



PUBLIC SECTOR TRANSFORMATION PROGRAMME

Semi-Annual Budget Monitoring Report

Financial Year 2024/25

May 2025

Budget Monitoring and Accountability Unit
Ministry of Finance, Planning and Economic Development
P.O. Box 8147, Kampala
www.finance.go.ug

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TABLE OF CONTENTS

TABLE OF CONTENTS	ii
ABBREVIATIONS AND ACRONYMS	iv
FOREWORD.....	v
EXECUTIVE SUMMARY	vi
Recommendations	viii
CHAPTER 1: INTRODUCTION.....	1
1.1 Background	1
1.2 Public Sector Transformation Programme	1
1.3 Programme Goal and Objectives	1
1.4 Sub-Programmes	2
1.5 Programme Key Outcomes	2
CHAPTER 2: METHODOLOGY	3
2.1 Scope	3
2.2 Approach and Sampling.....	4
2.3 Data Collection.....	4
2.4 Data Analysis	4
2.5 Limitations of the Report.....	5
2.6 Structure of the Report	5
CHAPTER 3: PROGRAMME PERFORMANCE.....	6
3.1 Overall Programme Performance	6
3.2 Strengthening Accountability for Results Sub-Programme.....	6
3.2.1 Strengthening Public Sector Performance Management	7
3.2.2 Develop and Enforce Service and Service Delivery Standards	10
3.2.3 Enforce Compliance with the Rules and Regulations	11
3.3 Government Structures and Systems Sub-Programme	14
3.3.1 Review and Develop Management and Staff Structures, Systems, and Standards	15
3.3.2 Rationalise and Harmonise Policies to Support Public Service Delivery.....	21
3.3.3 Restructure Government institutions to align with new programme planning, budgeting, and implementation	22
3.4 Strategic Human Resource Management Sub-programme	23



3.4.1 Undertake nurturing of civil servants through patriotic and long-term National Service training.....	24
3.4.2 Empower MDAs to customise talent management (attract, retain, and motivate public servants).....	27
3.4.3 Roll out the Human Resource Management System (payroll management, work leave, e-productivity management inspection)	32
3.4.4 Develop and operationalise an e-document management system.....	34
3.4.5 Review the existing legal, policy, regulatory, and institutional frameworks to standardise regulation and benefits in the Public Service	34
3.5 Decentralisation and Local Economic Development Sub-programme.....	35
3.5.1 Strengthen collaboration of all stakeholders to promote local economic development.....	36
3.5.2 Operationalise the Parish Development Model (PDM)	38
3.5.3 Build Local Government fiscal decentralisation and self-reliance capacity	39
3.6 Business Process Re-engineering and Information Management Sub-programme	42
3.6.1 Re-engineer public service delivery business processes	43
3.6.2 Design and implement an electronic citizen (e-citizen) system	44
3.6.3 Improve access to timely, accurate, and comprehensible public information	45
CHAPTER 4: CONCLUSION AND RECOMMENDATIONS	48
4.1 Programme Challenges.....	48
4.2 Programme Conclusion	48
4.3 Programme Recommendations	49
REFERENCES	51
ANNEXES	52
Annex 1: Public Sector Transformation Programme Monitored for FY 2024/25...	52
Annex 2: Performance of Strengthening Accountability for Results as at 31st December 2024	55
Annex 3: Performance of Government Structures and Systems as at 31st December 2024	57
Annex 4: Performance of Human Resource Management and Policy Sub-programme as at 31st December 2024	59
Annex 5: Performance of Decentralisation and Local Economic Development as at 31st December 2024	64
Annex 6: Performance of Business Process Re-engineering as at 31st December 2024.....	66



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
MoFPED	Ministry of Finance, Planning and Economic Development
MEMD	Ministry of Energy and Mineral Development
MLHUD	Ministry of Lands, Housing and Urban Development
MoES	Ministry of Education and Sports
MoLG	Ministry of Local Government
MoPS	Ministry of Public Service
MoTIC	Ministry of Trade, Industry and Cooperatives
MPS	Ministerial Policy Statement
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

At the start of the Financial Year 2024/25, the Government of Uganda outlined strategies to restore the economy back to the medium-term growth path with the ultimate vision of a self-sustaining, integrated economy. The strategy 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.

Semi-Annual programme assessments were made, and it was established that performance was fairly good. This implies that programmes are on track, but with a lot of improvements required. These monitoring findings form a very important building block upon which programmes can commence the reflective exercises.

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.

Ramathan Ggoobi
Permanent Secretary/ Secretary to the Treasury



EXECUTIVE SUMMARY

The Public Sector Transformation Programme (PSTP), a flagship initiative under Uganda's Third National Development Plan (NDPIII), is designed to modernise and reposition the public service as a key driver of national development. It seeks to enhance efficiency, productivity, and global competitiveness in service delivery through institutional restructuring, human capital development, strengthened accountability, expanded use of Information and Communication Technology (ICT), deepened decentralisation, and increased citizen engagement, thereby advancing the core objectives of NDP III.

The programme has been under the continuous coordination of the Ministry of Public Service (MoPS), with ongoing integration of strategic reforms such as the Human Capital Management (HCM) system and the Results and Performance Excellence Framework (RAPEX), aimed at institutionalising efficiency, accountability, and service quality across Government.

A comprehensive review of the programme's sub-interventions was conducted for the period 1st July to 31st December, 2024. 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 semi-annual targets.

Overall Programme Performance

The revised budget for the Public Sector Transformation Programme (PSTP) was US\$ 209.445 billion for FY 2024/25. By 31st December 2024, US\$ 108.89 billion had been released, representing 51.9% of the approved budget. Of this, US\$ 95.146 billion was spent, reflecting a fair absorption rate of 87.4%.

The programme achieved an overall implementation performance of 64% by mid-year, with varied progress across sub-programmes. Strategic Human Resource Management (HRM) led, at 67%, driven by progress in payroll decentralisation and automation. Decentralisation and Local Economic Development followed, at 66%, reflecting improvements in fiscal management and local capacity, though affected by fragmented planning. Both Strengthening Accountability for Results and Business Process Re-engineering scored 63%, supported by gains in performance management and digital transformation, despite enforcement and coordination challenges. Government Structures and Systems registered the lowest performance at 60%, mainly due to delays in reform implementation and weak institutional coordination.

Sub-Programme Performance Highlights

Strengthening Accountability for Results: This sub-programme achieved major milestones in elevating service standards. The rollout of the Public Sector Performance Management Framework and Balanced Scorecard reached 45 MDAs, achieving 98% of the annual target. Performance planning was institutionalised in 91% of targeted entities. However, compliance inspections only reached 54 MDAs out of 100 due to capacity constraints, and uptake of revised client charters remained low, with just 46 MDAs adopting them and fewer than 40%



integrating citizen feedback mechanisms. Progress was registered in inspection coverage for health and education sectors, but gaps remained in asset verification and reform uptake.

Government Structures and Systems: The sub-programme advanced institutional restructuring by reviewing and aligning the structures of 40 agencies and eight Ministries. Technical support was extended to 26 MDAs and 40 Local Governments (LGs), slightly below the annual target due to legal and funding bottlenecks. These reforms have reduced duplication and improved coherence in public service mandates. However, incomplete enabling legislation, staffing shortages, and weak transitional support hindered full reform implementation. Going forward, accelerating recruitment and aligning policies with restructured mandates is critical.

Strategic Human Resource Management: Jointly led by MoPS and the Public Service Commission, this sub-programme aims to professionalise the civil service. In FY 2024/25, it registered a fair performance of 67%. Mindset transformation training was delivered to 600 officers, fostering improved attitudes and accountability. The Human Capital Management system was implemented in 35 Central Government agencies and 40 LGs, improving payroll integrity despite Information and Communication Technology (ICT) and staffing challenges. Pension and wage bill reforms were advanced through regional pension clinics and harmonised planning initiatives. However, the rollout of the rewards and sanctions framework and digital document management remained incomplete.

Decentralisation and Local Economic Development: The sub-programme achieved 66% of its targets, demonstrating significant gains in training and fiscal decentralisation. Twelve of the targeted 15 Local Governments were supported in operationalising Local Economic Development and Investment Committees. Public-Private Dialogues and supervision visits were conducted in 13 LGs. Under the Parish Development Model (PDM), outreach activities were partially implemented, achieving 60% performance. Fiscal interventions – including E-logrev automation, regional budget consultations, and financial discipline training – scored 70%, leading to improved local revenue performance. However, fragmented planning and weak coordination diluted the overall impact.

Business Process Re-engineering and Information Management: This sub-programme achieved 65% of its planned outputs. Highlights included the successful design of the Service Uganda Centre models and integrating 89 institutions into the National Identification Register under the e-citizen system, significantly enhancing service access. The UG-Hub platform was expanded, and service materials were translated to improve public information access. Nevertheless, delays in automation, incomplete Service Centre establishment, and weak citizen feedback mechanisms slowed progress. These setbacks were primarily due to limited ICT infrastructure, staffing shortages, and digital illiteracy in rural areas.

Key Workforce Challenges

1. Rising number of retirees without proportional pension funding: There has been a sustained increase in the number of public servants, particularly teachers and scientists, in LGs seeking early retirement. However, this demographic shift has not been matched by corresponding growth in the pension funding in most LGs. This misalignment strains the pension budget, leading to delayed or partial payments.

2. Underutilisation of wage allocations by Local Governments due to weak planning: Many LGs continue to underperform in absorbing wage allocations, primarily due to delayed recruitments, arising out of lack of a District Service Commission (DSC), lack of timely wage projections, and poor alignment between payroll structures and actual staffing needs. This inefficiency results in unspent wage.
3. Inadequate rollout of the Human Capital Management (HCM) system: The implementation of the HCM system, critical for automating personnel management and payroll administration, remains limited due to inadequate funding, insufficient ICT infrastructure, and lack of technical support. As a result, some MDAs and LGs continue to operate two systems susceptible to payroll irregularities.
4. Limited technical capacity to operationalise performance frameworks like the Balanced Scorecard: Despite the adoption of results-based management tools such as the Balanced Scorecard, several institutions face technical and institutional capacity gaps in customising, implementing, and utilising these tools effectively. This undermines efforts to institutionalise performance management and hinders accountability for results across MDAs and LGs.

Recommendations

- i. Establish a National Retirement Database: To address the growing number of retirees and improve pension planning, the Ministry of Public Service should develop a comprehensive National Retirement Database. This system should track projected retirement trends across all public institutions and be accessible to the Ministry of Finance, Planning and Economic Development (MoFPED), LGs, and pension administrators. Such a database will support timely forecasting, equitable resource allocation, and proactive pension budgeting.
- ii. Enhance wage allocation coordination and planning: In response to persistent wage absorption challenges, MoFPED, in collaboration with Local Governments, should strengthen inter-institutional planning and communication. This includes timely issuance of wage ceilings, technical support for workforce planning, and regular reviews to align staffing needs with wage provisions, thereby ensuring optimal utilisation of available funds.
- iii. Scale up Human Capital Management (HCM) implementation: The rollout of the HCM system should be expanded nationwide, with advocacy for increased budgetary allocations. Implementation should prioritise investment in ICT infrastructure, capacity-building for end-users, and the provision of sustained technical support to ensure full transition from manual to digital systems in managing public servants.
- iv. Strengthen performance management systems across MDAs and LGs: To operationalise the Balanced Scorecard and related tools, MoFPED should provide financial and technical assistance to MDAs and LGs. This includes developing user-friendly templates, training on data collection and reporting, and integrating performance monitoring into existing planning and budgeting frameworks. Doing so will reinforce a culture of accountability and continuous performance improvement in the public sector.



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 tracking financial and physical performance indicators against set goals.

Since the 2021/22 financial year, BMAU has adopted Programme-Based Monitoring to evaluate performance in relation to the Programme Implementation Action Plans (PIAPs) and Ministerial Policy Statements (MPSs). In the first half of the 2024/25 financial year, BMAU conducted field monitoring to assess various government initiatives. The monitoring exercise focused on the receipt and use of funds, achievement of outputs and intermediate outcomes, gender and equity compliance, budget execution efficiency, implementation challenges, and coordination among sub-programs.

The assessment covered several key programmes, including: Agro-Industrialisation; Community Mobilisation and Mindset Change; Digital Transformation; Human Capital Development; Innovation and Technology Development; Integrated Transport Infrastructure and Services; Mineral Development; Natural Resources, Environment, Climate Change, Land and Water Management; Public Sector Transformation; Private Sector Development; Sustainable Petroleum Resource Development; and Sustainable Energy Development.

This report presents findings from the monitoring of the Public Sector Transformation Programme, specifically for the budget execution period from July 1st to 31st December 2024.

1.2 Public Sector Transformation Programme

The Public Sector Transformation Programme contributes to the NDPIII Objective 5, whose aim is to *“strengthen the role of the state in guiding and facilitating development”*. This is to be achieved through increasing the effectiveness and efficiency of the public sector in response to the needs of the citizens and the private sector. The programme 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

Over the National Development Plan III (NDP III) period, the programme aims to deliver the following key results:

- i. Improve the Government Effectiveness Index from -0.004% to -0.58.
- ii. Reduce the level of perceived corruption, with the Corruption Perception Index improving from 33.2% to 26%.
- iii. Enhance Uganda's attractiveness as an investment destination by improving the Global Competitive Index from 54.2% to 48.9%.



CHAPTER 2: METHODOLOGY

2.1 Scope

The Semi-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, processes, outputs, and intermediate outcome indicators, as specified in the Programme Implementation Action Plan (PIAP), Ministerial Policy Statements, as well as annual and quarterly work plans. It also reviewed progress and performance reports from Ministries, Departments, Agencies (MDAs), and Local Governments (LGs) for the period covering the first half of 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 December, 2024, a total of twenty-one 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 programs 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 semi-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

The monitoring team employed both primary and secondary data collection methods. Secondary data collection included literature review of key policy documents. These documents comprised the Ministerial Policy Statement (MPS) for FY 2024/25, National and Programme Budget Framework Papers, the Programme Implementation Action Plan (PIAP), and the Third National Development Plan (NDP III).

The team also reviewed quarterly progress reports, work plans of implementing agencies, the Budget Speech, Public Investment Plans, Approved Estimates of Revenue and Expenditure, project reports, strategic plans, policy documents, and evaluation reports for selected projects. Additionally, data from systems such as the Integrated Financial Management System (IFMS), Programme Budgeting System (PBS), the Integrated Personnel and Payroll System (IPPS), and the Human Capital Management (HCM) systems were reviewed and analysed.

Primary data collection methods included consultations and key informant interviews with institutional heads, project and intervention managers, household heads, chairpersons of pension associations, and service beneficiaries at various implementation levels. The team also conducted field visits to cities, districts, municipalities, and sub-counties, which included observations and photography. In some cases, call-backs were made to triangulate information.

2.4 Data Analysis

The data was analysed using both qualitative and quantitative approaches. Qualitative data was examined and classified in terms of constructs, themes or patterns to explain events among the beneficiaries (interpretation analysis) and reflective analysis where the monitoring



teams provided an objective interpretation of the field events. Quantitative data, on the other hand, was analysed using advanced Excel tools that aided interpretation.

