



**THE REPUBLIC OF UGANDA**

# **Semi-Annual Budget Monitoring Report**

**Financial Year 2014/15**

**Public Sector Management**

April 2015

Ministry of Finance, Planning and Economic Development  
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## **ABBREVIATIONS AND ACRONYMS**

ACAO	Assistant Chief Administrative Officer
ADB	African Development Bank
APF	Agro Processing Facility
BADEA	Arab Bank for Economic Development in Africa
CAIIP II	Community Agriculture & Infrastructure Improvement
CAO	Chief Administrative Officer
CAR	Community Access Roads
CDO	Community Development Officer
D/CAO	Deputy Chief Administrative Officer
DDMCs	Disaster Management Committees
DDPCs	Development of Disaster Preparedness Committees
DLGs	District Local governments
DRR	Disaster, Registration and Resettlement
DSC	District Service Commission
DVO	District Veterinary Officer
EA	East Africa
EAC	East African Community
EFT	Electronic Fund Transaction
FGDs	Focus Group Discussions
FINMAP	Financial Management and Accountability Programme
FMD	Foot and Mouth Disease
FY	Financial Year
GoU	Government of Uganda
HC	Health Centre
HE	His Excellency
HR	Human Resource
ICT	Information Communication and Technology
IDPs	Internally Displaced People
IFMS	Integrated Financial Management System
IPF	Indicative Planning Figure
IPPS	Integrated Personnel and Payroll System
KCCA	Kampala Capital City Authority
LC	Local Council
LGFC	Local Government Finance Commission
LGs	Local Governments
LRDP	Luwero Ruwenzori Development Project
MAAIF	Ministry of Agriculture, Animal industry and Fisheries
MATIP I	Markets and Agriculture Trade Improvement
MDAs	Ministries, Departments and Agencies
MFPEd	Ministry of Finance Planning and Economic Development
MoES	Ministry of Education and Sports
MOH	Ministry of Health
MoLG	Ministry of Local Government
MOPS	Ministry of Public Service

MoU	Memorandum of Understanding
MPS	Ministerial Policy Statements
NAADS	National Agricultural Advisory Services
NDP	National Development Plan
NECOC	National Emergency Coordination and Operations Centre
NPA	National Planning Authority
NYDC	National Youth Development Centre
OPD	Out Patient Department
OPM	Office of the Prime Minister
PAS	Principal Assistant Secretary
PHRO	Principal Human Resource Officer
PRDP	Peace Recovery and Development Programme
PSC	Public Service Commission
PSRP	Public Service Reform Programme
PSM	Public Sector Management
PM	Performance management
PWD	Person with Disability
Q	Quarter
Q1	Quarter 1
Q2	Quarter 2
RHH	Regional Referral Hospital
SACCO	Savings, Credit and Cooperative Organization
S/C	Sub County
T/C	Town Council
UPSPEP	Uganda Public Service Performance Enhancement Project
US\$	Unites States Dollars
VAT	Value Added Tax

## FOREWORD

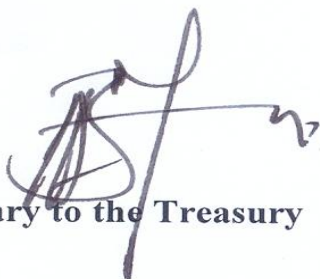
The government has increasingly channeled resources into implementation of public programmes aimed at enhanced service delivery. Effective implementation of these programmes is critical and this calls for monitoring and evaluation.

The Budget Monitoring and Accountability Unit in the Ministry of Finance, Planning and Economic Development makes semi-annual performance assessments on the progress of implementation for selected programmes. This report reviews the half year performance in the priority areas of: Agriculture, Education, Energy, Health, ICT, Industrialization, Public Sector Management, Roads, and Water and Environment for FY 2014/15.

The findings therein should inform implementation decisions in the last half of the year. I urge all institutions to follow up on the related implementation issues that have been identified. The implementation challenges and recommendations made will guide the relevant sectors to ensure enhanced effectiveness of programme implementation.

Patrick Ocailap

**Deputy Secretary to the Treasury**

A handwritten signature in dark ink, appearing to be 'Patrick Ocailap', written over a light blue grid background.

## EXECUTIVE SUMMARY

### BACKGROUND

The overall report reviews selected key vote functions and programmes within the sectors, based on approved plans and significance of budget allocations to the votes. The focus is on nine sectors, including: agriculture, education, energy, health, industrialization, ICT, public sector management, roads; and water and environment. Attention is on large expenditure programmes with preference given to development expenditures, except in the cases of education, health, ICT, public sector management and roads where some recurrent costs are tracked.

Projects selected for monitoring were based on regional sampling, level of capital investment, planned quarterly output, and value of releases by the second quarter of FY 2014/15. The methodology adopted for monitoring included literature review of quarterly progress and performance reports; interviews with the respective responsible officers or representatives of programmes; and observations at site.

### FINDINGS

#### i) Public Sector Management

Seven projects/programmes from three votes in Public Sector Management (PSM) were monitored. Projects reviewed from Vote 003 (Office of the Prime Minister) included; Humanitarian Assistance, PRDP-2, Support to LRDP, and Resettlement of Landless Persons and Disaster Victims. Projects reviewed from Vote 005 (Ministry of Public Service) included Support to Ministry of Public Service and Public Service Reforms programmes( Upgrading of the Civil Service College, Public Service Performance Management, Development and Dissemination of Policies, Standards and Procedures, Management of the Public Service Payroll and Wage bill and Payment of Statutory Pensions).

