, Budgeting, and Performance Frameworks:** The programme faced ongoing issues with misalignment among the Programme Implementation Action Plans (PIAPs), budget allocations, and performance indicators. This misalignment resulted in fragmented implementation, duplicated efforts, and weaker connections between outputs and the desired outcomes.
2. **Limited ICT infrastructure and digital capacity in Local Governments:** The rollout of critical systems such as the Human Capital Management (HCM) platform and Electronic Document and Records Management System (EDRMS) was constrained by poor ICT infrastructure in many LGs. While HCM reached 74% of MDAs and 62% of LGs, uptake remained low in rural districts due to inadequate internet connectivity, outdated equipment, and weak digital skills.
3. **Inadequate retirement and pension planning:** There was no centralised system to track workforce exits or forecast pension liabilities. As the number of public servants approaching retirement increases, delays in pension processing and a lack of integrated planning have led to budgetary shortfalls and pressure on the pension system, undermining financial sustainability and service continuity.
4. **Weak citizen engagement and limited use of feedback mechanisms:** Despite the rollout of Client Charters in many institutions, usage remained low. Only 27% of MDAs and LGs had functional feedback mechanisms by FY 2024/25. Citizen satisfaction stagnated at 67%, below the 72% target, reflecting gaps in responsiveness, public accountability, and participatory service delivery.

4.2 Programme Conclusion

The Public Sector Transformation Programme (PSTP) demonstrated very good financial discipline, utilising 99% of its budget of US\$ 209.6 billion. Recurrent expenditures were nearly fully utilised, with wage absorption rising to 99.1% and non-wage absorption to 99.2%. However, development funds continued to be underutilised due to delays in capital projects.

Physical and outcome performance showed mixed results. The Government Effectiveness Index improved slightly from -0.61 in FY 2023/24 to -0.55 in FY 2024/25, although it remained significantly below the target of 0.004. The Corruption Perceptions Index stagnated at 26 out of 100 in both years, despite efforts in asset recovery and accountability reforms. Digital transformation progressed in FY 2024/25, with the Human Capital Management (HCM) system increasing payroll efficiency from 92% to 95%. The adoption of the Electronic Document and Records Management System (EDRMS) also rose from 45% to 51%.

Nevertheless, challenges in service delivery continued. Absenteeism worsened, increasing from 19% in FY 2023/24 to 25% in FY 2024/25, far exceeding the target of 5%. Local revenue mobilisation remained weak, at just 30% of projections in both years, despite the introduction of new digital revenue systems. Additionally, the percentage of the national budget allocated to Local Governments stagnated at 14%, well below the NDP III target of 25%.

Overall, while financial management improved in FY 2024/25 and digital reforms gained momentum, physical and outcome performance remained modest and uneven. Gains in payroll efficiency and digital adoption were overshadowed by persistent corruption perceptions, worsening absenteeism, and stagnant fiscal decentralisation. This situation highlights the urgent need for faster implementation of reforms and stronger accountability measures.



4.3 Programme Recommendations

1. The Ministry of Finance, Planning and Economic Development (MoFPED), the Ministry of Public Service (MoPS), and the National Planning Authority (NPA) should work together to align the Performance Improvement Action Plans (PIAPs), budgeting frameworks, and performance targets across all MDAs and Local Governments (LGs). This can be achieved by enforcing performance-based allocations through the Programme-Based Budgeting System (PBS), conducting joint planning and budgeting reviews, and enhancing the connection between outputs and outcome indicators in preparation for the NDP IV.
2. The Ministry of ICT and National Guidance (MoICT&NG), NITA-U, and MoPS should prioritise investment in ICT infrastructure for Local Governments. Targeted support should be given for improving broadband connectivity, Local Area Networks (LAN), computer hardware, and digital skills training to ensure the successful rollout of e-governance platforms such as the Human Capital Management (HCM) system, the Electronic Document and Records Management System (EDRMS), and the e-citizen portal.
3. MoFPED and MoPS should establish a centralised Retirement Management Information System (RMIS) that is integrated with the HCM and payroll systems. This system should provide real-time data for retirement forecasting, enhance pension budget planning, and support long-term pension sustainability through actuarial assessments.
4. The Office of the Prime Minister (OPM), the Ministry of Local Government (MoLG), and MoPS should institutionalise citizen engagement by mandating the use of Client Charters and standardised feedback mechanisms in all MDAs and LGs. Feedback tools such as toll-free lines, digital applications, and SMS platforms should be fully implemented and linked to policy reviews and improvements in service delivery.