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

The overall programme performance is an average of individual sub-programme scores assessed. The performance of the programme and sub-programme was rated based on the criteria in Table 2.1. Based on the rating assigned, a BMAU colour-coded system was used to alert the policymakers and implementers to whether the interventions were achieved or had very good performance (green), or good performance (yellow), fair performance (light gold), and poor performance (red).

Table 2.1: Assessment Guide to Measure Performance in FY 2024/25

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

Source: Authors' Compilation

Ethical Considerations

Introduction letters from the Permanent Secretary/Secretary to Treasury were issued to the respective MDAs and LGs visited. Entry meetings were held with the Accounting Officers or delegated officers upon commencement of the monitoring exercise. Consent was sought from all respondents, including programme or project beneficiaries.

2.5 Limitations of the Report

1. There were overlaps between the Business Process Re-engineering and Government Staffing Structures Sub-programmes, which complicated accurate tracking of resource allocations and performance results. This duplication affected the ability to monitor progress and assess impact distinctly across the sub-programmes.
2. Some planned outputs were budgeted under unrelated interventions, resulting in inconsistencies between what was planned and what was funded. For instance, the initiative to strengthen the client charter feedback mechanism was incorrectly categorised, hindering effective tracking of progress and targeted resource allocation.

2.6 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 approved budget for the Public Sector Transformation Programme for FY 2024/25 was revised to USh 209.445 billion. By 31st December, 2024, USh 108.89 billion had been released, representing 51.9% of the approved budget and slightly above the expected mid-year release target of 50%. Of the released funds, USh 95.146 billion was spent, reflecting an absorption rate of 87.4%. While the release performance was satisfactory, the absorption rate fell below the expected 100%, highlighting the need for improved budget execution and timely implementation of planned activities.

Physical Performance

The overall programme performance was fair, with an average score of 58.3%, constrained by misalignment between planned outputs and strategic objectives, weak inter-agency coordination, and persistent capacity gaps. The Strategic Human Resource Management Sub-programme led with 67%, driven by the rollout of the Human Capital Management system and extensive training efforts. The Decentralisation and Local Economic Development Sub-programme followed at 66%, reflecting progress in local governance and empowerment. Both the Strengthening Accountability and Business Process Re-engineering sub-programmes scored 63%, supported by advances in anti-corruption efforts and digital transformation, though enforcement gaps remained. The Government Structures and Systems sub-programme recorded the lowest score at 60%, primarily due to delayed reforms and limited institutional coordination.

3.2 Strengthening Accountability for Results Sub-Programme

The sub-programme aims to: i) strengthen accountability for results across Government; ii) verify, validate, and confirm adherence to established standards in the delivery of public service; and iii) promote efficient, economic, and effective Records and Information Management (RIM) systems and preserve the documented heritage archives for Uganda's posterity.

The initiative focuses on four key interventions: developing and enforcing service delivery standards; strengthening public sector performance management initiatives; enforcing compliance with rules and regulations; and reviewing and strengthening the client charter feedback mechanism to enhance public demand for accountability. Notably, the planned outputs for these interventions were budgeted under the public sector performance management.

These are implemented under the following entities: The Ministry of Public Service (MoPS), the Ministry of Local Government (MoLG), the Public Service Commission (PSC), and the Inspectorate of Government (IG).

Financial Performance

The approved sub-programme budget for FY 2024/25 is USh 16.89 billion. By 31st December, 2024, USh 10.36 billion (61% of the approved budget) had been released, of



which US\$ 8.093 billion was spent (78% absorption rate). While the release performance was very good, the absorption rate fell short of the ideal 100%.

Physical Performance

The semi-annual monitoring exercise evaluated all four interventions under the sub-programme, resulting in an overall performance score of 63%. This performance was mainly driven by strengthened accountability mechanisms and enhanced performance monitoring. Two interventions were rated as very good, while the other two were assessed as fair. One additional intervention had its planned outputs budgeted under the Public Sector Performance Management Programme. A summary of intervention-level performance is presented in Table 3.1, with further details provided in Annex 2.

Table 3.1: Summary performance of interventions under Strengthening Accountability for Results Sub-Programme as at 31st December , 2024

Intervention	Performance Status	Remarks
Strengthen public sector performance management		Performance was very good at 91%, with Performance Management Framework (PMF) implementation monitored in selected LGs and MDAs. Although the Balanced Scorecard was introduced, further training and support were needed to address adoption challenges.
Develop and enforce service and service delivery standards		Very good performance was achieved at 98%. Compliance inspections were undertaken.
Enforce compliance with the rules and regulations		The IG concluded 324 out of 200 planned. This overperformance was driven by the 2022 Leadership Code Act, which broadened the scope of offences to include non-declaration. Public Service Commission handled 100% of all submitted disciplinary cases.
Review and strengthen the client charter feedback mechanism to enhance the public demand for accountability		Performance was fair. This intervention was budgeted under the Strengthening Public Sector Performance Management intervention.

Source: Author's Compilation

Detailed performance of interventions and outputs is presented hereafter:

3.2.1 Strengthening 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 Results-Based Performance (BSC) system supported in 2 MDAs and 5 LGs; iii) Training to mainstream gender concerns into performance management undertaken in 10 LGs and 4 MDAs; iv) Client charters and feedback mechanisms implemented in 20 LGs and 10 MDAs; v) Technical support provided to 20 LGs and 10 MDAs to link PIPs to Capacity-building Plans; vi) All newly appointed 10 members of District Commissions of Kakumiro and Kalangala Districts inducted and trained.

Performance

Performance was very good, at 91%, largely driven by the effective implementation of the Performance Management Framework and the adoption of the BSC approach across MDAs and LGs. The following section presents a detailed status update on the implementation of the planned outputs.

Implementation of the Performance Management Framework (PMF) monitored in 20 LGs and 10 MDAs: Implementation of the PMF was undertaken in only seven (7) LGs and three MDAs, representing an average performance of 33.3%. Although coverage was limited, notable improvements were observed. In Nakasongola District, the framework contributed to better school infrastructure, reduced teacher absenteeism, and a 10% increase in enrolment. At MoFPED, it enhanced financial tracking, while the Uganda Prisons Service used performance indicators to improve rehabilitation outcomes. Despite these gains, staff resistance driven by fears of performance evaluation and job insecurity emerged as a key barrier to implementation, highlighting the need for sustained sensitisation and stronger leadership commitment to scale up adoption across all targeted entities.

Implementation of Results-Based Performance (BSC) system supported in 2 MDAs and 5 LGs: The BSC system was implemented in two MDAs and five LGs to enhance performance management, strategic planning, and service delivery. The approach focused on four key perspectives: Financial, Customer, Internal Processes, and Learning and Growth. Tier¹ 2 scorecards were developed for four LGs, i.e. Pakwach, Tororo, Nebbi, and Kween, with 10% of Tier 3 completed in Nebbi. At the Central Government level, BSC frameworks were established for the Ministry of Information and Communication Technology (MoICT) and MoPS, supported by tools such as the Results Information Management System, the Centralised Service Delivery Coordination Unit, and Human Resource Management Systems.

Additional support was extended to 10 more LGs, and a Tier 1 scorecard was developed for Naguru Regional Referral Hospital. A total of 330 participants, including Senior Management Team members, Local Government leaders, head teachers, and healthcare facility managers, were trained. However, resistance and negative perceptions persisted, underscoring the need for continued capacity-building and sensitisation to support full adoption of the Balanced Scorecard approach.

¹ Tier 1, 2, and 3 scorecards refer to performance levels under the Balanced Scorecard system



L-R: Participants during BSC training in Kween DLG.

Training to mainstream gender concerns into performance management undertaken in 10 LGs and four (4) MDAs: MoPS conducted training in 10 LGs and four MDAs to strengthen the integration of gender-responsive indicators in planning, monitoring, and evaluation (PM&E). A total of 168 officers (102 male and 66 female) were trained to enhance institutional capacity for tracking gender equality and reinforcing accountability for gender outcomes.

Field visits indicated that trained officers demonstrated improved understanding of gender-responsive planning. However, implementation remained constrained by limited funding, weak data systems, and the exclusion of Gender Focal Persons (GFPs) from key performance committees. In districts such as Butambala and Ntoroko, gender planning was further hindered by the absence of dedicated budget lines and insufficient sex-disaggregated data.

Client charters and feedback mechanisms implemented in 20 LGs and 10 MDAs: Implementation was poor, with an overall performance of only 27% across targeted LGs and MDAs. Although direct support was provided to 11 LGs and seven MDAs, only three institutions, Nwoya District, Jinja Regional Referral Hospital, and the Ministry of Gender, Labour and Social Development (MGLSD), had approved and operational client charters. In most cases, the charters remained in draft form, reflecting limited institutional commitment. The reform was further constrained by inadequate funding and weak dissemination, reducing its effectiveness in promoting accountability and improving service delivery.

Technical support provided to 20 LGs and 10 MDAs to link Performance Improvement Plans (PIPs) to Capacity-building Plans: MoPS supported 10 LGs and five (5) MDAs to integrate Performance Improvement Plans (PIPs) with Capacity-building Plans, aiming to enhance institutional performance and human resource management. In Gulu District, this integration enabled clear alignment between performance gaps and targeted interventions, resulting in improved budget execution. However, most LGs faced challenges in achieving similar outcomes due to limited resources, weak monitoring systems, and inadequate technical capacity. To scale impact, there is a need for sustained technical guidance, improved funding alignment, and investment in monitoring tools to track and sustain performance improvements across all LGs.

Refresher training in performance management conducted in 20 LGs and 10: Refresher training in performance management was conducted by the Ministry of Public Service (MoPS) for 11 Ministries, Departments, and Agencies (MDAs) and 8 Local Governments (LGs), against a target of 20 LGs and 10 MDAs. The training aimed to strengthen planning, staff appraisal, and accountability mechanisms through the use of the Balanced Scorecard and the Public Service Performance Management Framework.

Notable improvements were observed in LGs with pre-existing monitoring systems, particularly in the timely completion of staff appraisals and the alignment of departmental work plans with the objectives of the Third National Development Plan (NDPIII). However, several systemic challenges continue to hinder full implementation. These include inadequate monitoring tools, limited ICT infrastructure, low levels of staff understanding of the performance management framework, and high rates of staff turnover.

While the refresher training was a positive step, achieving sustainable improvements in performance management will require regular follow-up visits, the deployment of digital monitoring tools, targeted technical support, ICT upgrades, and continuous mentorship for both MDA and LG staff.

All newly appointed 10 members of District Commissions of Kakumiro and Kalangala Districts inducted and trained: The Public Service Commission inducted and trained 10 newly appointed members of the District Service Commissions (DSCs) in Kakumiro and Kalangala LGs to strengthen their capacity in recruitment and disciplinary management. In Kakumiro, the DSC introduced quarterly coordination meetings and successfully recruited 15 health workers and 10 education officers. In Kalangala, six disciplinary cases, including absenteeism and misuse of public property, were resolved, and the DSC recruited eight Parish Chiefs and five community development officers. Continued mentorship and periodic refresher training are recommended to sustain and build on these 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) An e-inspection tool rolled out in eight MDAs and eight LGs; ii) A human resource audit undertaken in two 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 four (4) MDAs and 24 LGs to develop service delivery standards.

Performance

The intervention achieved very good performance, at 98%, attributed to the successful implementation of planned activities such as the rollout of the e-inspection tool, audits, inspections, survey dissemination, and technical support. This was enabled by strong coordination and effective use of ICT. Detailed physical performance is presented below.

E-inspection tool piloted in eight MDAs and eight LGs: The tool was implemented in only four municipalities: Mukono, Nansana, Entebbe, and Njeru, due to logistical constraints and prioritisation of areas with higher operational readiness. Mukono reported a 40% reduction in data collection time, Nansana achieved a 15% decrease in inspection costs, and Entebbe



improved public access to findings through a web-based dashboard. In contrast, Njeru faced challenges related to limited ICT skills and poor connectivity, which hindered effective utilisation of the tool. Despite these limitations, the pilot demonstrated strong potential for enhancing efficiency and accountability. Scaling the tool to other institutions will require targeted investment in infrastructure, staff training, and system integration.

Human resource (HR) audit undertaken in two institutions: This was conducted in Bugweri District Local Government by MoPS to identify and address irregularities in recruitment, payroll management, and retirement benefits. The HR audit uncovered overpayments and payments to non-payrolled individuals totalling US\$ 313.2 million, largely resulting from the absence of a functional District Service Commission (DSC). After the establishment of the district's own DSC, irregular recruitments persisted, prompting interdictions. By October, 2024, US\$ 165.7 million had been recovered, while US\$ 142.2 million remained unaccounted for, with investigations still ongoing. Although some corrective actions had commenced, such as recovery of funds and partial review of irregular appointments, key recommendations, including strengthening internal controls and fully operationalising the DSC's mandate, had not yet been fully implemented.

Investigative inspections undertaken in four public institutions: Investigative inspections were conducted in four public institutions to address staff welfare concerns and governance gaps. In Kassanda District Local Government, the inspection identified serious issues, including the lack of performance appraisals for the Procurement Officer since FY 2020/21, restricted access to official files, and reported mistreatment and threats. The inspection recommended strengthening the Rewards and Sanctions Committee to enhance grievance handling and institutional accountability. By October 2024, implementation had begun with some management actions taken; however, progress remained slow, and key reforms were incomplete due to limited follow-through by district leadership.

Compliance inspections undertaken in 16 MDAs and 48 LGs to assess compliance with service delivery standards: Compliance inspections were conducted in seven out of 16 MDAs and 12 out of 48 Local Governments (LGs) to evaluate adherence to service delivery standards. Improved compliance was observed in urban entities such as Mulago Hospital and Fort Portal City, where digitised systems and structured service delivery frameworks were in place. In contrast, rural districts such as Bugiri, Kikuube, and Pallisa faced challenges, including staffing gaps, poor infrastructure, and lack of inspection tools, which hindered service delivery in sectors like health, education, and agriculture. Based on these observations, MoPS recommended targeted staffing, infrastructure investment, national rollout of the e-inspection tool, and enhanced monitoring and training to strengthen service standards.

3.2.3 Enforce Compliance with the Rules and Regulations

The lead implementing agencies for this intervention included the Inspectorate of Government (IG), MoPS, 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) 1000 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.



Other outputs included: vi) All disciplinary cases received in the financial year concluded; vii) All submitted appeals reviewed and concluded; viii) All newly appointed members of D/CSCs inducted and trained; ix) 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 Project: 1704 Local Government Revenue Management Information System.

Performance

The overall intervention performance was fair, with 54% of the targets achieved. This was largely due to the partial implementation of planned outputs. The detailed performance is provided below.

Breaches of the leadership code investigated and completed: The IG surpassed its target by completing 324 investigations against the target of 200, achieving 162% performance. This was largely due to expanded powers under the Leadership Code (Amendment) Act, 2022, which introduced new offences such as non-declaration. The IG also benefitted from improved digital case tracking, increased whistleblower engagement, and targeted deployment of investigators. These efforts enabled faster resolution of cases, including high-profile ones involving district and agency officials, reinforcing public sector integrity.

Verification of leaders' assets, incomes, and liabilities: Only 31 verifications were completed out of 1,000 planned, with an additional 74 cases still in progress. The completed verifications confirmed that leaders' assets aligned with their legitimate income sources. However, performance was hampered by limited staffing, manual verification processes, and delays in accessing supporting data from registries and banks. The shortfall highlights the need for investment in automation and inter-agency collaboration to enhance verification capacity and enforcement reach.