Projects reviewed from Vote 011 (Ministry of Local Government) included: Community Agriculture and Infrastructure Improvement (CAIP-2) and Markets and Agriculture Trade Improvement (MATIP-1).

### Physical performance

#### (a) Vote 003: Office of the Prime Minister

**Humanitarian Assistance Project:** More acreage of land was acquired using the same planned resources, construction of the 25 housing units in Kiryandongo was completed whereas monitoring and supervision was routinely done. The procurement processes for the emergency water purifier plant and a contractor to backfill the three acres of land at Namanve Industrial Park in Bweyogerere had commenced whereas construction works of 60 houses was in progress.

**Peace Recovery and Development Programme- PRDP-2:** Physical performance was mixed as some of the planned outputs were achieved and others were not. The low absorption relates to the restocking exercise for Northern Uganda which was affected by the outbreak of the Foot and Mouth Disease (FMD); Construction of one (1) Lango Cultural Center which faced some

technicalities in relation to land ownership, divisions within the traditional institutions and architectural drawings; and slow procurement process of 10 tractors to upscale tractorization in Northern Uganda.

**Resettlement of Landless persons and Disaster Persons:** Physical performance was excellent as four out of five planned outputs and targets were achieved by half year.

The targets achieved included: Relief to disaster victims; The project identified 3,000 acres of land for resettlement of 502 Ndorobo and Yatui displaced communities and surveys were ongoing for 111 out of 502 households. Twelve out of 30 disaster assessments were conducted in 26 districts; seven out of 25 trainings in Iganga, Busia, Butaleja, Ngora and Kanungu district disaster management committees (DDMCs); preparation of draft contingency plans for Iganga, Busia, Butaleja, Ngora and Kanungu; establishment and functionalization of the NECOC and Butaleja flood Early Warning systems. Construction of national relief store was also ongoing.

**Support to LRDP :** Overall, the physical performance of project was rated fairly good at 51%. Targets achieved included: the disbursement of grants to 16 LRDP districts for supporting community driven enterprises to enhance household incomes; facilitation of 16 Micro projects to enhance household incomes for youths, women, and farmer groups and PWDs and establishment of five out of 16 crop nurseries in former war zones.

#### **(b) Vote 005: Ministry of Public Service**

**Support to Ministry of Public Service:** The project achieved its targets in terms of delivery of the key planned outputs - ministry buildings were painted, office machinery and equipment maintained and works were ongoing on construction of the National Archives and Records Centre.

**Public Service Reforms:** Six reforms were monitored. These included upgrading of the Civil Service College, Public Service Performance Management, Management of the Public Service Payroll and Wage bill, Development and Dissemination of Policies, Standards and Procedures, Demand for Service Delivery Accountability strengthened through Client Charters and Payment of Statutory Pensions. Most of the public service reforms performance outputs were achieved.

**Establishment of the Civil College):**Targets achieved included: Leadership and change Management programme was delivered to 60 (Directors, Commissioners and Under Secretaries); (b) Performance Management Training conducted for 24 (Directors, Commissioners, CAOs and Town Clerks) and 70 Senior Police Officers; and (c) Procurement and contracts Management training to contracts Committee members delivered to 50 Officers; and training materials for the Performance Management Programmed and curriculum were developed.

**Public Service Performance Management:**Targets achieved included: Performance agreements were rolled out to 120 districts; support and guidance on implementation of performance appraisal provided to 37 LGs, five Urban Councils and five Regional Referral Hospitals and rewards and Sanctions framework strengthened in 37 Local Governments, 5 Urban Councils and 5 Regional Referral Hospitals.

#### **Management of the Public Service Payroll and Wage bill:**

Targets achieved included the following:

- Implementation of Wage Bill Management Policies and Procedures in MDAs and LGs strengthened in 15 districts
- Hard to reach framework in all LGs was monitored
- All non-IPPS sites trained in data capture during the months of July and August 2014
- Training of Trainers for the Pensions Module conducted
- Training of HROs and Accounting Officers in Non IPPS sites held
- 66 votes trained to use the IPPS-IFMS interface
- The IPPS-IFMS interface rolled out to all Regional Referral Hospitals
- Supported all LGs and Municipalities during data capture
- Carried out IPPS training on the pension module in pensionable votes at the MoPS
- IPPS modules on pension and leave management operationalized
- Support supervision was carried out in 37 LGs, 5 RRHs (Mbale, Mbarara, Jinja, Masaka and Fort portal) and two urban councils (Tororo and Iganga).

**Demand for Service Delivery Accountability strengthened through Client Charters:** The targets achieved included: two MDAs (Ministry of Justice and Constitutional Affairs and Mbarara and Masaka Regional Referral Hospitals) and 12 LGs were supported to produce and implement Client Charters.

**Development and Dissemination of Policies, Standards and Procedures:** The targets achieved included: Mbarara and Masaka regional referral hospitals (RRHs) and 12 LGs were supported to produce and implement Client Charters by December 2014.