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ANNEXES

Annex 1: Public Sector Transformation Programme Monitored for FY 2024/25

Vote	Sub-Programme	Sampled Intervention	Sampled Districts/ Institutions
MoPS	Strengthening Accountability	Strengthen public sector performance management	Iganga, Luwero, Mbale, Mbarara, Nansana MC
		Develop and enforce service and service delivery standards	Mukono, Entebbe MC, Bugweri, Bulisa, Mukono MC, Kiruddu NRH, Entebbe Grade B RRH, MEMD, MoH, MoLG, Mbarara DLG and Mbarara City, Kikuube, Kagadi
		Enforce compliance with the rules and regulations	IG, MoLG, Hoima, Namisindwa, Kiryandongo, Luweero, Gulu City
MoPS	Government Structures/ Systems	Review and develop management and operational structures	Uganda Registration Services Bureau (URSB), National Registration and Identification Authority (NIRA), NPA, NPC & NPPB, UEPB, UFZA, UWRSA, UNMA, NGO Bureau, DCIC, Uganda Women's Council, National Youth Council, Council for Persons with Disabilities
MoPS			MWE, MAAIF, MoES, MoIA, MTIC, MoWT, MoFPED, State House, KCCA, Kyambogo University, Lira University, Entebbe RRHs, MoH, OPM, MoJCA, MoWT, MGLSD, Gulu, Nakasongola, Hoima DLG, Entebbe MC, Jinja DLG, Nwoya DLG
		Rationalise and harmonise policies to support Public Service delivery	MGLSD, MEACA, MoTWA, MoH, Kabarole, Kyejojo, Kyegegwa, Fort Portal City, Ntoroko
MoPS, PSC	Human Resource Management	Undertake nurturing of civil servants through patriotic and National Service training	Jinja, Kabale University, Nwoya, Kumi MC, Kabale, Gulu and Mbarara
		Empower MDAs to customise talent management	Soroti, Kumi, Mbale and Mbale City, Kabale, Luweero, Gulu, Kikuube, Mukono, Hoima City, Bulisa, Masindi, Bududa

Vote	Sub-Programme	Sampled Intervention	Sampled Districts/ Institutions
		Roll out the Human Resource Management System	MUBS, PPD, NARO, URSB, UTB, Mbarara City, Kabale DLG, Ntungamo DLG, Isingiro DLG, Fort Portal City, Kagadi DLG, Mubende MC, Kyenjojo DLG, Mubende DLG, Jinja City, Mbale City, Soroti City, Iganga, Luwero DLG, Gulu City
		Develop and operationalise an e-document management system	MoPS, MoICT&NG, MTIC and URBRA, KCCA
		Review the existing legal, policy, regulatory and institutional frameworks	MoPS, MGLSD, MoES, DEI, Entebbe RRRH, HSC, Kawempe RRRH, OPM, PSC, Omoro, Kabarole DLG, Gulu, Gulu City, Kyegegwa, Kyenjojo, Mbarara, Mbarara City, Mityana, Mityana MC, Mubende, Mubende MC, Nwoya
		Strengthen collaboration of all stakeholders to promote LED	Gulu City, Soroti, Soroti City, Pallisa, Rukiga, Ntungamo, Ntungamo Municipality, Bukedea, Kumi, Kaliro
MoLG	Decentralisation and Local Economic Development	Increase participation of non-state actors in planning and budgeting	MoFPED
MoFPED		Operationalise the parish model	Luwero, Nakasongola, Mukono, Jinja, Mbarara, and Fort Portal City
MoLG LGFC		Build Local Government fiscal decentralisation and self-reliance capacity	Nwoya District, Jinja District, Kabale District, Kiryandongo District, Kikuube District, Masindi, Hoima, Jinja, Fort Portal City, Gulu City, Mbale City, Rukiga District, Soroti District, Kyenjojo District, Kabale District, Lira City, Hoima District, Buliisa District, Kasere District, Mbarara City
MoPS	Business Process Re-engineering and Information Management	Re-engineer Public Service delivery business processes	Hoima, Kasere, Kampala, Mbale, Gulu, Mbarara, Lira, Kibuku, Bududa, Pallisa, Mbale City, Budaka, Kyenjojo, Jinja