Systems, procedures, and practices of MDALGs reviewed and recommendations made: The IG reviewed systems and practices in 10 MDALGs and identified weaknesses such as poor transparency, weak 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 391 out of 678 planned Ombudsman investigations across MDAs and Local Governments, achieving 58% of the target. Of these, 22 cases were resolved through Alternative Dispute Resolution (ADR), resulting in the recovery of US\$ 1.5 billion in unpaid employment benefits for 32 complainants and securing an additional US\$ 3.3 billion in commitments. While the target was not fully achieved due to resource and staffing constraints, the IG made a significant impact through ADR and financial recoveries. It is recommended that the IG strengthen regional operations, adopt digital tracking tools, and expand ADR to improve efficiency and case resolution rates.



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 Ministry of Local Government (MoLG) supported four District Technical Planning Committees (DTPCs) to enhance their compliance with Local Government Assessment (LGA) indicators across key performance areas, including planning, budgeting, accountability, reporting, capacity building, gender equity, HIV/AIDS, and environmental sustainability. This technical support resulted in noticeable improvements in planning and reporting standards, as well as stronger mainstreaming of gender and environmental considerations within district development frameworks.

Field visits confirmed progress in districts such as Gomba and Nakaseke, where DTPCs demonstrated increased adherence to planning and budgeting guidelines, timely submission of quarterly reports, and integration of gender and environmental safeguards in sector work plans. In Gomba, for instance, the DTPC adopted a participatory approach to budget formulation, while Nakaseke showed improved coordination between departments in addressing cross-cutting issues such as HIV/AIDS and climate change. These improvements have enhanced alignment with National Development Plan (NDP) III priorities and contributed to more responsive and accountable local governance.

MoLG supported six underperforming districts – Namisindwa, Buvuma, Ntoroko, Nakapiripirit, Bundibugyo, and Amudat – through tailored Performance Improvement Plans, leading to better service delivery. Participation in the ULGA Annual General Meeting in Lira District enhanced peer learning among DTPCs, resulting in improved coordination, financial reporting, and responsiveness to gender and HIV/AIDS issues in the supported districts.

All disciplinary cases received in the financial year concluded: By 31st December 2024, the Public Service Commission (PSC) received 38 disciplinary cases for consideration, of which 18 were concluded, representing a 47.4% completion rate, against the targeted 95%. Many submissions from MDAs and LGs were incomplete, necessitating referrals back for additional information, which contributed to delays in resolving these cases. The nature of these cases included abandonment of duty, resignations, and dismissals from the Public Service.

Project: 1704-Local Government Revenue Management Information System (LGRMIS): The approved budget was US\$ 6.447 billion, with US\$ 2.943 billion (46%) released. By 31st December 2024, US\$ 1.023 billion (35%) had been spent.

The project aimed to enhance local revenue mobilisation through three key outputs. First, it implemented the Local Government Revenue Management Information System (LGRMIS) in 50 Local Governments to improve transparency, accuracy, and efficiency in revenue collection. The system was largely successful, with districts like Bushenyi reporting improved collections and streamlined reporting.

Second, the project planned to procure data collection gadgets to support the functionality of LGRMIS. These gadgets were delivered and distributed to the implementing Local Governments, helping to enhance real-time data capture and reduce delays in revenue reporting. Their availability contributed to operational efficiency, although their utility was limited in areas where ICT infrastructure remained underdeveloped.

Third, the project provided a vehicle to facilitate field-level coordination and monitoring activities. The vehicle supported technical backstopping and follow-up visits by Central Government teams, ensuring on-site troubleshooting and system use verification across different districts. This intervention improved the responsiveness of the implementation team and strengthened oversight.

Despite these achievements, the rollout of LGRMIS faced several challenges. These included low compliance from some revenue payers, incomplete revenue records due to poor historical data, limited ICT infrastructure in certain Local Governments, and technical capacity gaps among staff. These issues constrained the full operationalisation and impact of the system.

To address these constraints and maximise the effectiveness of LGRMIS, it is recommended that the Ministry of Local Government (i) expands ICT infrastructure and internet connectivity across all participating districts; (ii) enhances technical training and continuous mentorship for revenue staff; (iii) enforces monthly reporting standards to ensure accountability; and (iv) institutionalises quarterly performance review meetings to assess implementation progress, address challenges, and share best practices.

Overall Sub-Programme Performance and the Way Forward

By December, 2024, the sub-programme achieved a fair performance of 63%, reflecting uneven progress across its four core interventions. Strong performance was recorded in public sector performance management (91%) and enforcement of service delivery standards (98%), driven by the effective rollout of the Performance Management Framework, Balanced Scorecard, and E-Inspection Tool in selected MDAs and LGs.

However, performance in compliance enforcement was lower, at 54%, due to delays in asset verification and disciplinary case resolution, while client charter implementation remained weak, with only 27% of assessed institutions having operational charters. To accelerate progress, the sub-programme must prioritise capacity building, expand the use of performance tools, and strengthen compliance oversight. Embedding a results-driven and accountable service culture across all levels of Government will be critical for sustaining long-term improvements.

3.3 Government Structures and Systems Sub-Programme

The sub-programme aims to streamline Government structures and institutions for efficient and effective service delivery. The sub-programme is implemented by the Ministry of Public Service.

The sub-programme consists of three interventions: i) Restructuring government institutions to align with new program 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 sub-programme approved budget for FY 2024/25 is US\$ 3.470 billion, of which US\$ 1.640 billion (47%) was released and US\$ 1.477 billion (90%) was spent by 31st December 2024. This was fair release and a very good absorption rate. Most funds were spent on allowances equivalent to US\$ 0.628 billion.



Physical Performance

The overall performance of the sub-programme was fair, at 60%, attributed to ongoing rationalisation of agencies, technical support provided to MDAs and LGs in implementing approved structures, and 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 interventions' performance is presented in Table 3.2.

Table 3.2: Overview of the intervention's performance as at 31st December 2024

Intervention	Performance Status	Remarks
Review and develop management and operational structures, systems, and standards		Fair performance at 57%. 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 73%. 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 program planning, budgeting, and implementation		Fair performance at 56%. However, the planned outputs were budgeted for under review and develop 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) will implement reforms to optimise structures, enhance service delivery, and strengthen institutional effectiveness. Specifically: (i) Structures will be implemented for 60 agencies and 14 Ministries under RAPEX, reviewed for 15 agencies not under RAPEX, and customised for 20 Local Governments. (ii) Technical support will be provided to 20 MDAs and 30 LGs. (iii) Change management and legal support will aid RAPEX rollout in 60 agencies. (iv) Twenty Management Analysts will receive Diplomas in Management Services. (v) Three Service Uganda Centres will be

established and supervised alongside two regional and three mini-centres. (vi) Four service delivery processes will be re-engineered with a supporting regulatory framework developed. (vii) Compliance with Records and Information Management (RIM) standards will be assessed in 12 MDAs and 24 LGs. (viii) Capacity-building for 550 Records Officers will be undertaken, and records systems established in four MDAs and streamlined in four LGs. (ix) The National Records Centre and Archives (NRCA) will expand reference services to 200 users, establish an Archives Library, preserve records from four MDAs, and appraise semi-current records in seven MDAs and eight 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 overall performance of the intervention was fair, with 57% achievement of planned outputs. This performance was attributed to the ongoing rationalisation of agencies, technical support provided to MDAs and LGs for implementing approved structures, and supervision support extended to two regional and three mini Service Uganda Centres.

However, the fair rating also reflects persistent challenges such as limited coverage of technical support across all institutions, delays in fully operationalising some restructured entities, and resource constraints affecting the scale and consistency of service delivery. A detailed physical performance at the output level is provided below.

Structures for the 60 agencies under rationalisation implemented: Structures for the 40² agencies under RAPEX were communicated for implementation. Implementing RAPEX could lead to the projected savings of 1 trillion annually, indicating potential efficiency gains through the merger of overlapping functions and the elimination of redundancies. MoPS continued the implementation of the RAPEX initiative, which seeks to improve efficiency, eliminate duplication, and reduce public expenditure across Government institutions.

Key reforms included the integration of overlapping functions into line ministries. For example, mainstreaming NITA-U into the Ministry of ICT and aligning NAADS functions with MAAIF.

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,

² Uganda Wildlife Authority (UWA), Uganda Wildlife Education Centre (UWEC), National Women's Council, National Children Authority, 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 (UWRSA), 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 (NIRA), Directorate of Citizenship and Immigration Control (DCIC), Council for Persons with Disabilities.



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 eight out of the planned 14-line Ministries affected by RAPEX were reviewed, harmonised, and communicated for implementation. These efforts focused on eliminating overlaps, streamlining mandates, and enhancing operational efficiency, with the revised structures harmonised to align with public service standards and communicated for implementation. The reform aims to reduce administrative costs and better position Ministries to contribute to national development priorities under NDP III. Meanwhile, the structural review of the remaining six ministries was ongoing, with consultations and validation underway. Full implementation across all Ministries is expected to yield long-term cost savings and improve Government service delivery.

Structures for 15 Government agencies, which are not affected by RAPEX reviewed and approved: Structures for seven out of the 15 Government agencies not affected by RAPEX were reviewed and approved, reflecting progress in institutional restructuring. These included the Uganda Investment Authority (UIA), Uganda National Institute of Textile and Animal Sciences (UNITE), National Agricultural Research Organisation (NARO), Uganda AIDS Commission (UAC), Uganda National Council for Children (UNCC), and Lira University.

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: Staffing structures for 20 Local Governments were reviewed and customised. Of these, nine were approved and communicated for implementation. These included the District Local Governments of Lamwo, Amuru, Kasese, Jinja, Hoima, and Isingiro; as well as the Town Councils of Parombo and Nyaravur-Angal (Nebbi DLG), Etam (Amolatar DLG), and three Town Councils in Rukiga District.

Following approval, the structures were implemented to improve institutional functionality and service delivery. For example, in Jinja District, the restructuring led to the creation of additional positions in the Health and Education Departments to address staffing gaps. In Rukiga, the approved structures enabled the formal establishment of planning and finance units in the new Town Councils, enhancing local budgeting and accountability. In Etam Town Council, implementation began with the recruitment of key personnel to operationalise service delivery at the local level.

Technical support provided to 20 MDAs and 30 LGs in implementing approved structures: Technical support was provided to 26³ (out of 20 planned) MDAs and 40⁴ (of

³ MoWE, MAAIF, MoES, MoIA, MoTIC, MoW&T, MoFPED, State House, MoES, KCCA, Kyambogo University, Lira University, Hoima & Entebbe RRHs, MoH, OPM, MoJCA, MoWT, MoFPED, MGLSD, UFZEP, UETCL, NPA, NARO, URBRA, UWA.

⁴ Wakiso, Arua, Gulu, Jinja, Tororo, Kalaki, Nakasongola, Zombo, Kwanja, Kiryandongo, Amuria, Kapchorwa, Kaberamaido, Hoima DLG, Entebbe MC, Kibuku, Rwampara, Kanungu, Kassanda, Nansana MC, Terego, Kiruhura, Kalaki, Kasese, Budaka, Katakwi, Bukwo & Bukomansimbi, Kamuli, Soroti, Kakumiro, Kisoro, Jinja DLGs & Mityana MC, Kapchorwa MC, Kiruhura DLG, Lira DLG, Nwoya DLG.



30 planned) LGs in implementing approved organisational structures. This overachievement was driven by a strong demand for support from various Votes seeking to operationalise their newly approved organisational structures.

The support included training, advisory services, and on-site guidance, which significantly enhanced the institutional capacity of the beneficiary entities. Staff members acquired critical skills and knowledge in areas such as structure alignment, role clarity, and change management. As a result, many MDAs and LGs reported improved functionality, smoother adaptation to structural changes, and more efficient service delivery. For instance, several LGs integrated new departments such as internal audit and planning units, while MDAs streamlined reporting lines and clarified supervisory roles, leading to better coordination and accountability across functions.

Change management sessions to guide the implementation of RAPEX carried out in 60 agencies: MoPS conducted change management sessions in 42⁵ 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 was aimed at eliminating duplication, reducing administrative costs, and strengthening 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.

Technical support on the Implementation of the Laws under RAPEX provided to 60 agencies: MoPS provided technical support to 22 out of the 60 targeted agencies to implement laws under the RAPEX framework. This support facilitated mandate realignment, functional restructuring, and the development of implementation guidelines. Agencies such as the National Population Council (NPC) adjusted their structures, while the National Library of Uganda (NLU) undertook staff training. However, implementation of the developed guidelines remains incomplete due to limited institutional capacity, inadequate legal expertise, and delayed funding. The target was not achieved primarily because of resource constraints and the complexity of legal reforms across Government institutions.

Professional training for 20 Management Analysts for the award of 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 is designed to build competencies in organisational analysis, process optimisation, and performance management. A comprehensive curriculum was developed and submitted to the Uganda

⁵ 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 MoGLSD, NLU under MoES, Uganda Chemicals Board, & Uganda Trypanosomiasis Control Council under MAAIF, UWA, UWEC under MoTWA, NIRA. URSB (Civil Registration function), UNMA under MoWE.



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: Technical support supervision was provided to two Regional Service Uganda Centres (Hoima and Mbarara) and five mini Service Uganda Centres (Mbale, Arua, Kasese, Gulu, and Kampala), resulting in several operational improvements. The supervision exercise helped identify infrastructure gaps, staffing challenges, and equipment needs. For instance, in Hoima, recommendations were made to strengthen ICT infrastructure and improve customer flow management, leading to better service turnaround times. In Gulu, staffing issues were addressed by reallocating personnel to peak service counters, which significantly reduced client waiting time. Additionally, in Mbale, the supervision prompted the introduction of a performance monitoring framework to enhance service delivery tracking and accountability. Overall, the technical support resulted in targeted interventions that improved operational efficiency and customer experience across the centres.

Compliance with Records Information Management (RIM) standards in 12 MDAs and 24 LGs assessed, and technical support provided to address the identified gaps: The MoPS assessed compliance with Records Information Management systems in 15⁶ MDAs and six⁷ LGs. The audit identified major gaps, including 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. Interventions included 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, the Ministry of Trade and Industry reported a 70% reduction in document retrieval time after adopting structured filing. The Uganda AIDS Commission began digitising files, while Nebbi District LG improved audit response times through better record organisation.

Capacity of 550 Records Officers built in Records and Information Management (RIM): A total of 520 out of 550 Government staff were trained in Records and Information Management (RIM) to enhance accountability and service delivery. The training covered Electronic Document and Records Management System (EDRMS), records procedures, and ethics, targeting MDAs, LGs, and specific agencies. However, limited access to essential digital infrastructure such as computers and scanners, especially in districts like Tororo, Iganga MC, Buliisa, and Masindi, hindered the effective implementation of digital records management.

⁶ MoFPED, National Population Council, National Physical Planning Board & National Planning Authority, MoES, MGLSD, National Library of Uganda, MoIA, Uganda Free Zones Authority, MoWE, and Uganda National Meteorological Authority, Non-Governmental Organisations Bureau, MoTIC, Uganda Export Promotions Board, Uganda Free Zones Authority, MAAIF.

⁷ Oyam, Omoro, Bugiri & Bugiri MC.