**Payment of Statutory Pensions:** The targets achieved included:

- Emoluments were paid to 13 former presidents/Vice presidents.
- Pension worth Ug shs 25 billion paid to 28,447 general Civil Service.
- Pension worth Ug shs 14 billion paid to 15,314 teachers.
- Pension for Military service paid.
- 697 teachers' files assessed.
- 610 traditional public officers assessed.
- 262 contract gratuity files computed

### **c) Vote 011: Ministry of Local Government**

#### **Community Agriculture Infrastructure Improvement Programmed-CAIIP-2 (1087**

Targets achieved included: completion of 1,418.4km (97.5%) out 1454.1Km of Batch A CARs; completion of 1,149.65km (95.9%) out of 1,198.2km of Batch B CARs and handed over to the respective districts Local Governments; completion construction of 75 agro-shelters and two produce stores. Out of the 95 assorted APFs procured 72 machines including 30 maize mills, 25-grain mills, 10 rice hullers, 2 coffee hullers and 5 milk coolers have been fully installed and await operationalization; completion of 22 fully connected sites with grid and 49 sites with transformer installation pending meter installation;

Works were still ongoing on the first 12 lots under the Batch C; technical support and monitoring conducted and routine visits made to support the district technical staff on operationalisation of APFS.



## **Markets and Agricultural Trade Improvement Programme (MATIP-1)-1088:**

Targets achieved include: completion of six markets (Jinja, Hoima, Mbale, Lira, Mpanga and Wandegaya) out of seven. Works were ongoing in only one market (Gulu main market) with physical progress averaging 95%. Resettlement of vendors in Wandegaya, Mpanga and Mbale was completed, Hoima is ongoing and will commence for Lira and Jinja markets during Q3. New market facilities management guidelines have been developed and disseminated to the vendors and urban councils.

### **Overall sector performance**

Some projects/programmes performed well while others underperformed. For example:

Good performance was noted for the Humanitarian Assistance Project (0922), Resettlement of Landless persons and Disaster Persons (1235): Support to Ministry of Public Service (1285), Public Service Reforms, CAIIP-2 (1087): and MATIP-1. For example, the Public Service Reforms achieved 73% of the planned outputs under the recurrent budget and 93% of the rehabilitation works were achieved from the Support to Ministry of Public Service under the development budget.

Fairly good performance was noted in the Support to LRDP and PRDP-2 projects. Whereas 35% of the released funds were spent in the PRDP-2 Project, only one out of the seven outputs was fully achieved. Similarly, the Support to LRDP had expended 89% of the released funds and five out of seven planned outputs and targets were achieved.

### **Overall challenges**

Resettlement of Landless persons and Disaster Persons

- Most project activities are affected by political interference.

Support to LRDP

- Delays in disbursement of funds to beneficiaries by districts.
- Lengthy procurement processes at district level delays implementation of activities.
- Late submissions of work plans and reports from Local Governments and Municipalities.
- Late release of advance payment resulted in delays by the contractor to gather equipment for use on site.

Ministry of Local Government

- Lengthy approval process of certificates delays completion of works by the consultant.

Public Service Reforms

- In-sufficient funding and delay of clearance from MoPS to recruit staff in strategic positions in LGs.
- Newly created districts have failed to attract staff despite several adverts, for example in Bulambuli and Oyam which has affected the implementation of the public service reforms.
- The public service reforms are concentrated at the district; in the lower local governments and town councils, public service reforms are not known.

### **Overall recommendations**

- The districts should release funds for project activities early enough to ease implementation of activities.
- The districts should initiate procurements early enough to avoid delay in implementation of activities.
- The MFPED should fast track payments for VAT on all completed markets.
- The MFPED, MoPS and MoLG should step up the Monitoring and Support supervision role in spearheading the Public Service reforms in LGs.
- The MoLG should implement the rewards and sanctions framework to all Accounting Officers in LGs regarding the implementation of Public Service reforms.
- Uganda Civil Service College should carry out a comprehensive needs assessment in the entire Public Service and develop a training plan to address the capacity gaps at all levels.

## CHAPTER 1: BACKGROUND

The mission of the Ministry of Finance, Planning and Economic Development (MFPED) is “*To formulate sound economic policies, maximize revenue mobilization, ensure efficient allocation and accountability for public resources so as to achieve the most rapid and sustainable economic growth and development*”. It is in this regard that the Ministry gradually enhanced resource mobilization efforts and stepped up funds disbursement to Ministries, Departments, Agencies and Local Governments in the past years to improve service delivery.

Although significant improvements have been registered in citizens’ access to basic services, their quantity and quality remains unsatisfactory, particularly in the sectors of health, education, water and sanitation, agriculture and roads. The services being delivered are not commensurate to the resources that have been disbursed, signifying accountability and transparency problems in the user entities.

Although there are several institutions in the accountability sector mandated to monitor and audit public resources, they have not provided comprehensive information for removing key implementation bottlenecks to enhance transparency and accountability and consequently improve service delivery. It is against this background that the Budget Monitoring and Accountability Unit (BMAU) was established in FY 2008/09 in the Ministry of Finance, Planning and Economic Development, under the Budget Directorate, to address this challenge.

The BMAU is charged with tracking implementation of selected government programmes or projects and observing how values of different financial and physical indicators change over time against stated goals and targets. This is achieved through regular field monitoring exercises to verify receipt and application of funds by the user entities. Where applicable, beneficiaries are sampled to establish their level of satisfaction with the service.

The BMAU prepares semi-annual and annual monitoring reports of selected government programmes and projects. The monitoring is confined to levels of inputs, outputs and intermediate outcomes in the following areas:

- Agriculture
- Infrastructure (Energy and Roads)
- Industrialization
- Information and Communication Technologies
- Social services (Education, Health, and Water and Environment)
- Microfinance; and
- Public Sector Management

## **CHAPTER 2:      METHODOLOGY**

### **2.1 Process**

This report is based on selected programmes from the sectors mentioned in chapter one apart from microfinance. The selection was based on a number of criteria;

- Programmes that submitted progress reports by the end of quarter two, FY 2014/15 were followed up for verification as they had specified output achievements.
- Priority expenditure areas in the budget strategy and ministerial policy statements for FY 2014/15 with focus being on large expenditure programmes.
- Regional representation to ensure that coverage of programmes is from varying parts of the country
- Programmes/projects with previously identified critical implementation problems.