Source: Authors' Compilation



Annex 2: Performance of Strengthening Accountability for Results as at 30th June 2025

Outputs Performance										Remark
Intervention	Output	Financial Performance			Physical Performance			Physical Performance Score (%)		
		Annual Budget (US\$)	% of Budget Received	% of Budget Spent	Annual Target	Cum. Achieved Quantity				
Strengthening public sector performance management	Implementation of the Performance Management Framework monitored; Implementation of Results-Based Performance system; Training to mainstream gender concerns in performance	523,410,000	100.0	89	6.00	5.00	83.33			
	Develop and enforce service and service delivery standards	588,850,000	100.0	89	4.00	3.00	75.00			
Enforce compliance to the rules and regulations	National Service Delivery Survey Report 2021 disseminated in 10 LGs.	10,000,000	100.0	100	1.00	0.80	80.00			
	Technical support provided to 4 MDAs and 24 LGs to develop service delivery standards.	66,950,000	100.0	100	1.00	0.80	80.00			
	200 breaches of the Leadership Code investigated and completed; 1,000 verifications of leaders' assets and liabilities conducted	3,318,168,259	100.0	99	2.00	1.00	50.00			
	Ombudsman complaints handling system improved; 10 systems procedures and practices of MDALGs reviewed; 678 Ombudsman investigations in MDALGs conducted.	3,760,624,820	100.0	100	4.00	3.00	75.00			
	Four District Technical Planning Committees (DTPCs) supported.	5,000,000	100.0	100	1.00	0.70	70.00			



	All disciplinary cases received in the financial year concluded; All submitted appeals reviewed and concluded; Inducted and trained all newly appointed members of D/CSCs.	2,014,423,633	100.0	100	5.00	3.00	60.00	
Project:1704 Local Government Revenue Management Information System	50 LGS monitored on local revenue mobilisation; 6 data collection gadgets procured; 1 vehicle procured to support local revenue monitoring.	6,447,285,200	100.0	93	3.00	2.00	66.67	
	Total	16,734,711,912	100.0	96			71.11	
Average Outputs Performance								
Outcomes Performance								
Outcome Indicator				Annual Target	Achieved		Score (%)	Remark
Level of compliance with SDS in MDAs and LGs				0.7		0.6	86	
Percentage of IG recommendations implemented				0.7		0.32	46	
Proportion of MDAs with plans aligned to NDP III				1		0.6	60	
% of Ombudsman complaints resolved within the agreed timeframe				0.9		0.5	56	
Average Outcomes performance							61.7	
Overall Sub-programme Performance							67.8	Fair overall performance of sub-programme

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



Annex 3: Performance of Government Structures and Systems as at 30th June 2025

Outputs Performance								Remark
Intervention	Output	Financial Performance			Physical Performance			
		Annual Budget (USh)	% of Budget Received	% of Budget Spent	Annual Target	Cum. Achieved Quantity	Physical Performance Score (%)	
Review and develop management and operational structures, systems and standards	Compliance with RIM standards assessed; Capacity of 550 Records Officers built; Records management systems set up and streamlined in MDAs and LGs; Electronic Document and Records Management System (EDRMS) rolled out and operationalised; Valuable archival records acquired; Semi-current records appraised.	583,980,000	100.0	100	12.00	6.00	50.00	Most funds were spent on allowances: USh 166,100,000
	Professional training for 20 Management Analysts for the award of a Diploma in Management Services conducted; 3 Service Uganda Centers established and operationalised; Technical support supervision provided to 2 regional Service Uganda Centres and 3 mini Service Uganda Centres.	247,000,000	100.0	100	3.00	2.00	66.67	Most funds were spent on allowances: USh 40,000,000
	Structures for the 60 Agencies under rationalisation implemented; Structures for 14 line Ministries affected by RAPEX reviewed, harmonised and implemented; Structures for 20 Local Governments reviewed; Change Management sessions to guide the implementation of RAPEX carried out.	1,992,910,000	100.0	99	13.00	10.00	76.92	Most funds were spent on allowances: USh 810,000,000
	Four (4) service delivery processes/systems reviewed and re-engineered; Regulatory framework to guide the implementation of service delivery process re-engineering in the Public Service developed.	245,200,000	100.0	100	2.00	1.50	75.00	Most funds were spent on allowances: USh 174,900,000