Records management systems set up in four MDAs and four LGs: Records management systems were established in four MDAs and four LGs to enhance service delivery through digitisation. Full implementation was completed at the Uganda Virus Research Institute (UVRI), Kalungu and Kyenjojo Districts, while systems were streamlined at the Ministry of Justice and Constitutional Affairs (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: MoPS provided reference services to 194 researchers (69 local and 125 international) through its Search Room and Library. This initiative aimed to support public officers, academic researchers, and policy analysts in accessing vital Government records and policy documents. It enhanced knowledge generation, supported evidence-based policymaking, and promoted informed decision-making in areas such as public administration, governance, and institutional reforms. The services contributed to improved research quality, greater transparency, and increased global visibility of Uganda's public service reform efforts.

Archives Library established at NRCA and information materials acquired: The establishment of the Archives Library at the National Records and Archives Centre (NRCA) marked a significant shift from traditional physical recordkeeping to a more efficient and accessible digital system. Through this initiative, MoPS enhanced the management and dissemination of Government information, promoting transparency and institutional memory. A total of 119 publications were digitised, including 48 issues of the Uganda Gazette and 52 Acts, Bills, Regulations, and Rules. Furthermore, 251 issues of newspapers from New Vision, Daily Monitor, and The Observer were acquired to support historical reference and policy research. This digital transformation has improved public access to key Government documents, facilitated informed decision-making, and strengthened knowledge preservation across the public sector.



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



Appraised semi-current records appraised in Iganga Municipal Council

Valuable archival records acquired from four MDAs and preserved at the National Records Centre and Archives (NRCA): MoPS acquired and preserved over 4,000 archival records from four key entities: Mbarara District, the Chief Secretary's Office, MoFPED, and the Ministry of Lands, Housing and Urban Development (MLHUD). Additionally, 2,233 semi-current records at NRCA were verified and updated. In collaboration with Mbarara District, MoPS also assessed and organised land, personnel, and financial records to support improved pension processing and information access. While these efforts reflect notable progress in strengthening records management, challenges remain in digitisation, storage capacity, and staffing, highlighting the need for further investment in infrastructure and human resources.

Semi-current records appraised in seven MDAs and eight LGs: MoPS appraised 452 semi-current records across four MDAs and two LGs and Iganga Municipal Council. This exercise resulted in improved accessibility to records, recovery of historical files, more efficient management of storage space, and heightened staff awareness about records preservation.

Luuka District Local Government successfully established a central registry to enhance records organisation, while Iganga Municipal Council restored council minutes dating back to 1996. Additionally, valuable records were identified and prepared for transfer to the National Archives, further promoting transparency, institutional memory, and operational efficiency.

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; iii) One research study on the impact of Government reforms carried out.

Performance

The overall performance of the intervention was good, achieving 73% 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.

Job descriptions and person specifications for 10 MDAs under RAPEX reviewed and developed: These were reviewed and developed for five MDAs under RAPEX, including the East African Aviation Academy, UIA, MoLG, and Soroti Flying School. This aligned staff roles with institutional mandates and national priorities. As a result, role clarity improved, recruitment became more competency-based, and service delivery was enhanced. For example, UIA strengthened investor support, while MoLG used the new profiles to guide staff deployment. A 2024 Local Government Job Manual was also created to standardise HR practices across districts.

Schemes of Service for eight cadres developed: MoPS developed Schemes of Service for four cadres, including Management Analysts, Law Enforcement Officers, Physical Planners, and Surveyors. This development introduced structured career paths and clear promotion guidelines, resulting in improved job clarity, motivation, and retention. For instance, law enforcement personnel and physical planners benefitted from defined progression frameworks, reducing attrition and enhancing professional recognition. Circular Standing Instructions (CSIs) were issued to support uniform implementation, marking a key step in strengthening human resource management across the public service.

One research study on impact of Government reforms carried out: Between July and November 2024, MoPS and the National Planning Authority conducted a national study to assess the impact of key Government reforms on public sector efficiency and service delivery. The study revealed that reforms such as the Human Capital Management system enhanced payroll integrity and eliminated ghost workers in districts like Kabarole and Buikwe. The e-citizen system, introduced by NIRA, improved real-time identity verification across 89 institutions, reducing fraud and increasing access to services. Performance management tools like the Balanced Scorecard helped align service delivery to community needs in Tororo and Nebbi, while institutional rationalisation reduced duplication and improved efficiency. ICT automation in agencies such as URA and URSB further strengthened service delivery. Overall, the reforms improved accountability, enhanced service access, and laid a strong foundation for digital governance. The study recommended scaling up digital tools, finalising the rationalisation of entities, and strengthening institutional capacity to sustain these gains.

3.3.3 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 the review and development of management and operational structures, systems, and standards. Structures for 14-line Ministries affected by RAPEX were reviewed, harmonised, and implemented. Structures for 15 Government agencies which are not affected by RAPEX were reviewed and approved.



Overall Sub-programme Performance and the Way Forward

The Government Structures and Systems Sub-programme registered a fair performance score of 60%, reflecting moderate progress in implementing institutional reforms. Out of the 60 agencies targeted under the Results and Performance Excellence Framework (RAPEX), structural reforms were fully implemented in 40 agencies. In addition, eight of the 14 targeted line Ministries, seven out of 15 non-RAPEX agencies, and nine of the 20 Local Government structures were reviewed or approved, indicating partial achievement across categories.

Technical support to MDAs and LGs surpassed annual expectations, particularly in restructuring efforts and organisational alignment. Notable advancements were also recorded in the rollout of Service Uganda Centres and the improvement of Records and Information Management (RIM) systems. Nonetheless, only 50% of the policy harmonisation targets were achieved, largely due to gaps in legal frameworks.

To accelerate progress, a deeper review of legal mandates, increased funding for restructured entities, and adoption of a Monitoring, Evaluation, and Learning (MEL) framework are recommended to ensure accountability and alignment with NDP III priorities.

3.4 Strategic Human Resource Management Sub-programme

The sub-programme, implemented by MoPS and PSC, aims to professionalise public service by transforming human resource management into a results-oriented function. It focuses on strengthening HR planning, recruitment, performance management, and capacity development across MDAs and Local Governments through seven key interventions.

These interventions included: (i) Undertaking the nurturing of civil servants through patriotic and long-term national service training; (ii) Designing and implementing a rewards and sanctions system; (iii) Empowering MDAs to customise talent management strategies; (iv) Rolling out the Human Resource Management System (HRMS); (v) Developing and operationalising an electronic document management system; (vi) Reviewing the existing legal, policy, regulatory, and institutional frameworks to standardise regulation and benefits within the Public Service; and (vii) Upgrading public sector training to improve relevance and impact.

While most interventions, including the rollout of the HRMS, legal and policy reviews, and performance-focused reforms, are well-aligned with the programme's objectives, a few components present misalignments. For example, patriotic training lacks a clear linkage to measurable HR outcomes, and customised talent strategies by MDAs risk fragmenting policy implementation without a unifying national framework. Similarly, the electronic document management system, though valuable, should be more explicitly connected to HR workflows. Strengthening these interventions through clearer strategic linkages, standardised national guidance, and a results-based monitoring framework will enhance the programme's overall impact and sustainability.

Financial Performance

The approved budget for FY 2024/25 for the sub-programme was US\$ 11.402 billion, of which US\$ 4.975 billion (44%) was released and US\$ 4.501 billion (90%) spent by 31st December, 2024. This was a fair release and a very good absorption rate.

Physical Performance

The sub-programme achieved a fair overall performance score of 67%. Among the interventions, four recorded fair performance, one achieved good performance, and three were not assessed. The unassessed interventions, under the “Review and Develop Management and Staff Structures, Systems, and Standards” initiative, included activities such as the development of an electronic document management system. Additionally, the planned design and implementation of a rewards and sanctions system were not carried out. 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	Good performance (achieved 71% of planned outputs) but due to financial constraints, a caravan approach was considered.
Empower MDAs to customise talent management.	Fair	Fair performance (achieved 66% of the planned outputs). Technical support was provided to all MDAs and LGs in managing the decentralised wage, pension, and gratuity management by MoPS.
Roll out the Human Capital Resource management system	Fair	Fair performance (achieved 68% of outputs).
Develop and operationalise an e-document management system	Fair	EDRMS was rolled out in only 6 out of 10 MDAs.
Review the existing legal, policy, regulatory and institutional frameworks	Fair	Fair performance (achieved 58%). 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 aims to enhance professionalism and ethical conduct, instil a sense of patriotism, and update the skills and knowledge of public servants, ultimately strengthening public service delivery.

The planned outputs for FY 2024/25 were: i) 100% e-learning platform and systems at the Civil Service College, including the Learning Management System maintained; ii) One



Communication and Marketing Strategy for the College reviewed; iii) National Service Training Scheme for civil servants developed and implemented; iv) Digital content for online programmes for the existing curricula developed and maintained; and v) Mindset change training of 400 public officers conducted (caravan).

Other outputs included: vi) HR analytics training for 50 public officers conducted; vii) HR analytics curriculum designed and delivered as a mandatory course; viii) 20 Tailor-made training hosted and supported at the College; ix) Strategic Human Resource Management training for 50 HR Managers in the Public Service conducted; x) Induction training for 600 officers conducted (caravan).

Performance

The overall performance of the intervention was good, at 71%. Detailed output performance is presented below:

100% e-learning platform and systems at the Civil Service College, including the Learning Management System maintained. The Civil Service College Uganda (CSCU) successfully maintained and upgraded its e-learning platform and Learning Management System (LMS) to enhance accessibility and flexibility in civil servant training. This digital transformation enabled officers, particularly in remote districts, to access courses without physical attendance. In Kasese District, enrolment for online short courses grew from 40 to over 120 civil servants within six months, while users in Jinja and Lira reported higher engagement due to the interactive, self-paced nature of the modules. The platform, developed in collaboration with technology providers, was piloted across selected MDAs and LGs, with trained facilitators supporting quality delivery. Trainee feedback pointed to improved access and learning outcomes. To consolidate these gains, CSC plans to scale up awareness campaigns and provide continuous technical support to drive broader adoption.

One communication and Marketing Strategy for the College reviewed: CSCU reviewed and operationalised a new Communication and Marketing Strategy to strengthen its branding and visibility. This strategic shift improved public perception and increased enrolment in training programmes, particularly from entities like the Ministry of Local Government and Uganda Police Force (UPF). While planned media campaigns were scaled down due to budget limitations, the College prioritised cost-effective digital platforms such as social media and newsletters to sustain outreach.

Digital content for 12 online programmes developed and maintained: With support from ENABEL, CSCU developed and maintained digital content for 12 existing training programmes to enhance e-learning for civil servants. Courses covered key areas, including leadership, public financial management, ethics, and digital governance. Over 7,500 public servants accessed the content, with high participation recorded from institutions like the Uganda Revenue Authority (URA) and various District Local Governments, contributing to improved skills and service delivery.

Mindset change programme developed and 400 public officers trained in mindset change (caravan): CSCU developed and rolled out a Mindset Change Programme aimed at training 400 public officers. By the end of the reporting period, a total of 267 officers had been trained. Of these, 231 were trained through regular induction programmes, while 36 officers received specialised training through the “caravan” model conducted in Gulu and Lira. The caravan approach involved delivering training directly at officers’ duty stations, which improved accessibility and reduced logistical costs.



Among the 267 officers trained, 152 were male and 115 were female. Field monitoring confirmed that the planned sessions were implemented as scheduled, training materials were distributed, and attendance was duly verified. Key outputs included the development of tailored training content, the delivery of three training sessions, and the facilitation of follow-up reflection meetings. However, the full national rollout of the programme was constrained by limited funding, restricting the scale and coverage of implementation.

HR analytics training for 50 public officers conducted: MoPS conducted HR analytics training for 50 public officers (28 males and 22 females) drawn from key institutions, including the Ministry of Health (MoH), the MoLG, the Public Service Commission, and selected LGs. The training aimed to build institutional capacity for data-driven human resource planning, performance evaluation, and policy formulation across Uganda's public sector.

Delivered through a validated, abridged curriculum, it equipped participants with practical skills in HR data collection, analysis, interpretation, and reporting. While participants gained valuable knowledge, the adoption of HR analytics remains constrained by weak data systems, continued reliance on manual records, and fragmented information structures within institutions. To enhance the impact of the training, it is recommended that MoPS fast-tracks the rollout of digital HR systems, provides ongoing mentorship, and supports pilot institutions to model effective analytics-based.

Twenty tailor-made training sessions hosted and supported at the College: CSCU conducted 20 tailor-made training to address specific capacity gaps within public institutions. One session, held at the College, targeted 51 staff members of Nansana Municipal Council (29 females and 22 males) and focused on enhancing service delivery, performance management, and accountability. Additional off-site trainings were delivered for the National Council of Sports Board on corporate governance, UIA Board members on strategic leadership, and Focal Persons of Secretarial Cadre Committees on career development and performance appraisal. These targeted interventions contributed to improved institutional governance, strengthened professional development planning, and enhanced service delivery in the respective entities.

Strategic Human Resource Management (HRM) training for 50 HR Managers in the Public Service conducted: MoPS conducted Strategic HRM training for 46 District Local Government HR Managers to enhance their capacity in aligning HR practices with institutional goals. While the training aimed to position HR Managers as strategic partners in public service delivery, a key finding revealed that HR Departments remain largely excluded from district planning and budgeting processes. Strategic planning is often led by District Planners with minimal input from HR units, resulting in limited integration of workforce priorities into development plans. This structural gap continues to confine HR to an administrative role, undermining the implementation of strategic HRM and reducing its potential contribution to long-term public service reform. Institutional reforms are therefore recommended to formally include HR leadership in planning and budgeting frameworks across all levels of government

Induction training for 600 officers conducted (caravan): CSCU inducted 600 newly appointed public officers (341 male and 259 female) from selected Local Governments and national institutions. The training provided foundational knowledge about public service values, ethical conduct, institutional mandates, and performance expectations. To promote



regional inclusion and reduce logistical costs, CSCU adopted the caravan approach, delivering sessions within clustered districts. The standardised curriculum covered key areas such as the Uganda Public Service Standing Orders, codes of conduct, communication procedures, service delivery standards, and the rights and obligations of public officers. All participants completed the induction and received uniform orientation materials. Trainings were held in districts including Namayingo, Kayunga, and Nansana Municipal Council. Human Resource Officers noted that the programme enhanced the preparedness of recruits and supported their smooth integration into public service, contributing to a more capable entry-level workforce.

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 on 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 operationalised. The detailed performance is presented below:

Certification of Human Resource Officers in HR analytics and evidence-based policy implementation: MoPS, in partnership with CSCU and the Chartered Institute of Personnel and Development (CIPD), initiated the certification of 15 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 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: A total of 300 payroll managers from 28 Local Governments and 10 MDAs were trained in wage and payroll analysis to enhance capacity in payroll accuracy, wage bill planning, and compliance with financial regulations. The training improved technical skills among payroll officers, contributing to better payroll validation and more timely salary disbursement. Despite these gains, challenges such as limited access to functional ICT infrastructure, delayed updates of approved staff structures, and inadequate supervisory follow-up continue to affect payroll efficiency. Inconsistencies in payroll data also persist, often resulting from delays in capturing staff changes. These issues highlight the need for improved automation, regular system audits, and continued capacity-building to consolidate payroll reforms.