### **2.2 Methodology**

The key variables monitored were targets of inputs and outputs; implementation processes and achievement of intermediate outcomes and beneficiary satisfaction where feasible.

#### **2.2.1 Data Collection**

Data was collected through a combination of approaches;

- Review of secondary data sources including: Ministerial Policy Statements for FY 2014/15; National and Sector Budget Framework Papers; Sector project documents and performance reports in the Output Budgeting Tool (OBT), MFPED Budget Documents, Budget Speech, District Performance Reports; Q1 and Q2 Sector Quarterly Progress Reports, Work plans, and Public Investment Plans.
- Review and analysis of data in the Integrated Financial Management System (IFMS) and legacy system; progress reports (Performance Form A and B) and bank statements from implementing agencies.
- Consultations and key informant interviews with project managers in implementing agencies both at the Central and Local Government level.
- Field visits to project areas involving observations and discussions with beneficiaries. Photography was a key data collection tool during the monitoring exercise. In some cases call-backs were done to triangulate information.

### **2.2.2 Sampling**

The projects/programmes monitored were purposively selected from information provided in the FY 2014/15 Ministerial Policy Statement and Quarterly Performance Reports for Q1 and Q2. Priority was given to outputs that were physically verifiable especially those categorized under GoU development expenditure.

Districts in different regions were selected so that as many regions of Uganda as possible are sampled throughout the year. Emphasis was also placed on programmes not monitored in previous quarters. For completed projects, monitoring focused on utilization, quality and beneficiary satisfaction.

### **2.2.3 Data Analysis**

This was mainly simple descriptive statistics of comparing set targets and observed levels of achievement. Physical performance of projects and outputs was assessed through comparing a range of indicators and linking the progress to reported expenditure. The actual physical achievement was determined basing on (weighted) number of activities accomplished for a given output.

## **2.3 Limitations of the report**

- Overstated absorption of some projects due to transfers to subventions being reflected as payments on the Integrated Financial Management System (IFMS).
- Assumption that warrants on IFMS are equal to the release. This also provides misleading information on financial performance.
- Difficulty in ascertaining financial performance of some donor projects due to unavailability of information from project managers. It was also equally difficult to ascertain financial performance of projects off the IFMS.
- Lack of clear indicators, in some programmes, hence difficulty in rating overall performance.
- Unavailability of some critical information. For example, a number of project recipients had limited information on scope of civil works, costs and contract period.
- Sampling of some projects/programmes was affected by misleading information from ministries. Some projects that were reported as implemented in FY 2014/15 had been done in FY 2013/14.

## **2.4 Assessment Criteria**

For purposes of this report, the guide below is used to assess and rate performance.

Physical and financial performance was rated in percentages according to achievement of the planned set targets and the overall utilization of funds for multi-year projects. Table 2.1 shows the assessment criteria for measuring the achieved targets and expenditures.

**Table 2.1: Assessment criteria for measuring achieved targets**

<b><i>SCORE</i></b>	<b><i>COMMENT</i></b>
<b><i>80% and above</i></b>	<i>Excellent (All set targets achieved and funds well utilized)</i>
<b><i>70% - 79%</i></b>	<i>Very good (Most of the set targets achieved and funds absorption is 70% and above)</i>
<b><i>60% - 69%</i></b>	<i>Good (Some core set targets achieved and funds absorbed to 60%)</i>
<b><i>50% - 59%</i></b>	<i>Fair (Few targets achieved and funds absorption is average-50%)</i>
<b><i>Less than 50%</i></b>	<i>Below average (No targets achieved and funds absorption is less than 50%)</i>

*Source: BMAU*

## **CHAPTER 11: Public Sector Management**

### **11.1 Introduction**

Public Sector Management (PSM) is a key function for efficient and effective management of public service delivery. It entails the establishment of institutions; structures; systems; formulation and enforcement of policies; laws; regulations; standards and procedures.

The PSM sector incorporates the following entities: Office of the Prime Minister (OPM), Ministry of Public Service (MoPS), Ministry of Local Government (MoLG), Ministry of East African Community Affairs (MEACA), National Planning Authority (NPA), (Kampala City Capital Authority (KCCA), Public Service Commission (PSC), Local Government Finance Commission (LGFC) and 133 votes in the Local Governments (LGs).

#### **11.1.1 Sector objectives**

The key objectives of PSM are: (i) Establishing mechanisms that will promote coordinated and harmonized policy, planning, budgeting, monitoring and evaluation at National and Local government levels; (ii) Attracting, recruiting and retaining a highly-skilled and professional workforce; (iii) Developing management and operational structures for an efficient and effective decentralized service delivery system; (iv) Implementing East African integration through implementation of the East Africa Customs Union; and (v) Establishing the East African Common Market, a monetary union and ultimately the East African Federation.

The PSM sector will prioritize the following areas as avenues of contributing to the National strategic objectives and National Vision 2040.