Rationalise and harmonise policies to support public service delivery	Job descriptions and person specifications for MDAs under RAPEX reviewed and developed; Schemes of Service for 8 cadres in the Public Service developed; 1 research study on impact of government reforms carried out.	280,470,000	100.0	96	3.00	2.40	80.00	Most funds were spent on allowances: US\$ 98,249,000
Total		3,349,560,000	100.0	99	0.00	0.00	69.72	
Average Outputs Performance								
Outcomes Performance								
Outcome Indicator				Annual Target	Achieved		Score (%)	Remark
% of MDAs & LGs with structures aligned to their mandate and the National Development Plan				0.67		0.5	75	
% of structures void of overlaps and duplications				0.3		0.3	100	
Level of satisfaction of clients with the re-engineered systems' turnaround time				0.9		0.5	56	
Average Outcomes Performance							76.7	
Overall Sub-programme Performance							72.2	Good overall performance of sub-programme

Source: IFMS Data/ MoPS; Field Findings



Annex 4: Performance of Human Resource Management and Policy Sub-programme as at 30th June 2025

Outputs Performance							Remark
Intervention	Output	Financial Performance		Physical Performance			
		Annual Budget (USh)	% Budget Received	% of Budget Spent	Annual Target	Cum. Achieved Quantity	Physical Performance Score (%)
Undertake nurturing of civil servants through patriotic and long-term National Service training	E-learning platform and systems at the Civil Service College, including the Learning System Management maintained; 1 Communication & Marketing Strategy for the College reviewed.	1,092,250,000	100.0	100	2.00	1.30	65.00
	Digital content for online programmes for the existing curricula developed and maintained; Mindset change training of 400 public officers conducted (caravan); HR analytics training for 50 public officers conducted; 20 tailor-made training sessions hosted and supported; Digital content for 6 existing CSU curricula developed and uploaded; Strategic Human Resource Management training for 50 HR managers in the Public Service conducted; Induction training for 600 officers conducted (caravan).	189,700,000	100.0	100	8.00	6.00	75.00
							Most funds were used on fuel, lubricants and oils: USh 70,400,000
							All funds were used on staff training



Outputs Performance							Remark
Intervention	Output	Financial Performance			Physical Performance		
		Annual Budget (USh)	% of Budget Received	% of Budget Spent	Annual Target	Cum. Achieved Quantity	Physical Performance Score (%)
Empower MDAs to customise talent management (attract, retain and motivate public servants)	Payroll managers trained in wage & payroll analysis; Wage bill performance analysis and reconciliations undertaken; Guidelines on management of salary, wage, pension, and gratuity developed and issued; Recruitment plans from MDAs & LGs consolidated and staffing levels tracked; and National Emoluments Review Board established.	413,900,000	100.0	100	5.00	3.50	70.00
	4 pre-reform activities for the Public Service Pension Scheme conducted; Guidelines on management of salary, wage, pension, gratuity, and other human resources for FY 2025/26 issued to the entire service; 4 pre- and post-retirement engagements for pensioners and public officers conducted; Technical and functional support to MDAs and LGs on wage, pension and gratuity provided.	603,720,000	100.0	86	4.00	2.80	70.00
							Most funds were spent on allowances: USh 240,000.000
							Most funds were spent on allowances: USh 207,000.000



Outputs Performance								Remark
Intervention	Output	Financial Performance			Physical Performance			
		Annual Budget (USh)	% of Budget Received	% of Budget Spent	Annual Target	Cum. Achieved Quantity	Physical Performance Score (%)	
	Support supervision provided to MDAs and LGs; Capacity of MDAs and LGs to undertake capacity needs assessment/ training needs assessment and preparation of Capacity Building Plans built; Capacity of 30 Human Resource staff in MDAs and 70 Human Resource staff in LGs built in Succession Planning and Talent Management; Technical support provided to MDAs and LGS in Development of Human Resource Plans in the HCM.	415,440,000	100.0	95	6.00	4.20	70.00	Most funds were used on travel inland USh 110,100.000
	Payroll managers trained in wage & payroll analysis; Wage bill performance analysis and reconciliations undertaken; Guidelines on management of salary, wage, pension, and gratuity developed and issued; Recruitment plans from MDAs & LGs consolidated and staffing levels tracked; and National Emoluments Review Board established.	413,900,000	100.0	100	5.00	3.50	70.00	