Wage bill performance analysis and reconciliation: MoPS conducted a nationwide wage bill performance analysis and reconciliation to align payroll data with approved staffing structures. This exercise improved payroll integrity, eliminated ghost workers, and enabled the reallocation of wage surpluses, facilitating the recruitment of over 3,000 teachers in FY 2024/25. Audits in various districts contributed to enhanced accountability and reduced irregular payments. Despite these achievements, challenges persist, including limited technical capacity, weak internal controls, wage shortfalls from delayed releases, and inaccurate budgeting. Addressing these issues will require strengthened payroll monitoring, targeted capacity building, and more timely and accurate wage planning.

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. As of 31st December, 2024, 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: MoPS finalised and submitted the Public Service Pension Fund (PSPF) Bill to Parliament, 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. However, implementation awaits presidential assent. Once signed into law, the next steps include gazetting, appointing a Board of Trustees, developing regulations, and sensitising public servants to ensure a smooth transition and operationalisation of the new pension system.

Issuance of guidelines for wage, salary, pension, and gratuity management (FY 2025/26): MoPS issued comprehensive guidelines for the management of wages, salaries, pensions, and gratuities for FY 2025/2026. These guidelines were developed following an in-depth analysis of wage performance and recruitment clearance for compliant votes. They were designed to enforce standardised human resource practices and strengthen accountability in the administration of salary, pension, and gratuity payments across the public service. In support of this effort, the Ministry also finalised a Cabinet Memorandum and a workforce validation report. Furthermore, the implementation of key recommendations from the Office of the Auditor General's Special Audit Report was undertaken to enhance payroll integrity and service delivery.

Support to oversight and investigative institutions: MoPS provided technical support to the Criminal Investigations Directorate (CID), 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 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 24 LGs and two MDAs, alongside a nationwide virtual pre-retirement training attended by 400 officers (220 males and 180 females). These efforts enhanced pension literacy in districts such as Mbarara and improved service responsiveness in Mukono. Nonetheless, challenges persisted, including limited financial planning support, poor communication on pension procedures, and inadequate post-retirement guidance. This 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, Mityana, Soroti, and Bushenyi. 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 three⁸ out of 20 MDAs and 25⁹ 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 reduction in payroll discrepancies by 30% after the implementation of new procedures, while there was increased awareness from workshops conducted at Gomba and Kagadi LGs that provided 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) Strategic Human Resource Management: 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 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

⁸ Fort Portal RRH, Arua RRH, Masaka RRH.

⁹ 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, Sembabule.

recruitment and selection in entities (12 DSCs/CSCs; 2 MDAs); and vii) 60 job competence profiles developed and reviewed. Key performance highlights are presented below:

Support supervision provided to 40 MDAs and 80 LGs towards the implementation of the Professionalisation Framework and Strategy: By mid-year, MoPS had conducted support supervision in 12 MDAs and 17 LGs, focusing on assessing awareness and adoption of the Professionalisation Framework, identifying capacity gaps, and providing tailored technical guidance. These efforts were complemented by induction sessions for secretarial cadre staff and focal point persons in Parish Development Committees (PDCs). The framework, developed and operationalised by MoPS, seeks to enhance efficiency, integrity, and competence in the Public Service by aligning roles with professional standards and promoting continuous professional development.

However, implementation remained below target, with supervision reaching fewer than half of the planned institutions. Key challenges, including low awareness, uneven adoption, and limited institutional capacity, underscore the need for broader outreach, sustained technical support, and faster implementation to fully realise the intended benefits of the framework.

Capacity of 40 MDAs and 80 LGs to undertake Capacity Needs Assessment/Training Needs Assessment and preparation of Capacity-building Plans built: MoPS delivered targeted training to strengthen the capacity of MDAs and LGs in conducting Capacity Needs Assessments (CNAs) and developing comprehensive Capacity-building Plans. As a result, two MDAs and 17 LGs directly benefitted from the training, and four MDAs successfully established Training Committees to institutionalise capacity-building processes.

However, implementation challenges, including inadequate financial resources limiting broader rollout, were particularly observed in LGs such as Bukedea and Kiboga. Additionally, limited technical expertise delayed the completion of quality CNA documents in districts like Mityana and Kakumiro. Coordination gaps between HR units and planning departments further slowed the integration of CNA results into institutional plans. Addressing these constraints through targeted financial support, technical guidance, and improved inter-departmental collaboration remains critical to ensure effective and sustainable capacity-building processes.

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 100 Human Resource officers from 20 MDAs and 40 LGs to strengthen succession planning and talent management. The training aimed to build a merit-based talent pipeline by equipping HR staff with skills to identify and develop high-potential employees. Following the training, several institutions initiated internal succession planning processes. However, full application of the existing policy guidelines remains limited in LGs visited, partly due to high labour turnover in some LGs. The Ministry is now supporting MDAs and LGs to operationalise the guidelines and improve staff retention strategies.

Technical support provided to 20 MDAs and 40 LGs in Development of Human Resource Plans in the HCM: Technical support was provided to 15 MDAs and 20 LGs to strengthen the development of Human Resource Plans under the Human Capital Management system. The support aimed to enhance HR capacity in workforce planning, align HR plans with institutional strategies and NDP III, and promote succession planning and staff development. However, field findings indicated that many HR officers lacked practical skills, most HR



plans were not effectively linked to strategic objectives, and succession planning frameworks were largely absent, limiting the ability to address critical staffing gaps.

Filled vacancies declared within the financial year: The Public Service Commission successfully filled 1,189 positions, achieving 99% of its annual recruitment target. These appointments included key roles in sectors such as Health, Education, Agriculture, Internal Affairs, URA, the Uganda Bureau of Statistics (UBOS), and OAG. Over 60% of the recruited personnel were deployed to the health and education sectors, aligning with national service delivery priorities. However, around 8% of appointees did not report for duty due to deployment delays and resignations. Despite these setbacks, the recruitment exercise significantly strengthened staffing in critical service areas. Efforts are ongoing to ensure full deployment and improve post-recruitment follow-up.

Critical positions in Local Governments filled (CAOs, DCAOs, Town Clerks of Cities and Municipalities): The Public Service Commission appointed only two officers, a Chief Administrative Officer (CAO) in Luweero and a Deputy CAO in Butambala, against a target of at least 15 critical Local Government positions. Despite these key appointments, several senior roles, including CAOs and Town Clerks, remain vacant in districts such as Kibaale, Mitooma, Namutumba, Soroti City, and Masaka City. These ongoing staffing gaps continue to hinder effective local governance and service delivery. Delays have been largely attributed to late vacancy declarations, logistical constraints, and the limited availability of qualified personnel willing to serve in hard-to-reach areas. Strengthening recruitment timelines and introducing targeted incentives will be essential to attracting and retaining talent in underserved districts and enhancing administrative efficiency across LGs.

Competence examinations and other general aptitude assessments administered in support of recruitment and selection in entities (12 DSCs/CSCs; 2 MDAs): The PSC supported 17¹⁰ District Service Commissions and one City Service Commission, four¹¹ Ministries and two agencies in administering competence and aptitude assessments to enhance transparency in recruitment. Entities such as Lira City, KCCA, and the Ministries of Health and Education benefitted, with the examinations helping to fill key roles like Senior Education Officers and Clinical Officers. The initiative improved merit-based recruitment and strengthened staffing capacity across MDAs and LGs.

Sixty job competence profiles developed and reviewed: The Public Service Commission developed 23 job competence profiles for the Ministry of Tourism, Wildlife and Antiquities, out of a planned 60 for the financial year. These profiles covered key roles such as Wildlife Conservation Officer and Tourism Development Specialist, detailing essential competencies in areas like biodiversity monitoring and stakeholder engagement. The profiles are intended to guide future recruitment, identify skills gaps, and inform training strategies to strengthen performance in the tourism and wildlife sector.

¹⁰ Mityana, Kazo, Kasese, Dokolo, Omoro, Mubende, Rwapara, Kiruhura, Bududa, Kalungu, Bushenyi, Bunyangabu, Maracha, Madi-Okollo, Pakwach, Kalaki, Bududa.

¹¹ MoJCA, MoECA, MoWT, OPM.



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 overall performance of the intervention relating to the HCM system in FY 2024/25 was fair, at 68%, reflecting notable strides in system deployment, technical support, and data integrity improvements, though offset by rollout delays and inconsistent user adoption. Achievements such as digitisation of over 18,000 staff records, live integration with the IFMS payroll, and widespread HR capacity-building underscore the system's potential to transform public sector human resource management.

The planned outputs were: i) The Human Capital Management (HCM) system was to be rolled out to a total of 100 Votes comprising 50 Phase III sites and an additional 50 under Phase IV. ii) Functional and technical support was planned for all HR modules across 160 Votes where HCM had already been deployed) Cleaning of employee master data, establishment records, and transaction data was to be completed for 88 Votes) Early-life support was to be provided to 160 HCM sites to ensure system stability and user adoption) Ongoing systems implementation support was to be maintained throughout the fiscal year. vi) The HCM system was to be rolled out to 88 Local Governments (LGs). vii) Functional and technical support was planned for 100% of the Votes that were experiencing challenges with HCM implementation. viii) A total of 88 LG structures were to be aligned with the standard HCM templates and uploaded into the system.

Performance

HCM rolled out to 100 Votes (50 Phase 3 and 50 Phase 4 Votes): As of 31st December 2024, the rollout of the Human Capital Management (HCM) system under Phase 3 and Phase 4 had reached only 35 out of the targeted 100 Votes, translating into 35% of the annual target. The slow progress was attributed to inadequate ICT infrastructure and staffing capacity, particularly in Local Governments such as Kabale and Iganga. In both districts, poor internet connectivity and a lack of qualified technical personnel impeded timely system onboarding. While implementation of Phase 3 had begun, operational delays affected the start of Phase 4 in several institutions.

Functional and technical support for uptake of HR modules provided to 160 Votes: Functional and technical support was provided to 80 of the planned 160 Votes. Over 600 officers from Human Resource, ICT, and Finance Departments were trained on key HCM modules, including recruitment, leave management, performance appraisal, and payroll. Notable success was observed in Mbarara District, where adoption of the system improved the efficiency of leave processing and performance tracking. However, in Jinja DLG, system utilisation was hampered by persistent submission errors in the leave module and inactive employee records that disrupted payroll processing.

Employee master data, establishment and transaction data for 88 Votes cleaned: MoPS completed the cleaning and validation of employee master data, establishment records, and transaction histories for all 88 targeted Votes. This initiative significantly improved payroll



integrity by eliminating redundant, outdated, and ghost staff entries. As a result, institutions such as MoH and UBOS reported more accurate wage bill forecasts and streamlined staff structures.

Early life support provided to 160 HCM sites: Early life support was deployed to all 160 operational HCM sites to support new users in resolving initial technical challenges. This included on-site troubleshooting and remote assistance. In districts such as Arua and Hoima, issues like system access delays and login failures were resolved within 24 hours, restoring system functionality and improving user confidence in the platform.

Sustained systems implementation support provided: Continuous implementation support was provided throughout the reporting period. Technical teams were dispatched to Votes to resolve configuration errors and ensure system stability. In Kikuube District, 90 staff members who had been mistakenly marked as inactive due to structural misalignment were reinstated after realignment of the establishment framework, restoring their access to salary processing.

Functional and technical support provided to 100% of problematic Votes: All problematic Votes received targeted technical assistance based on real-time system analytics and user feedback. In Kasese District, misconfigured payroll modules led to incorrect allowance allocations, which were corrected through system reprogramming. In Mayuge District, the failure of the leave module to sync with payroll delayed staff entitlements. In Amuria and Kiboga Districts, experienced login authentication errors and record duplication, affecting data integrity. In Lyantonde and Ntoroko Districts, outdated hardware and low processing speeds caused frequent system crashes. MoPS intervened through both field deployments and remote troubleshooting, restoring compliance, improving data accuracy, and strengthening system adoption across all affected Votes.

Alignment and upload of 88 Local Government structures to HCM templates: By mid-year FY 2024/25, a total of 40 out of the targeted 88 LG structures had been successfully aligned and uploaded onto the HCM system. This alignment enhanced automation of workflows, streamlined establishment control, and improved organisational hierarchy management. Notable examples include Kalungu, Lira, and Soroti District Local Governments, which completed the exercise ahead of schedule and have since reported smoother HR operations, including faster processing of leave and payroll transactions. The remaining 48 LGs are slated for alignment and harmonisation in the second half of the financial year, with preparatory activities already underway to fast-track compliance.

Additional support through hyper care at 13 regional centres: Hyper care support was provided at 13 regional Human Capital Management (HCM) and Integrated Personnel and Payroll System (IPPS) centres to strengthen system adoption and address operational bottlenecks. These centres, located in Gulu, Mbale, Mbarara, Fort Portal, and other regions, delivered in-person technical assistance, refresher training for HR and ICT officers, and real-time troubleshooting of system issues. This regionalised support model enhanced accessibility and accelerated the resolution of persistent challenges such as leave module delays and payroll anomalies, particularly in high-volume districts like Wakiso and Arua.

Persistent Implementation Challenges

Several Local Governments faced persistent issues affecting HCM system performance. In Iganga, Amudat, and Bundibugyo, the challenges included inactive employee records, low digital literacy among HR staff, and poor ICT infrastructure. In Kisoro and Nakapiripirit, limited mastery of performance management and establishment control modules caused delays in data migration and inaccurate staff profiling.

Required Interventions

Staff capacity should be strengthened through HCM certification training. ICT infrastructure must be upgraded in low-performing districts, and continuous on-site technical support should be provided in the second half of the financial year.

3.4.4 Develop and operationalise an e-document management system

MoPS is the implementing entity, and the intervention 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: i) Electronic Document and Records Management System (EDRMS) rolled out and operationalised in 10 MDAs and four LGs.

Electronic Document and Records Management System (EDRMS) rolled out and operationalised in 10 MDAs and four LGs. The EDRMS was rolled out in MDAs and four LGs, with full implementation initiated in six MDAs. MoICT&NG, in partnership with Info Consult Ltd, provided the necessary ICT infrastructure and secured the system’s source code. Institutions such as MoLG and the Office of the Director of Public Prosecutions (ODPP) recorded notable progress in digitising records. However, readiness assessments revealed disparities in institutional preparedness, with some LGs facing poor internet connectivity and heightened cybersecurity risks. To ensure full and secure adoption of the system, improvements in internet infrastructure and cybersecurity measures are recommended.

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; iii) Capacity of members of Consultative Committees in 20 MDAs and 10 LGs built.

Performance

The intervention achieved a fair performance score of 58%. However, there was a clear misalignment between the planned outputs and the intended objectives of the intervention. This disconnect limited the effectiveness of implementation and compromised the strategic value of the outputs delivered. A comprehensive analysis of output-level performance is presented below, highlighting the extent to which activities deviated from the intervention’s core goals and identifying areas requiring realignment for improved coherence and impact in future implementation cycles.

Support supervision on implementation of Human Resource policies and procedures in 12 MDAs and 30 LGs: MoPS provided technical support and on-spot guidance to 12 MDAs



and 30 LGs to ensure effective application of existing HR policies and procedures. This involved assessing institutional adherence to standards, identifying implementation gaps such as over-recruitment, poor staff motivation, and retention challenges, and providing customised solutions. As a result, most institutions enhanced HR compliance and improved workplace harmony and service delivery.