- i) Review systems, structures, processes and procedures for effective coordination of service delivery
- ii) Harmonize policies, laws and regulations at the Local Government, National, Regional and international level.
- iii) Spear head reforms and manage talent to create a well-motivated, competitive public service
- iv) Coordinate information flow
- v) Coordinate resource allocation towards Government priorities including the special programme areas
- vi) Spear head comprehensive and integrated development planning at local and National Level
- vii) Develop mechanisms for Local Government Financing

#### **11.1.2 Overall sector financial performance**

The government allocated a total budget of Ug shs 1,187.234 billion exclusive of taxes and arrears to the PSM sector in FY 2014/15; this was an 8.5% increase of the budget allocated to the

sector compared to FY 2013/14 (Ug shs 1,093.85). The half-year sector performance is shown in Table 11.1.

**Table 11.1: PSM half-year FY 2014/15 financial performance**

<b>Vote</b>	<b>Approved Budget</b>	<b>Released by End</b>	<b>Spent by End Dec</b>	<b>% Budget Released</b>	<b>% Releases Spent</b>
<b>Recurrent</b>					
Wage	242.798	218.434	217.097	90%	99.4%
Non wage	520.216	247.894	243.300	48%	98%
<b>Development</b>					
GoU	171.770	91.337	69.072	53%	76%
Donor	252.451	42.880	42.412	17%	99%
GoU Total	934.783	557.665	529.469	60%	95%
<b>Total GoU+Donor</b>	<b>1,187.234</b>	<b>600.546</b>	<b>571.881</b>	<b>51%</b>	<b>95%</b>

*Source: MFPED*

### 11.1.3 Scope

The report reviews progress in implementation of selected programmes/projects under PSM during Q1 and Q2 of FY 2014/15 (July-December 2014). Monitoring in 27 districts covered eight selected projects/ programmes<sup>1</sup> in three out of eight votes (Table 11.2).

**Table 11.2: PSM projects/ programmes monitored**

<b>Vote</b>	<b>Project/Programme</b>	<b>Sampled institutions/ districts</b>
Vote 003: Office of the Prime Minister	Project 0932: Post-war Recovery and Presidential Pledges	Apac, Arua, Gulu, Kileleshwa, Lira, Nebbi, Nwoya, Oyam
	Project 0022: Support to Luwero Rwenzori Development Programme	Nakaseke, Kayunga, Mukono, Nakasongola, Kasese, Kyenjojo, Mubende, Wakiso, Kabarole, Kayunga
	Project 0922: Humanitarian Assistance	Bulambuli, Kiryandongo, Mukono
	Project 1235: Resettlement of landless persons and Disaster Victims	Kapchorwa, Nebbi, Mbarara, Mukono
Vote 005: Ministry of Public Service	Project 1285: Support to Ministry of Public Service	Kampala

<sup>1</sup> Reforms are under recurrent programmes of Ministry of Public Service



	Public service Reforms: Upgrading the Civil Service College; Public Performance Management; Management of the Public Service Payroll and Wage Bill; Demand for Service Delivery Accountability strengthened through Client Charters; Development and Dissemination of Policies, Standards and Procedures; Payments of Statutory Pensions	Arua, Kileleshwa, Lira, Nebbi, Nwoya, Luwero, Tororo, Mbale, Kapchorwa, Bulambuli, Kasere, Kayunga, Oyam, Kiryandongo, Nakaseke, Jinja, Kyenjojo
Vote 011: Ministry of Local Government	Project 1087: Community Agriculture Infrastructure Improvement Programme-2	Gulu, Apac, Lira, Jinja, Wakiso, Mubende, Mukono, Tororo, Mbale,
	Project 1088: Markets and Agriculture Trade Improvement Project-1	Jinja, Mbale, Gulu, Lira

*Source: Authors compilation*

The following criteria guided selection of programmes and districts monitored:

- Priority expenditure areas in the budget strategy for FY 2014/15
- Potential to contribute to sector and national priorities
- Regional representation
- Annual and multi-year investments

#### 11.1.4 Limitations

- The expenditure information on wages and salaries was not readily available.
- Inadequate information where technical officers were absent.

### 11.2 Office of the Prime Minister (Vote 003)

The vote comprises of 16 projects namely: Resettlement of Landless Persons and Disaster Victims (Project 1235); Support to Information and National Guidance (Project 1006); Karamoja Integrated Development Programme (Project 1078); Agricultural Livelihood Recovery Programme (Project 1154); Post-war Recovery, and Presidential Pledges (Project 0932); Dry Lands Integrated Development Project (Project 1317); Government Evaluation Facility Project (Project 1294).

Other projects include Strengthening and Retooling the OPM (Project 0019); Monitoring and Evaluation PRDP (Project 1112); Karamoja Livelihood Programme (Project 1153); Support to Bunyoro Development (Project 1252); Support to Refugee Settlement (Project 1293); Support to Teso Development (Project 1251); Humanitarian Assistance (Project 0922); Support to LRDP (Project 0022); and NUSAF-2 (Project 1113)

## **Financial performance**

The approved budget of the vote for FY 2014/15 is Ug shs 188.418 billion inclusive of external financing of which Ug shs 111.442 (59%) was released and Ug shs 91.469 (82%) spent by 31<sup>st</sup> December 2014.

Four projects were sampled and monitored and these included Humanitarian Assistance (Project 0922), Resettlement of Landless Persons and Disaster Victims (Project 1235), Peace Recovery and Development Programme-PRDP-2 (Project 0932) and Support to LRDP (Project 0022).

### **11.2.1 Humanitarian Assistance (Project 0922)**

#### **Background**

The Humanitarian Assistance Project was established in 2008 to handle disaster emergencies. The main objective is to coordinate timely response to disasters and provide food and non-food relief to disaster victims. GoU funds the project and coordination is done by the OPM under Disaster Preparedness and Management department. The project period is seven years with effect from 1<sup>st</sup> July 2008 to 30<sup>th</sup> June 2015.