Outputs Performance								Remark
Intervention	Output	Financial Performance			Physical Performance			
		Annual Budget (USh)	% of Budget Received	% of Budget Spent	Annual Target	Cum. Achieved Quantity	Physical Performance Score (%)	
	4 Pre-reform activities for the Public Service Pension Scheme conducted; Guidelines on management of salary, wage, pension, gratuity, and other human resources for FY 2025/26 issued to the entire service; 4 pre- and post-retirement engagements for pensioners and public officers conducted; Technical & functional support to MDAs and LGs on wage, pension & gratuity provided.	603,720,000	100.0	86	4.00	2.80	70.00	
	Fill vacancies declared within the year; Critical positions in Local Governments filled (CAOs, DCAOs, Town Clerks of Cities and Municipalities).	3,239,731,877	100.0	100	2.00	1.50	75.00	
	Competence examinations and other general aptitude assessments administered in support of recruitment and selection in entities (12 DSCs; /CSCs; 2 MDAs).	1,567,108,766	100.0	100	4.00	3.20	80.00	
	60 job competence profiles developed and reviewed.	293,590,400	100.0	100	3.00	2.00	66.67	



Outputs Performance								Remark
Intervention	Output	Financial Performance			Physical Performance			Remark
		Annual Budget (USh)	% Budget Received	% of Budget Spent	Annual Target	Cum. Achieved Quantity	Physical Performance Score (%)	
Roll out the Human Resource Management System	HCM System rolled out; Functional and technical support for uptake of all HR modules provided; Hypercare support for sites rollout on HCM.	2,505,130,000	100.0	100	9.00	8.00	88.89	Most funds were used on systems recurrent costs: USh 1,807,505.983
	Review the existing legal, policy, regulatory and institutional frameworks	335,310,020	100.0	100	5.00	3.00	60.00	USh 92,560.500 was spent on allowances
	100% of grievances and complaints from Public Service labour unions and individuals handled.	261,289,980	100.0	100	4.00	2.00	50.00	USh 179,914,000 was spent on allowances
Average Outputs Performance					70.04			
Outcomes Performance								
Outcome Indicator		Annual Target	Achieved	Score (%)		Remark		
Percentage of professional public servants		0.8	0.14	18				
% of advertised positions filled with skilled & competent staff		1	1	100				
% of employees earning salary according to their salary scales		1	1	100				
% reduction in accumulated pension and gratuity arrears		0.85	0.8	94				
Average Outcomes Performance					77.9			
Overall Sub-programme Performance				72.8				Good overall performance of sub-programme

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

Annex 5: Performance of Decentralisation and Local Economic Development as at 30th June 2025

Outputs Performance								Remark
Intervention	Output	Financial Performance			Physical Performance			
		Annual Budget (US\$)	% of Budget Received	% of Budget Spent	Annual Target	Cum. Achieved Quantity	Physical Performance Score (%)	
Strengthen collaboration of all stakeholders to promote local economic development	16 LGs trained on LED & Investment Committees; 12 LGs trained in conducting Public-Private Dialogues; Support supervision and monitoring of the performance of development projects in 16 LGs across the country undertaken.	100,794,210	0.0	100	3.00	1.70	85.00	Most funds were used for travel inland: USh 39,999,904
Operationalise the parish model	Top management supported to monitor Implementation of government programmes in LGs.	50,000,000	100.0	100	1.00	0.70	70.00	All funds were used on fuel, lubricants and oils
	25 radio and TV talk shows conducted to popularise PDM across the country; 4 regional review meetings conducted annually to evaluate PDM implementation; 18 consultative and follow-up field visits conducted in the different sub-regions; 50 radio and TV talk shows conducted to popularise PDM across the country using media campaigns, and social media; 18 regional workshops/ barazas to evaluate the PDM implementation sought and conducted.	5,084,342,935	100.0	100	10.00	7.50	75.00	Most funds were spent on travel inland: USh 744,006,450