Handling of grievances and complaints from Public Service labour unions and individuals: MoPS successfully handled and resolved four formal complaints from public service labour unions and individuals. Two were submitted by the Uganda Local Government Workers Union and the Uganda National Teachers' Union, concerning delays in implementing the Collective Bargaining Agreement. A third involved a whistleblower's allegation against the Director of Basic Education at the Ministry of Education and Sports (MoES), while the fourth addressed claims of harassment and discrimination at Rukungiri District Local Government. All cases were resolved through established institutional and legal frameworks, reflecting MoPS' commitment to employee rights and accountability in the public service.

Capacity-building for members of Consultative Committees in 20 MDAs and 10 LGs: To strengthen internal grievance redress mechanisms, MoPS trained members of Consultative Committees responsible for handling employee concerns within institutions. Training was conducted in 20 MDAs and 18 LGs, including Hoima, Masindi, Buliisa, and Kagadi. While committees were successfully established in these LGs, they had not yet begun handling staff grievances, indicating a need for ongoing sensitisation and support to promote their utilisation and effectiveness.

Overall Sub-Programme Performance and Way Forward

The sub-programme registered fair performance with a score of 67%, largely attributed to sustained technical support in managing decentralised payroll, pension, and gratuity systems. A key achievement was the automation of staff transitions to the pension payroll via the Human Capital Management (HCM) system, which improved administrative efficiency, reduced payroll errors, and enhanced the timeliness of pension payments.

However, misalignment between planned outputs and strategic objectives limited the sub-programme's overall impact on human resource governance and public service delivery. To improve future performance, MoPS, in collaboration with NPA, should undertake a comprehensive redesign of the sub-programme to ensure stronger alignment between goals, outputs, and outcomes within a results-based framework. Priority should also be given to targeted capacity-building for MDAs and Local Governments on HCM application, alongside sustained stakeholder engagement to strengthen institutional ownership and responsiveness.

3.5 Decentralisation and Local Economic Development Sub-programme

The Local Economic Development (LED) programme seeks to strengthen decentralisation by enabling Local Governments and communities to design and implement localised economic growth strategies. Led by MoLG and MoICT&NG, the programme emphasises: (i) stakeholder collaboration and inclusive planning; (ii) engagement of non-state actors to foster public-private partnerships; (iii) operationalisation of PDM to deepen community participation in economic development; and (iv) enhancement of fiscal self-reliance at the local level through innovative revenue mobilisation and investment promotion initiatives.

Financial Performance

The approved budget for FY 2024/25 was US\$ 20.240 billion. By 31st December, 2024, a total of US\$ 9.959 billion (49% of the approved budget) had been released, of which US\$ 7.658 billion (representing 77% of the released funds) was spent. This reflects a fair release and absorption rate.

Physical Performance

Overall, the sub-programme performance was fair, achieving 66% of the planned outputs. Performance was largely driven by the support provided to LGs in strengthening budgeting capacities, conducting tax awareness campaigns aimed at improving local revenue collection, and enhancing taxpayer compliance.

At the intervention level, two interventions registered good performance, while one was rated as fair. Further details on the performance of specific interventions and outputs are provided in Annex 4. A summary overview of the intervention performance is presented in Table 3.4.

Table 3.4: Overview of the intervention performance as at 31st December 2024

Intervention	Performance status	Remarks
Strengthen collaboration of all stakeholders to promote local economic development		Fair performance, achieving 73% of the planned outputs. 12 out of the planned 16 LGs trained on the operationalisation of Local Economic Development and Investment Committees (LEDICs).
Operationalise the parish model		Fair achievement of 60% as planned 24 out of 50 radio and TV talk shows conducted to popularise PDM.
Build LG fiscal decentralisation and self-reliance capacity		Good performance at 70%. The Technical Planning Committee members of 20 out of 30 planned LGs in enhanced budgeting capacity of LGs.

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 is MoLG, and the overall intervention performance was fair, at 56%, attributed to LGs supported to operationalise Local Economic Development and Investment Committees (LEDICs), trained LGs in conducting Public Private Dialogues (PPDs).

The planned outputs were: i) 16 LGs trained on Local Economic Development and Investment Committees (LEDICs) and a LED Forum on LED and investment promotion across the country; ii) 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 undertaken.



Performance

Sixteen (16) LGs trained on LED and Investment Committees (LEDICs) and LED Forum on LED and investment promotion across the country: MoLG trained 12¹² out of the planned 16 LGs on the establishment and operationalisation of Local Economic Development and Investment Committees (LEDICs) and the organisation of LED Forums. Each LG developed a draft action plan for setting up LEDICs and hosting LED Forums. For instance, Fort Portal City prioritised tourism development, while Gulu City focused on agro-processing and logistics. The training improved local capacity to coordinate investment promotion, but challenges such as limited resources and the need for continuous mentorship were noted. Recommendations included integrating LED structures into local development plans to ensure sustainability.

Twelve (12) LGs trained in conducting Public Private Dialogues (PPDs): All the planned 12¹³ LGs were trained to enhance their capacity to conduct Public Private Dialogues (PPDs). The training was organised by MoLG to strengthen collaboration between the public and private sectors, promote local investment opportunities, and support inclusive economic growth. Participants were equipped with practical skills to initiate, facilitate, and sustain effective PPDs, positioning LGs to better engage stakeholders and foster a conducive environment for local development.

Support supervision and monitoring of the performance of development projects in 16 LGs across the country undertaken: MoLG conducted support supervision and monitored projects agro-processing facility and markets in 13¹⁴ out of the planned 16 LGs, achieving 81% coverage by visiting 13 LGs. Under the Markets and Agricultural Trade Improvement Programme (MATIP), significant progress was recorded in the construction and operationalisation of key markets in Rukiga and Soroti Districts as of 2025.

In Rukiga District, the construction of the Rukiga Central Market. By March , 2025, the project had achieved 90% of its physical development targets. Major components, including the market superstructure and drainage system, were completed. However, delays in the installation of electrical fittings and sanitation facilities slightly postponed full operationalisation. Despite this, partial use of external stalls had commenced, and the market is expected to be fully commissioned in the second quarter of 2025. Once complete, it will accommodate over 500 vendors and enhance regional trade flows, particularly with Kabale and Ntungamo Districts.

In Soroti District, the Soroti Main Market, funded under MATIP II with support from the African Development Bank, achieved 98% of its targeted outputs and is fully operational. The market, comprising over 1,000 stalls, solar-powered lighting, and modern drainage systems, recorded an 87% occupancy rate by the first quarter of 2025. Local revenue collections increased by 25% compared to the previous financial year, reflecting strong economic uptake. Minor delays in utility installations within annex blocks and vendor allocation processes were noted but did not significantly affect performance.

¹² Kyenjojo, Kyegegwa, Kabarole, Bunyangabu Kamwenge, Fort Portal City, Rukungiri DLG, Rukungiri MC, Kanungu DLG, Isingiro, Kiruhura, and Buhweju.

¹³ Butaleja, Kibuku, Bugiri DLG, Namutumba DLG, Bugiri MC, Bugweri LGs, Buikwe, Lugazi MC, Mukono DLG, Mukono MC, Mayuge and Namayengo.

¹⁴ Busia MC (Busia high-value facility), Busia District (Wagagai mines), Rukiga, Kabale DLG, Kabale MC, Rubanda, Soroti (high-value facility and bulking store).



Both markets reflect tangible progress in infrastructure-led local economic development and demonstrate the effectiveness of MATIP's financing and implementation framework.

3.5.2 Operationalise the Parish Development Model (PDM)

The Parish Development Model is a Government initiative aimed at promoting local economic development and poverty reduction by focusing on the transformation of rural parishes into vibrant centres of socio-economic activities.

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

Performance of the intervention

The Parish Development Model (PDM) intervention achieved a fair performance of 60%. The implementation status of the planned outputs is detailed below.

Support to top management in monitoring Government programmes: Targeted support was provided to top management in key MDAs, strengthening oversight and improving the implementation of government programmes. The initiative aimed to enhance strategic decision-making, improve accountability, and ensure the timely implementation of priority interventions aligned with national development goals. Regular performance reviews and strategic engagements enabled the timely identification of bottlenecks and corrective action. As a result, programme coordination, service delivery, and the achievement of planned outputs improved across sectors.

Conduct of radio and TV talk shows to popularise PDM: A total of 14 out of the planned 25 radio and TV talk shows were conducted across various regions. These media engagements enhanced public awareness of PDM and mobilised community participation. However, the limited number of sessions reduced the overall outreach, falling short of the intended national coverage.

Regional review meetings to evaluate PDM: Two of the four planned regional review meetings were conducted to assess the implementation of PDM, covering the Western and Eastern Regions. These meetings facilitated experience sharing, identified implementation gaps, and informed corrective actions. In the Eastern Region (Mbale), key challenges included delays in SACCO registration and limited technical support. In contrast, the Western Region (Mbarara) recorded commendable progress in fund absorption and data integration, particularly in districts such as Kyenjojo and Sheema, despite ongoing digital connectivity challenges.

However, the planned meetings for the Central and Northern Regions were not held due to resource limitations and scheduling conflicts with ongoing PDM disbursement activities and capacity-building initiatives at the district level. This constrained national coverage and limited the ability to capture region-specific implementation dynamics, particularly in areas



facing unique socio-economic challenges. The Ministry has proposed that the pending regional reviews be prioritised in early FY 2025/26 to ensure a comprehensive national evaluation and strengthen policy adjustments under PDM Phase II.

Consultative and follow-up field visits: MoLG conducted four out of the 18 planned consultative and follow-up field visits, reaching the Sebei, Rwenzori, Kigezi, and Bugisu sub-regions. These visits enabled direct engagement with Parish Chiefs, extension workers, and beneficiaries. In Rwenzori, field interactions helped MoLG identify challenges in SACCO registration, which led to targeted technical support. The shortfall in the number of visits was mainly due to resource constraints, limiting continuous feedback and real-time support across the country.

Expanded media campaigns: MoLG successfully conducted 24 out of the 50 targeted radio and TV talk shows aimed at popularising PDM, achieving 48% of the planned output. Broadcasts on stations such as UBC Radio, Radio West, and Step FM helped raise public awareness of PDM pillars, SACCO operations, and financial literacy. However, limited funding and delays in airtime procurement constrained the campaign's scale and consistency.

Regional workshops and community *baraza* meetings: MoLG conducted four out of the 18 planned regional *baraza* meetings aimed at promoting participatory monitoring and stakeholder engagement. The meetings were held in Kabale, Fort Portal, Mbale, and Kapchorwa, facilitating dialogue with local leaders, SACCO members, and community stakeholders on PDM implementation progress and challenges. In Kapchorwa, for example, the engagement triggered renewed oversight to improve SACCO compliance. However, the limited number of meetings constrained wider stakeholder participation and real-time feedback across regions.

3.5.3 Build Local Government fiscal decentralisation and self-reliance capacity

Introduction

Fiscal decentralisation, entailing the transfer of expenditure responsibilities and revenue assignments to lower levels of Government, remains a cornerstone of Uganda's public sector reform. The intervention is implemented primarily through the Local Government Finance Commission (LGFC) and MoLG, aimed at strengthening financial management, budgeting, revenue generation, and service delivery capacity across LGs.

In FY 2024/25, the planned outputs aimed at enhancing local government financing, transparency, and service delivery. These included: (i) Oversight visits to selected LGs; (ii) Monitoring and evaluation training for technical officers; (iii) Regional budget consultative workshops; (iv) Capacity-building for Technical Planning Committees (TPCs); (v) Negotiation of conditional grants with sector Ministries; (vi) Implementation of tax awareness campaigns; (vii) Stakeholder engagements on royalties management; (viii) Financial management support to urban councils; and (ix) The rollout of the Electronic Local Government Revenue Management Information System (E-logrev). Collectively, these interventions were designed to foster fiscal discipline, promote accountability, and align local government planning with national development priorities.



Performance

The overall performance of the intervention was fair, with 66% of the planned targets achieved. This performance was mainly driven by the support provided to Local Governments in enhancing budgeting capacity and conducting tax awareness campaigns. A detailed account of output achievements is presented in the subsequent section.

Member oversight visits to selected Local Governments: LGFC Commissioners conducted oversight visits in nine LGs (Rubanda, Rukiga, Kabale, Masaka City, Sembabule, Kyotera, Alebtong, Oyam, and Lira City). The engagements focused on sharing experiences with Executive Committees and Technical Planning Committees, identifying policy and financing challenges, and fostering better alignment of local service delivery priorities. These activities informed policy recommendations and enhanced future advocacy and resource allocation efforts.

Monitoring and evaluation training for technical officers: Monitoring and evaluation exercises targeted LGs that had not finalised their budgets (Alebtong, Butebo, Buyende, Dokolo, Gulu, Nebbi, Hoima, and Tororo). The training reinforced the Commission's commitment to transparency, accountability, and efficient use of financial resources, enhancing LGs' budget compliance and reporting standards.

Regional budget consultative workshops: Twenty-four regional budget consultative workshops were successfully conducted across Uganda's four regions. Key discussions included feedback on FY 2024/25 budget recommendations, dissemination of the Government's strategic direction for FY 2025/26, negotiation outcomes for conditional grants, and issuance of Indicative Planning Figures (IPFs) and Grant Guidelines for FY 2025/26. These workshops strengthened LGs' capacities to align local budgets with national priorities.

Capacity building for Local Government TPCs: Out of the 30 targeted Local Governments, capacity-building training was conducted in 20, equipping Technical Planning Committee members with enhanced budgeting skills and strategies for self-reliance. The sessions resulted in the production of a consolidated Training Report and Monitoring Report, which now serve as key resources for ongoing institutional capacity development.

Negotiation of conditional grants: Nine out of ten planned negotiation meetings were successfully held with key line Ministries, including Health, Education, and Agriculture. These engagements produced signed agreements for FY 2025/26 that defined conditional grant expenditure guidelines, thereby improving the alignment of sectoral funding with Local Government priorities.

Tax awareness campaigns: Three out of four planned tax awareness campaigns were successfully conducted in Lira, Mbale, and Mbarara Districts, resulting in improved tax compliance and strengthened public trust in Local Governments. In Lira, more small businesses and informal sector players voluntarily registered and began remitting local taxes. In Mbale, property rate declarations increased by 13% following targeted education linking tax payments to urban service improvements. In Mbarara, showcasing how taxes funded schools and health centres led to a 9% rise in voluntary payments from hospitality businesses. Moving forward, the campaigns should be expanded to more districts, institutionalised as



annual events, supported with digital tools, and strengthened through follow-up mechanisms to sustain impact.

Stakeholder engagement on royalties management: Communications were initiated with the Ministry of Energy and Mineral Development (MEMD), URA, Uganda Wildlife Authority, and electricity-generating companies to streamline the management and equitable distribution of royalties to LGs. While engagements were at an initial stage, they are expected to enhance LG revenue streams and support critical infrastructure investments.

Financial management support to urban councils: MoLG supported 36 out of 70 targeted urban councils to enhance revenue collection through improved property tax and trading licence strategies. As a result, councils such as Lira City and Mbale City reported an average 18% increase in local revenues, with more efficient trading license processing and broader taxpayer compliance. Additionally, internal audit units in 23 urban councils were trained in audit planning and engagement, leading to a rise in the production of quarterly audit reports from 40% to 75%. The intervention strengthened financial oversight, improved resource accountability, and enhanced citizen trust in urban council administrations.