The key planned annual outputs for FY 2014/15 included:

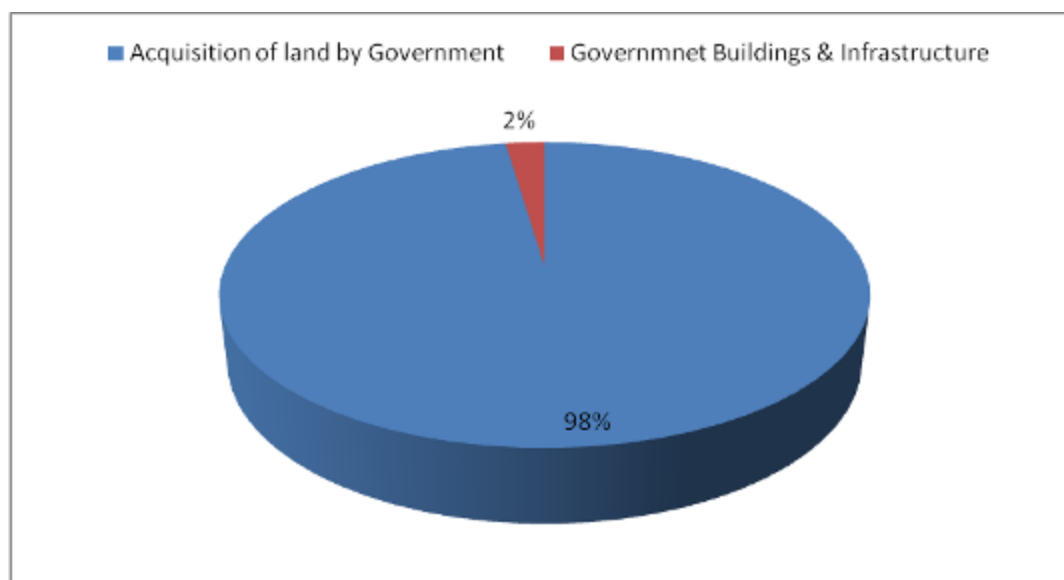
- Mobile emergency water purifier plant procured
- A full-fledged National Emergency Coordination and Operations Centre (NECOC) constructed, equipped and fenced off.
- Seventy permanent houses, 35 two-stance pit latrines with two bathrooms constructed and 25 housing units for landslide victims in Kiryandongo completed.
- Land (2500 acres) acquired by government to reallocate 1000 households at risk in Elgon region.
- Monitoring and supervision reports prepared

#### **Findings**

##### **(i) Financial performance**

The revised budget for FY 2014/15 is Ug shs 11.8 billion of which Ug shs 8.2 billion (74%) was released and Ug shs 7.9 billion (97%) expended by 31<sup>st</sup> December 2014 representing excellent release and absorption. The key expenditures incurred are shown in Figure 11.1.

**Figure 11.1: Expenditure performance of project 0922 by 31<sup>st</sup> December 2014**



*Source: IFMS*

Allocative efficiency was excellent as Government spent 98% of the funds on acquisition of land.

## **(ii) Physical performance**

### **(a) Past performance**

During FY 2013/14, the project recorded the following achievements:

- Procured and distributed 1,258 tons of maize flour and 430 tons of beans to 56 districts;
- Acquired 5 acres of land in Namave for construction of a fully-fledged NECOC
- Completed finishes for 25 houses in Kiryandongo resettlement
- Established a mini NECOC at Postel Building in Kampala
- Distributed relief items to disaster hit communities
- Assessed 41 districts affected by disasters.

### **(b) Field findings**

**Procurement of a Mobile Emergency Water Purifier Plant:** By 31<sup>st</sup> December 2014, procurement process of the emergency water purifier plant was on going and the implementing agency was in the process of receiving bids from various contractors.

**A full-fledged National Emergency Coordination and Operations Centre (NECOC) equipped and fenced off:** By 9<sup>th</sup> January 2015, the project had initiated procurement of a contractor to backfill the three acres of land at Namanve Industrial Park in Bweyogerere.

**Construction of 60 permanent houses, 35 two-stance pit latrines with two bathrooms for landslide victims:** The proposed site for construction is Bududa Resettlement Zone A village, Kakwokwo Parish, Mutunda Sub County, Kiryandongo district. The contract for construction was awarded to M/s Hydra form International (PTY) Limited on 3<sup>rd</sup> October 2014 at a contract sum of Ug shs 470,953,947 for a period of eight months.

By 31<sup>st</sup> December 2014, brick making for construction works of 60 houses was ongoing at the site in Kiryandongo. No payments had been made to the contractor.



**Site area for bricking making and construction in Kiryandongo district**

**Completion of finishes of 25 housing units for landslide victims:** The housing units for landslide victims are located in Panyandoli, Kiryandongo. The contract for completion was awarded to M/s Bisca (U) Ltd at a contract sum of Ug shs 135,197,025 for a period of four months (120 days) with effect from 27<sup>th</sup> June 2014. The scope of works included internal plastering, floor screeding, plaster copping of cement to window openings, doors, verandah aprons and corners externally and weather- guard painting. By 31<sup>st</sup> December 2014, civil works were completed and the contractor was paid Ug shs 121,677,321. The quality of works was observed to be good.

**Acquisition of 2,500 acres of land by government to reallocate 1000 households at risk in Elgon region:** The OPM procured three pieces of land, totaling to 2,828 acres located in Bunambutye sub-county in Lower Bulambuli District.