Outputs Performance								Remark
Intervention	Output	Financial Performance			Physical Performance			Remark
		Annual Budget (US\$)	% of Budget Received	% of Budget Spent	Annual Target	Cum. Achieved Quantity	Physical Performance Score (%)	
Build LG fiscal decentralisation and self-reliance capacity	Member oversight roles carried out by the Commission on financing and implementation in the Local Governments; Monitoring and Evaluation (M&E) training carried out for technical officers.	5,410,020,000	100.0	100	5.00	2.50	50.00	Most funds were used for staff training: US\$ 350,000.000
	24 Local Government regional budget consultative workshops facilitated; 30 TPC members of selected LGs trained; Budgeting capacity of the trained LGs enhanced;10 negotiation meetings held; 10 agreements signed; 4 tax awareness campaigns carried out in Local Governments for enhanced local revenue performance; Stakeholders engaged on management of royalty fees.	2,559,980,000	100.0	100	5.00	4.00	80.00	Most funds were used for welfare and entertainment: US\$ 746,221.500
	70 urban councils supported on financial management and reporting\.	588,332,367	100.0	100	4.00	2.00	50.00	Most funds were used for allowances: US\$ 164,000.000
	Total	13,793,469,512	100.0	100	5.00	2.50	68.33	
Average Outputs Performance								68.33
Outcomes Performance								
Outcome Indicator				Annual Target	Achieved	Score (%)	Remark	



Outputs Performance								Remark	
Intervention	Output	Financial Performance			Physical Performance				
		Annual Budget (US\$)	% of Budget Received	% of Budget Spent	Annual Target	Cum. Achieved Quantity	Physical Performance Score (%)		
% share of the National Budget between Central Government and Local Governments				0.25		0.14	56		
Proportion of districts with functional LED resource teams/fora				1		0.5	50		
% of district private forums that are functional				1		0.6	60		
% of approved critical positions in LGs				1		0.78	78		
Average Outcomes Performance								55.3	
Overall Sub-programme Performance								63.8	Fair overall performance of sub-programme

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



Annex 6: Performance of Business Process Re-engineering as at 30th June, 2025

Outputs Performance									Remark
Intervention	Output	Financial Performance			Physical Performance				
		Annual Budget (US\$)	% of Budget Received	% of Budget Spent	Annual Target	Cum. Achieved Quantity	Physical Performance Score (%)		
Business process re-engineering and information management	Institutionalisation of the ICT function across government-supported; Technical support provided to assess organisational processes for automation; Performance audits undertaken to evaluate the efficiency and impact of the existing ICT resources among 12 MDAs and requirements for MDA infrastructure and electronic services developed.	541,638,980	100.0	98	3.00	1.90	63.33	Most funds were used for travel inland: US\$ 96,000,000	
Design and implement electronic citizen (e-citizen) system	E-citizen system operationalised; Data sharing using the Third-Party Interface (TPI) integration.	270,000,000	100.0	100	2.00	1.50	75.00	All funds were spent on licences	
Improve access to timely, accurate and comprehensible public information	2 episodes of mini-documentaries highlighting the progress of implementing the parish model were produced & disseminated; Content for the ICT Job Fair was developed and disseminated; Guidelines for the Communication Policy developed and operationalised; Local content to promote government programmes aligned to the NDP III and Manifesto developed.	200,000,000	100.0	99	3.00	2.00	66.67	Most funds, worth US\$ 100,000,000, were used on advertising and public relations	



Outputs Performance									Remark
Intervention	Output	Financial Performance			Physical Performance			Physical Performance Score (%)	
		Annual Budget (USh)	% of Budget Received	% of Budget Spent	Annual Target	Cum. Achieved Quantity			
	NDP III implementation materials were collected and translated into the selected languages; MDAs' digital content on NDP III planning, implementation, and performance monitoring and evaluation promoted.	310,000,000	100.0	100	2.00	1.00	50.00	All funds were transferred to other government units	
	API developed for e-service to be integrated and added on the data sharing platform; 10 government services with re-engineered processes ready for automation documented.	810,000,000	100.0	100	4.00	3.00	75.00	Most funds were used for Information and Communication Technology services: USh 609,999,997	
Average Outputs Performance							66.00	Fair performance	
Outcomes Performance									
Outcome Indicator		Annual Target	Achieved	Score (%)	Remark				
% increase in number of government MDA systems interfacing with NIRA		0.7	0	0	No performance was reflected in the programme performance report				
Proportion of government services provided online (%)		0.8	0	0					
Percentage of MDAs with high-quality NDP III implementation digital content		0	0	0					
Percentage of beneficiaries satisfied with quality of e-services over the NBI		0	0	0					
Level of compliance with ICT-related laws, legislation and standards		0	0	0					
% of clients satisfied with information accessed through institutional websites		0	0	0					
Average Outcomes Performance					0.0				
Overall Sub-programme Performance						Overall performance of sub-programme			

Source: IFMS Data



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