Rollout of E-logrev (Electronic Local Government Revenue Management Information System): MoLG initiated the procurement process for the rollout of the Electronic Local Government Revenue Management Information System (E-logrev) across 13 Local Governments (LGs), with contracts currently awaiting signing. Upon implementation, E-logrev is expected to enhance revenue collection efficiency, minimise leakages, and strengthen financial management practices within the targeted LGs, thereby promoting greater transparency and accountability in local revenue administration.

Overall Sub-Programme Performance and Way Forward

The sub-programme registered fair performance of 66%, driven by strategic interventions to strengthen local fiscal management. Key achievements included the promotion of PDM through targeted media campaigns, improved budgeting and planning capacity in Local Governments, and heightened tax awareness to support local revenue mobilisation and compliance. These efforts enhanced fiscal discipline and planning coherence at sub-national levels.

However, the overall impact was limited by fragmented planning and budgeting processes, leading to inefficient resource use and disproportionately high expenditure on staff and board allowances. The absence of regular progress reporting, evaluation mechanisms, and structured follow-up on capacity-building also weakened performance monitoring and the institutionalisation of reforms.

To enhance effectiveness and sustainability, it is recommended that the Local Government Finance Commission (LGFC) lead the review and realignment of the sub-programme's outputs with its strategic objectives. This should be supported by a strong results-based monitoring and evaluation system and improved institutional coordination to ensure efficient resource use and accelerated service delivery.

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

This sub-programme directly supports Objective Five of the Third National Development Plan (NDP III), which seeks to enhance transparency and eliminate corruption in service delivery. Implementation is primarily led by five key entities: The National Identification and Registration Authority (NIRA), the Ministry of Public Service (MoPS), the National Information Technology Authority Uganda (NITA-U), the Ministry of Information and Communications Technology (MoICT), and the Uganda Broadcasting Corporation (UBC).

The sub-programme is anchored on three core interventions: the re-engineering of public service delivery business processes; the design and implementation of an e-citizen system; and the improvement of public access to timely, accurate, and comprehensible information.

Financial Performance

The approved budget for FY 2024/25 is US\$ 2.131 billion, of which US\$ 1.389 billion (65%) was released and US\$ 1.035 billion (75% of the release) spent by 31st December 2024. This reflects good release and absorption rates.

Physical Performance

The sub-programme achieved fair overall performance, at 63%. This was largely attributed to overlaps with activities under the Government Structures sub-programme, which emphasised the review and development of management structures, systems, and service standards. At the intervention level, two interventions recorded fair performance, while one achieved good performance. 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 interventions performance as at 31st December 2024

Intervention	Performance status	Remarks
Re-engineer public service delivery business processes		Fair (achieved 63%). MoLG provided technical support and supervision to two Regional Service Uganda Centres.
Design and implement an electronic citizen (e-citizen) system		Fair (achieved 50%). NIRA facilitated information sharing from the National Identification Register (NIR) with all MDAs for authentication and verification services via the Third-Party Interface (TPI).
Improve access to timely, accurate, and comprehensible public information		Good (achieved 71%). MOICT&NG created short documentaries that showcase Government programmes. However, most planned outputs were not in line with the outcome indicators.

Source: Authors' Compilation

Detailed performance of the interventions is discussed hereafter:

3.6.1 Re-engineer public service delivery business processes

The sub-programme aims to modernise public administration, enhance service delivery efficiency, and increase citizen access to Government services, in line with Uganda's National Development Plan III (NDP III).

The sub-programme for FY 2024/25 focused on strengthening public service delivery and expanding citizen access to Government initiatives through a range of targeted interventions. The planned outputs included: (i) The establishment and operationalisation of regional and mini Service Uganda Centres; (ii) The review and re-engineering of service delivery systems across selected MDAs; (iii) The institutionalisation of the ICT function across MDAs to drive digital transformation; (iv) The conduct of organisational process assessments to identify automation opportunities; and (v) The undertaking of performance audits of ICT resources in targeted MDAs.

Performance

Overall, the performance of the sub-programme was rated fair, achieving 63% of its planned outputs. A detailed performance assessment of each intervention is presented in the subsequent sections.

Establishment and operationalisation of Service Uganda Centres: The overall performance of the intervention was assessed as fair, reflecting moderate progress in expanding and operationalising one-stop service delivery points. Key accomplishments included the completion of structural designs and Bills of Quantities (BOQs) for the proposed Kampala Regional Service Uganda Centre, along with site inspections in Mbale, Gulu, and Mbarara to assess readiness for new establishments.

Technical backstopping was provided to both fully operational and mini Service Uganda Centres in Hoima, Mbarara, Mbale, Arua, Kasese, and Gulu, contributing to improved citizen access to public services. In Gulu, 60% of pension-related cases were resolved within seven days, while in Mbarara LG, the introduction of an online pension registry led to a 40 % reduction in file losses, demonstrating the impact of digitisation on administrative efficiency.

However, the intervention continues to face significant constraints, including staffing shortages, limited public awareness, estimated at below 50% in several locations, and incomplete reporting formats, which hinder accurate monitoring and performance assessment. Strengthening institutional capacity, expanding public sensitisation, and standardising data reporting tools are necessary to enhance the effectiveness and sustainability of Service Uganda Centres.



L-R: External view; Internal view of Hoima Service Centre



Review and re-engineering of service delivery systems: The review and re-engineering of service delivery systems recorded notable progress across key institutions. The Ministry of Water and Environment (MWE) improved rural water access by emphasising maintenance and expanding piped systems. The Ministry of Trade, Industry, and Cooperatives (MoTIC) streamlined business registration through a digital one-stop portal, while the Uganda Wildlife Authority (UWA) enhanced visitor management systems in national parks. The National Planning Authority (UPA) supported the integration of monitoring frameworks aligned to national goals. A compendium of service delivery standards was also developed, including benchmarks such as maintaining 100% functionality of rural water sources and limiting the distance to urban water points to 0.2 km, especially in densely populated areas.

Institutionalisation of the ICT function across Government: The ICT function was successfully institutionalised in four key MDAs, including MoPS, URA, MoH, and NPA. MoICT&NG also updated the Regulatory Impact Assessment (RIA) for the National ICT Policy to align with emerging technologies and cross-sectoral priorities. Additionally, MoPS also developed and operationalised its internal ICT policy to govern digital workflows, information security, and ICT integration into core administrative functions. These initiatives established a strong foundation for accelerating digital transformation and enhancing governance, service delivery, and accountability across the public sector.

Organisational process assessments for automation: Organisational process mapping and automation assessments were carried out in five key institutions: The Ministry of Public Service (MoPS), the Ministry of Health (MoH), the Ministry of Lands, Housing and Urban Development (MLHUD), Uganda Revenue Authority (URA), and Uganda Registration Services Bureau (URSB). However, implementation remained slow due to gaps in technical capacity for business process re-engineering and inadequate ICT infrastructure, particularly in institutions still relying on manual systems. To fast-track automation, there is a need to build technical skills and invest in modern digital infrastructure.

Performance audits of ICT resources: Performance audits across seven MDAs revealed major inefficiencies in ICT system utilisation. At MoLG, poor integration between financial management systems and service delivery platforms caused delays in financial reporting, affecting timely decision-making and resource allocation. At MoPS, the rollout of the HCM system was delayed due to inadequate ICT infrastructure and limited technical capacity, slowing efforts to modernise human resource management. MoTIC reported low uptake of its online business licensing and registration systems, driven by low public awareness and limited digital literacy. These gaps underscore the urgent need for accelerated digital transformation, stronger system integration, and targeted user engagement to enhance efficiency, transparency, and service delivery across government.

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

The intervention is implemented by the National Identification and Registration Authority (NIRA). The planned outputs for FY 2024/25 included: (i) Operationalisation of the e-citizen system; and (ii) Expansion of data-sharing through the Third-Party Interface (TPI) integration with 50 new institutions, both Government and private.



Performance

The overall performance of the intervention was fair, achieving 50% of the planned targets. Detailed output performance is provided below:

Operationalisation of the electronic citizen (e-citizen) system: By mid-FY 2024/25, the e-citizen system was operationalised with 89 institutions, including MDAs, and private sector actors such as Stanbic Bank, MTN Uganda, and Airtel Uganda, integrated into the National Identification Register. This real-time connectivity enabled instant identity verification, reduced identity-related fraud, and streamlined access to services such as passport issuance, mobile money registration, and bank account opening.

Expansion of data sharing to 50 new institutions: By 31st December, 2024, only nine of the 50 targeted institutions had been successfully onboarded onto the e-citizen system. These included key service delivery agencies such as URA, URSB, and the Directorate of Citizenship and Immigration Control (DCIC). For instance, URA reported faster taxpayer registration through automatic NIN validation, while DCIC reduced delays in processing passports and immigration documents. These integrations improved inter-agency collaboration, eliminated duplication in identity verification, and enhanced operational efficiency across multiple platforms.

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

The intervention aims to strengthen Government communication, promote digital transformation, expand access to Government information, and enhance citizen engagement in line with the priorities of NDP III and the NRM Manifesto. The intervention is implemented by 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 overall performance of the intervention was good, achieving 71% of the targets by 31st December 2024. This reflects considerable progress in promoting public awareness, fostering stakeholder engagement, and enhancing access to Government services through digital platforms. A detailed performance assessment by output is presented below.

Production and dissemination of mini-documentaries showcasing the progress of the Parish Development Model (PDM): MoICT&NG successfully produced and aired two episodes of mini-documentaries highlighting grass-roots progress under the PDM initiative.



These documentaries featured testimonials from local leaders and beneficiaries in districts such as Kibuku and Kyenjojo, where community savings groups and agricultural value chains have shown tangible improvements. The visual narratives were broadcast on UBC TV and shared across digital platforms, contributing to increased public awareness and community engagement in the PDM rollout.

Development of content for the ICT Job Fair and operationalisation of guidelines for the National Communication Policy: Comprehensive promotional materials, including digital flyers, podcasts, and short videos, were developed to promote the 3rd National ICT Job Fair. The campaign resulted in an expanded outreach, attracting over 3,000 participants from all regions of Uganda, including youth innovators, start-ups, and ICT employers. Additionally, MoICT&NG operationalised select provisions of the National Communication Policy by establishing standardised content guidelines for public service announcements and institutional communication, with a focus on accessibility and multilingual delivery.

Creation of local content promoting Government programmes aligned with NDP III and the NRM Manifesto: Locally developed multimedia content was produced to promote flagship Government initiatives under NDP III, including the Agro-Industrialisation Strategy and the Digital Uganda Vision. Content creation involved community storytelling and interviews conducted in Busoga, Bunyoro, and Toro, showcasing local beneficiaries of agricultural mechanisation, rural electrification, and youth skilling programmes. The localised messages were disseminated via radio, community meetings, and digital channels to promote contextual understanding and citizen buy-in.

Collection and translation of NDP III implementation materials into selected local languages to promote inclusivity: To promote inclusive Government planning, key NDP III implementation documents were translated into Luganda, Rukiga, and Runyankore. Priority topics such as oil and gas development, tourism promotion, and ICT integration were simplified for community-level understanding and dissemination. The materials were shared through UBC Radio, local FM stations, and print media, and distributed during community *barazas* in rural districts such as Sheema and Kasese. These efforts strengthened public awareness and inclusivity in policy communication.

Promotion of digital content on NDP III planning, implementation, and performance monitoring and evaluation by MDAs: MDAs were supported to develop and share digital content outlining their sectoral contributions to NDP III. For instance, the Ministry of Water and Environment shared infographics and video highlights of water source protection and wetland restoration initiatives, while the Ministry of Health produced dashboards on maternal health outcomes. This digital content was hosted on the UG-Hub platform, facilitating transparency, citizen feedback, and real-time access to government performance data.

Development of an Application Programming Interface (API) to facilitate the integration of e-services onto the National Data-Sharing Platform: An interoperable API was developed and piloted to connect key e-government services to the National Data-Sharing Platform. Institutions such as the URA, NSSF, and NIRA began leveraging the API for seamless data exchange. For example, NSSF integrated its member verification process with the National Identification Register, reducing turnaround time for service access by 40%.



Documentation of 10 Government services with re-engineered processes ready for automation: Ten government services across five MDAs were reviewed, re-engineered, and documented with clear process maps and designs ready for automation. These include business registration by URSB, taxpayer registration by URA, passport issuance by DCIC, pension processing by MoPS, and online trade permit licensing by MoTIC. The services are now set for automation under the e-citizen and Service Uganda Centre platforms. However, overall progress in documenting the targeted services was slow. Although an activity plan was developed and shared, the assessment of services across entities remained, pending approval by sub-programme leadership, delaying full implementation of the automation initiatives.

Overall Sub-Programme Performance and Way Forward

The sub-programme achieved a fair performance of 63%, reflecting steady but uneven progress in advancing digital transformation and expanding access to public services. Notable achievements included the operationalisation of Service Uganda Centres, improved ICT integration across government entities, and increased public access to information, which collectively enhanced citizen engagement and laid a foundation for more efficient service delivery.

However, implementation was constrained by staffing gaps, limited capacity for business process re-engineering, low uptake of digital services, and inadequate financing, factors that slowed the pace and reach of digital reforms.

To sustain and scale progress, MoPS, in collaboration with MoICT&NG, should prioritise recruitment and continuous training of frontline staff, strengthen institutional capacity for ICT adoption, and intensify public sensitisation on digital services. Additionally, increased investment in ICT infrastructure, improved cybersecurity, and adoption of innovative financing models such as public-private partnerships (PPPs) will be essential to accelerating digital transformation and enhancing the accessibility, efficiency, and responsiveness of public service delivery.

CHAPTER 4: CONCLUSION AND RECOMMENDATIONS

4.1 Programme Challenges

1. **Misalignment between planning and budgeting frameworks:** Lack of coherence between Programme Implementation Action Plans (PIAPs), budgeting processes, and performance targets led to inefficient resource allocation, duplication, and weak linkage between strategic objectives and actual expenditures.
2. **Delayed enactment of laws under the RAPEX agenda:** Passing key legal instruments necessary for the restructuring, merger, or rationalisation of Government agencies was delayed. This stalled implementation timelines and created institutional uncertainty, affecting continuity and service delivery in targeted entities.
3. **Limited ICT infrastructure and weak capacity for digital transformation in Local Governments:** Several Local Governments lacked adequate ICT infrastructure, including reliable internet connectivity, modern hardware, and technical expertise. This significantly slowed down the rollout of digital systems such as the Human Capital Management (HCM) system and hindered the adoption of e-governance tools necessary for improving efficiency and transparency.
4. **Weak citizen engagement and limited use of client charter feedback mechanisms:** The use of client charters remained low across MDAs and Local Governments. Many institutions lacked functional feedback mechanisms to capture citizen input, leading to limited responsiveness, reduced trust in public services, and missed opportunities for performance improvement.
5. **Inadequate pension planning amidst rising retirements:** There was no centralised system to track retirement trends and forecast pension liabilities. This lack of planning led to delayed pension processing, budgeting shortfalls, and growing pressure on the pension system, especially as the number of public officers reaching retirement age increases.
6. **Fragmented and delayed automation of Government services:** The process of re-engineering and automating public services remained slow and uneven across sectors. Delays in documenting workflows, securing approvals, and integrating systems into platforms such as e-citizen and Service Uganda Centres hindered the delivery of faster, transparent, and citizen-friendly services.
7. **Inconsistent payroll data and weak internal controls:** Payroll management continued to suffer from data inconsistencies, delayed updates, and inadequate internal checks. Weak controls led to errors in wage processing, ghost entries, and challenges in pension transitions, undermining financial integrity and service credibility.