By 31<sup>st</sup> December 2014, 2,868 acres of land to relocate 1000 households at risk of landslides in the Elgon region was available. Additional acreage (40 acres) was aquired using the same planned resources.

The details of the land are as follows: (i) Plot 10: 1,640 acres procured from Simu Oil Ltd at Ug shs 2,500,000 per acre; (ii) Plot 93:918 acres procured from Wamakuyu Ignatius Mudimi at Ug shs 3,000,000 per acre; (iii) Plot 94:270 procured from Mr. Ochow George Wilson and Christine Ochow at Ug shs 3,800,000 per acre.



**Left: One of the Plots of land acquired by the project in Bulambuli district**

Monitoring and supervision reports made: Supervision and monitoring of construction works was ongoing.

## **Challenge**

Some communities including politicians convened meetings concerning the distribution of plots before demarcation contrary to guidelines from OPM.

## **Analysis**

### **Link between financial and physical performance**

There was a good link between the financial and physical performance of the project as 97% was spent. Of these funds, 98% were spent on delivery of the key outputs; acquisition of land and 2% on payments to the contractor for completion of works on 25 housing units in Panyandoli Kiryandongo.

### **Achievement of set targets**

The project performed well in terms of delivery of the key planned outputs in the first half of FY 2014/15. Three out of the five planned outputs were significantly achieved by 31st December 2014. More acreage of land was acquired, construction of 25 housing units in Kiryandongo was completed and construction works of 60 houses was in progress; monitoring and supervision was routinely done. The procurement processes for the emergency water purifier plant and a contractor to backfill the three acres of land at Namanve Industrial Park in Bweyogerere had been initiated.

## **Conclusion**

The performance of the project during the first half of FY 2014/15 is rated as good at 60%. The release performance was very good (74%) and resource absorption excellent at 97%.

## **Recommendation**

The OPM in liaison with the district should put a clear guidelines and systems in place and fast track the process of allocation and demarcation of land purchased so that communities are re-settled.

## **11.2.2 Peace Recovery and Development Programme (PRDP) - Project 0932**

### **Background**

The Government launched the PRDP in 2007 with an overall goal of stabilizing Northern Uganda and setting a firm foundation for recovery and development. Specifically, the programme aims at promoting socio-economic development of communities to bridge the gap between the North and the rest of the country. Full-scale implementation started in July 2009 and ended in June 2012.

The second phase builds on the programmatic framework established under phase one and currently covers 55 districts and nine municipalities in the greater North covering eight (8) sub-regions of West Nile, Acholi, Bunyoro, Lango, Teso, Karamoja, Elgon and Bukedi. The OPM coordination unit centrally handles all incomes, expenditures and procurements for the project except for the operational funds that are sent directly to the respective district accounts. Box 11.1 provides a summary of the project profile.

### **Box 11.1: Peace Recovery and Development Programme (PRDP-2)**

**Implementing agency:** OPM

**Source of funding:** GoU and donor

**Implementation period:** 01<sup>st</sup> July 2012- 30<sup>th</sup> June 2015

**Objectives:**

- To initiate, design, coordinate and implement special programmes and projects for the troubled and disadvantaged areas of Northern Uganda and Karamoja regions.

**Project Outputs:**

- Peace dialogue aimed at resolving armed conflict in Northern Uganda promoted
- Presidential pledges fulfilled to war victims and general rehabilitation of war affected areas in Northern Uganda including support to war victims and provision of resettlement Kits.
- Monitoring and supervision of Government programmes and activities implemented under PRDP undertaken

**Source: MFPED PIP FY 2014/15-2016/17**

The key planned annual outputs during FY 2014/15 included:

- Restocking Programme: 18,600 cattle procured for the Sub regions of West Nile, Lango, Teso and Acholi; Coordination, Monitoring and Inspection visits on restocking carried out and operational funds for beneficiary Local Governments disbursed.
- Pacification and development; these included presidential pledges- 700 Oxen; 350 oxploughs for the youth and women's groups to promote Commercial agriculture; 50 Rice Hullers; 50 Maize mills; 100 Cassava chippers; 8000 bags of cement; 10,000 Iron sheets; 31,454 hand hoes procured for women groups, youth groups and other farmers; skills training provided to 700 beneficiaries.
- Purchase of Motor Vehicles and Other Transport Equipment; these were Presidential Pledges- 200 Tool Kits for bicycle repairs, 200 Tool Kits for Motorcycle repairs for Youth in Northern Uganda and 160 motorcycles procured.
- Government Buildings and Administrative Infrastructure; these presidential pledges were - One Chief complex (palace, offices and cultural centre) in Lango, 33 Low cost houses for vulnerable groups (former IDPs) in Northern Uganda, and Butaleja Produce Store constructed.
- Purchase of Specialised Machinery & Equipment: Presidential pledge- six Hydraform machines procured for distribution to all six sub regions of Northern Uganda; 300 youth/women trained; 400 Sewing Machines for Women and Youth groups and eight tractors procured for distribution in Northern Uganda to farmer groups.
- Transfers to Government units; these included support to the 422 youth with vocational training skills at the Northern Uganda Youth Development Centre (NUYDC) and Support to Women and Youth Micro projects provided

- Implementation of PRDP coordinated and monitored: Six sub regional planning meetings to prepare annual work plans for the PRDP grant held; six sub regional meetings on PRDP implementation; eight sector meetings to review Local Government PRDP work plans and; monthly coordination meetings on PRDP implementation at the OPM, Gulu regional office held and staff in Northern Uganda department trained in statistical data analysis tools.