4.2 Programme Conclusion

The Public Sector Transformation Programme (PSTP) continued to advance key reforms aimed at strengthening institutional performance, enhancing accountability, and building a more professional and citizen-responsive public service by 31st December 2024. With a



budget execution rate of 87.4% and an overall physical performance score of 64%, the programme demonstrated moderate success in implementing planned interventions across its five sub-programmes. Strategic Human Resource Management emerged as the leading sub-programme with a score of 67%, while the Government Structures and Systems component registered the lowest at 60%, largely constrained by delayed legal reforms and limited cross-agency coordination.

The rollout of performance frameworks such as the Balanced Scorecard, Human Capital Management system, and electronic inspections marked critical milestones toward results-based management. Positive strides were also recorded in rationalising agencies, building capacity in wage and pension management, and strengthening compliance oversight mechanisms. Nonetheless, performance was uneven due to structural misalignments between planning and budgeting, low absorption in some LGs, weak ICT infrastructure, and limited uptake of reform tools, particularly in rural districts.

To sustain momentum and deliver on NDP III Objective 5, the PSTP must prioritise strategic alignment, deepen institutional ownership, and reinforce delivery mechanisms across all implementation levels. Greater emphasis is required on harmonising policy reforms, scaling up digital systems, addressing persistent staffing gaps, and embedding a culture of performance and service excellence across Government.

4.3 Programme Recommendations

- i) MoFPED, NPA, and MoPS should jointly review and harmonise PIAPs, budget frameworks, and performance targets. This should be supported by joint planning and budgeting reviews, effective use of the Programme-Based Budgeting System (PBS), and enforcement of performance-based allocations to enhance alignment, reduce duplication, and strengthen the results chain in preparation for NDP IV.
- ii) MoPS, the Office of the Attorney General, and Parliament should fast-track the enactment of pending legal instruments under the RAPEX agenda. A time-bound legislative roadmap with regular progress tracking should be adopted, alongside administrative guidance to ensure service continuity in transitioning institutions.
- iii) MoPS, MoICT&NG, and NITA-U should invest in ICT infrastructure and provide targeted technical support to Local Governments. This will strengthen digital transformation and facilitate the effective rollout of systems such as the HCM and other e-governance platforms.
- iv) The Office of the Prime Minister (OPM), MoLG, and MoPS should institutionalise the use of client charters and establish structured citizen feedback mechanisms across all MDAs and Local Governments. Feedback channels such as toll-free lines, SMS platforms, community dialogues, and digital tools should be standardised, with regular reporting on how feedback informs policy and service improvements.
- v) MoPS and MoFPED should establish a centralised Retirement Management Information System (RMIS), fully integrated with the payroll and HCM platforms. This system should enable real-time workforce tracking, timely pension forecasting, and informed budgeting. An actuarial study should guide long-term pension reform and ensure sustainability.



- vi) MoPS, MoICT&NG, Uganda Revenue Authority (URA), and National Identification and Registration Authority (NIRA) should fast-track the documentation, validation, and automation of public services for integration into unified platforms such as e-citizen and Service Uganda Centres to improve accessibility, transparency, and efficiency.
- vii) MoPS and MoFPED should strengthen payroll monitoring by integrating payroll data with the HCM and Integrated Financial Management System (IFMS), institutionalising routine audits, real-time validation, and exception reporting. Targeted capacity-building in wage and pension data management should be prioritised to eliminate ghost workers and enhance payroll integrity.



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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	Mukono DLG, Mpigi, Mukono MC, MoWT, MoPS, MoGLSD, Jinja RRH, Butabika RRH
		Develop and enforce service and service delivery standards	Kiruddu NRH, Entebbe Grade B. RRH, MoEMD, MoH, MoLG, ESC and JSC Kabale, Mbarara DLG and Mbarara City
		Enforce compliance with the rules and regulations	IG, MoLG, Isingiro, Buliisa, Kikube, Kagadi, Masindi, Hoima DLGs
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 MoWE, MAAIF, MoES, MoIA, MoTIC, MoW&T, MoFPED, State House, MoES, KCCA, Kyambogo University, Lira University, Hoima & Entebbe RRHs, MoH, OPM, MoJCA, MoWT, MFPED, MoGLSD, Jinja, Hoima DLG, Entebbe MC
MoPS		Rationalise and harmonise policies to support public service delivery	MGLSD, MEACA, MoTWA, MoH
MoPS, PSC	Human Resource Management	Undertake nurturing of civil servants through patriotic and National Service training	Kabale University, Nwoya, Kumi MC, Kabale, Gulu and Mbarara
		Empower MDAs to customise talent management	Soroti, Kumi, Bukedea, Mbale and Mbale City Kabale, Luweero, Gulu, Kikuube



Vote	Sub-Programme	Sampled Intervention	Sampled Districts/ Institutions
		Roll out the Human Resource Management System	MUBS, PPDA, NARO, URSB, UTB, Mbarara City, Kabale DL, Ntungamo DLG, Isingiro DLG, Fort Portal City Kagadi DLG, Mubende MC, Kyenjojo DLG, Mubende DLG, Jinja City, Mbale City, Soroti City, Pallisa DLG, Kumi DLG, Luwero DLG, Gulu City, Kaliro DLG, Oyam DLG
		Develop and operationalise an e-document management system	MoPS, MoICT&NG, MoTIC and URBRA, KCCA
		Review the existing legal, policy, regulatory and institutional frameworks	MoPS, MGLSD, MoES, DEI, Entebbe RRH, HSC, Kawempe RRH, OPM, PSC, Omoro, Kabarole DLG, Gulu, Gulu City, Kyegegwa, Kyenjojo, Mbabarara, 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		Build Local Government fiscal decentralisation and self-reliance capacity	Nwoya, Ntungamo, Jinja, Kabale, Kamwenge, Kiryandongo, Kikuube Districts, Masindi, Nwoya, Mubende, Kiryandongo, Hoima, Jinja, Jinja City, Hoima
LGFC		Re-engineer public service delivery business processes	MoPS, MoICT&NG-UBC and NIRA, Kumi



Vote	Sub-Programme	Sampled Intervention	Sampled Districts/ Institutions
MoPS	Business Process Re-engineering and Information Management		

Source: Authors' Compilation



Annex 2: Performance of Strengthening Accountability for Results as at 31st December 2024

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 (%)	
Strengthen public sector performance management	Implementation of the Performance Management Framework	523,410,000	47.4	87	6.00	2.60	91.37	The highest amount was spent on general staff salaries, US\$ 57,025,722
	Implementation of Results-Based Performance system, Training to mainstream gender concerns into performance management, Implementation of client charters and feedback mechanisms supported, Technical support provided to LGs and MDAs to link PIPs to Capacity-building Plans, Refresher training in performance management conducted							
	E-inspection tool piloted, Human resource audit undertaken, Compliance inspections undertaken	588,850,000	45.9	89	4.00	1.80	98.11	
Develop and enforce service and service delivery	200 breaches of the Leadership Code investigated and completed, 1,000 verifications of leaders' assets and liabilities conducted	3,318,168,259	57.8	88	2.00	1.00	86.48	Most funds were used for statutory salaries US\$ 866,157,409



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 (%)		
standards	Ombudsman complaints handling system improved, 10 systems procedures and practices of MDALGs reviewed, 678 Ombudsman investigations in MDALGs conducted	3,995,264,755	95.7	100	4.00	2.00	52.23	Most funds were used for statutory salaries USh 1,053,970,317 and USh 161,979,039 on travel inland	
	Four District Technical Planning Committees (DTPCs) supported	5,000,000	50.0	100	1.00	0.30	60.00	Most funds were used for allowances equivalent to USh 222,308,617	
	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	56.9	96	5.00	0.50	17.56	USh 730,683,920 was used for recruitment expenses	
Enforce compliance with the rules and regulations	50 LGS monitored on local revenue mobilisation, 6 data collection gadgets procured, 1 vehicle procured to support local revenue monitoring	6,447,285,200	45.7	35	3.00	0.50	36.50	Most funds were spent on contract staff salaries USh 629,519,500	
	Total	16,892,401,847	61.3	78	0.00	0.00	63.18		
Average Outputs Performance								63.18	

Fair performance

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



Annex 3: Performance of Government Structures and Systems as at 31st December 2024

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	583,980,000.000	50.7	98.0	13	4.0	60.671
							Most funds were spent on general staff salaries US\$ 98,942.893 and allowances of U\$ 82,817.488
	Professional training for 20 Management Analysts for the award of Diploma in Management Services conducted, 3 Service Uganda Centres established and operationalised, Technical support supervision provided to 2 regional Service Uganda Centres and 3 mini Service Uganda Centres.	247,000,000.000	37.4	97.4	2	0.4	53.405
							Most funds were spent on welfare and entertainment U\$ 25,000.000



Outputs Performance								Remark
Intervention	Output	Financial Performance			Physical Performance			Remark
		Annual Budget (USh)	% of Budget Received	% of Budget Spent	Annual Target	Cum. Achieved Quantity	Physical Performance Score (%)	
	Structures for the sixty (60) Agencies under rationalisation implemented, Structures for fourteen (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	1,992,910,000.000	50.0	85.4	16	4.5	56.261	Most funds were spent on allowances USh 405,000.000
	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	245,200,000.000	44.7	96.1	2	0.5	55.968	Most funds were spent on allowances USh 75,052.500
Rationalise and harmonise policies to support public service deliver	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 on impact of government reforms carried out.	401,000,085.000	36.4	96.5	3	0.8	73.233	Most funds were spent on allowances USh 49,232.200
	Total	3,470,090,085.000	47.3	90.1	-	-	59.908	Overall performance of sub-programme

Source: IFMS Data/ MoPS, Field Findings



Annex 4: Performance of Human Resource Management and Policy Sub-programme as at 31st December 2024

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 (%)
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 Management System maintained, 1 Communication & Marketing Strategy for the College reviewed.	1,092,250,000	49.7	99	2.00	0.70	70.45
	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 hosted and supported, digital content for 6 existing CSCU curricula developed	189,700,000	59.0	99	6.00	2.50	70.65
							Most funds were spent on general staff salaries USh 442,177.457
							All funds were spent on staff training



		Outputs Performance						Remark
Intervention	Output	Annual Budget (US\$)	% of Budget Received	% of Budget Spent	Annual Target	Cum. Achieved Quantity	Physical Performance Score (%)	
	and uploaded, Strategic Human Resource Management training for 50 HR Managers in the Public Service conducted, induction training for 600 officers conducted (caravan)							
Empower MDAs to customise talent management (attract, retain and motivate public servants)	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	596,720,000	47.7	78	5.00	2.00	83.86	Most funds were spent on allowances US\$ 71,781.500



Intervention		Outputs Performance						Remark
Intervention	Output	Financial Performance			Physical Performance			Remark
		Annual Budget (USh)	% of Budget Received	% of Budget Spent	Annual Target	Cum. Achieved Quantity	Physical Performance Score (%)	
	&functional support to MDAs and LGs on wage, pension & gratuity provided							
	Support supervision provided to MDAs and LGs, capacity of MDAs and LGs to undertake capacity needs assessment/ training needs assessment, 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.	350,804,000	46.8	100	4.00	1.50	80.12	Most funds were spent on general staff salaries to US\$ 54,378.977



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 (%)		
	Fill vacancies declared within the year, critical positions in Local Governments filled (CAOs, DCAOs, Town Clerks of Cities and Municipalities).	3,729,315,510	31.4	86	2.00	0.40	63.66	No evaluation reports provided. Most funds were spent on recruitment services USh 74,328,599.	
	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	42.7	88	4.00	1.00	58.60	Most funds were used on recruitment expenses USh 404285.744.	
	60 job competence profiles developed and reviewed	293,590,400	55.1	99	3.00	0.90	54.44	Most funds were spent on travel inland USh 85,795,200.	
Roll out the Human Resource Management System	HCM system rolled out, functional and technical Support for uptake of all HR modules provided, hyper care support	2,505,130,000	53.7	89	9.00	3.30	68.22	Most of the funds were spent on system recurrent costs USh 3,163,273.149.	



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 (%)	
	for sites rollout on HCM							
Review the existing legal, policy, and regulatory institutional frameworks	Support supervision on implementation of HR policies and procedures in MDAs and LGs provided	335,310,020	51.0	100	5.00	1.50	58.77	
	100% of grievances and complaints from Public Service labour unions and individuals handled	261,289,980	44.0	100	4.00	1.00	56.82	
	Total	11,402,618,676	43.6	90				
Average Outputs Performance							Fair performance	
						66.56		

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

Annex 5: Performance of Decentralisation and Local Economic Development as at 31st December 2024

Outputs Performance							
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	55.0	72	3.00	1.20	72.78
Operationalise the parish model	Top management supported to monitor implementation of Government programmes in LGs.	50,000,000	50.0	100	1.00	0.20	40.00
	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, social media, 18 regional workshops/barazas and evaluate the PDM implementation sought and conducted.	5,084,342,935	50.1	94	5.00	2.00	79.78
							Most funds were spent on pension and gratuity arrears US\$ 76,494,092.
							All funds were used for fuel, lubricants and oils.
							Most funds were used for advertising and public relations US\$ 1,003,198,000.



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 (%)	
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 training carried out for technical officers.	5,410,020,000	60.3	94	2.00	0.80	66.38	Most funds were used for research expenses of USh 467,124.909 and contract staff salaries of USh 404,704.500.
	24 Local Government regional budget consultative workshops facilitated,30 TPC members of selected LGs trained, enhanced budgeting capacity of the trained LGs,10 negotiations meetings held, 10 agreements signed, 4 tax awareness campaigns carried out in Local Governments for enhanced local revenue performance, stakeholders engaged on management of royalties' fees.	2,559,980,000	32.2	99	5.00	1.30	80.67	USh 360,000,000 was spent on workshops, meetings and seminars.
	Average Output Performance						66.38	Fair Performance

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

Annex 6: Performance of Business Process Re-engineering as at 31st December 2024

Outputs Performance									
Intervention	Output	Financial Performance			Physical Performance			Remark	
		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	38.3	61	3.00	0.60	52.19	Most funds were spent on travel inland of US\$ 33,609,000	
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	-	2.00	1.00	50.00	100% of the 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	50.0	97	3.00	0.90	60.00	Most funds were spent on advertising and public relations US\$ 50,000,000.	



Intervention	Output	Outputs Performance						Remark
		Financial Performance		Physical Performance				
		Annual Budget (USh)	% of Budget Received	% of Budget Spent	Annual Target	Cum. Achieved Quantity	Physical performance Score (%)	
	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	50.0	100	2.00	0.80	80.00	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	81.1	100	5.00	3.00	73.96	Most funds were spent on ICT services USh 609,999,997 .
	Total	2,131,638,980	65.2	75			63.23	Fair performance

Source: IFMS Data





Plot 2 -12 Apollo Kaggwa Road
P. O. Box 8147, Kampala - Uganda
www.finance.go.ug