## Findings

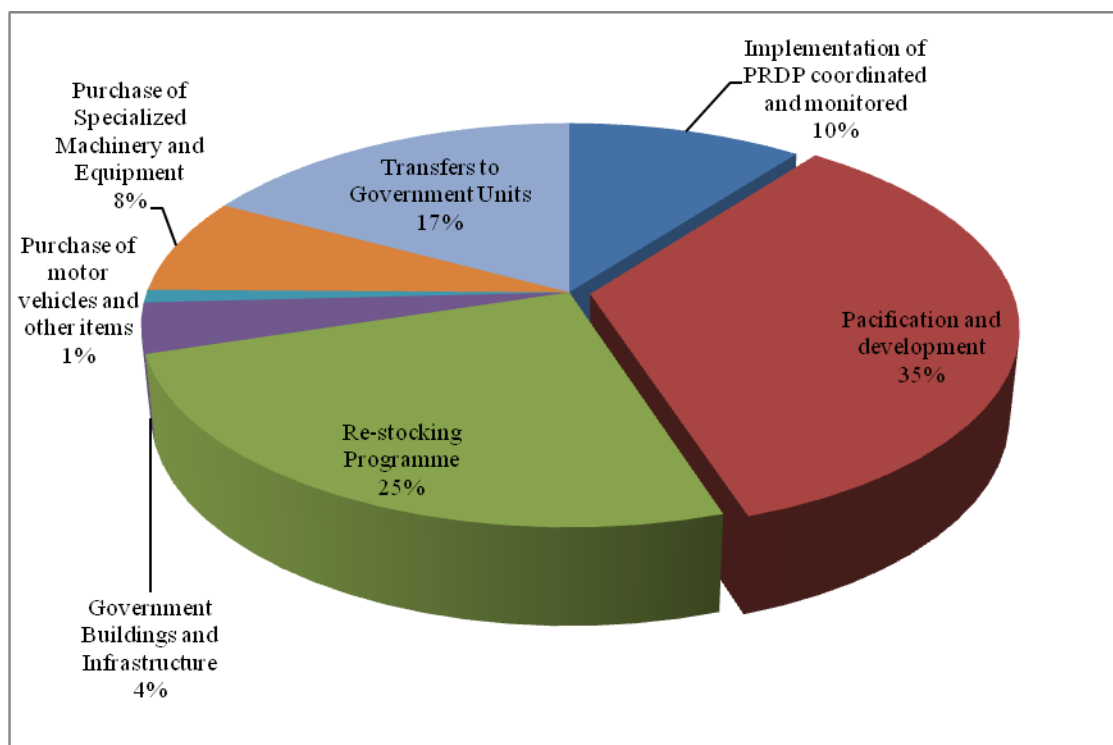
### i) Financial performance

The approved budget for PRDP-2 in FY 2014/15 is Ug shs 30.01 billion. A total of Ug shs 12.40 billion (41%) was released and Ug shs 4.35 billion (35%) spent by 31<sup>st</sup> December 2014. Release was excellent but resource absorption was below average.

The low absorption was attributed to the outbreak of the Foot and Mouth Disease (FMD) which forced MAAIF to impose quarantine on movement of animals in Northern Uganda thus affecting the restocking exercise in the region.

The slow and lengthy procurement processes by Public Procurement and Disposal of Public Assets Authority (PPDA) affected the achievement of most outputs of the development budget. The key expenditures incurred are shown in Figure 11.2.

**Figure 11.2: Expenditure performance of project 0932 by 31<sup>st</sup> December 2014**



Source: IFMS data

Of the released funds, 35% was spent on agricultural supplies, travel inland and rent to private entities.

## ii) Physical performance

### (a) Past performance

The OPM reported the following achievements during FY 2013/14:

- A total of 25,385 items were procured and distributed to beneficiaries across the Northern region.
- Low cost houses for vulnerable groups (former IDPs) in Northern Uganda were constructed.
- Sixteen suppliers were contracted to provide 18,600 cattle for re-stocking of Northern Uganda in the sub regions of Acholi, Lango and Teso, West Nile.
- Operational funds to 32 LGs in Northern Uganda were disbursed for selection and training of beneficiaries of the restocking programme.

### (b) Field findings

By 31<sup>st</sup> December 2014, 32 districts from the sub regions of Acholi, Lango, Teso and West Nile were allocated funds for the restocking programme and operational funds under PRDP-2 project (Table 11.3). The sub regions received presidential pledges

**Table 11.3: Overall disbursement of PRDP-2 funds and Presidential pledges by Sub region FY 2014/15**

Re-stocking Allocations (Ug shs millions)	West Nile No. of districts (8)	Lango (8)	Acholi (7)	Sebei (7)
Funds for Animals	4,656,000,000	4,655,000,000	4,653,000,000	4,668,000,000
Funds for operations	210,000,000	209,999,999	210,124,163	210,000,001
Total	4,866,000,000	4,864,999,999	4,863,124,163	4,878,000,001
Presidential Pledges (Items)	West Nile	Lango	Acholi	Sebei
Cement (bags@ 100 kg)	1,200	2,000	500	-
Iron sheets	3,950	2,900	2,300	-
Hydra form machines	3	3	1	3
Hand hoes	40,000	20,000	47,000	-
Motorcycle	1	23	-	-
Bicycles	-	-	300	-
Ox-ploughs	150	115	125	-
Sewing machines	-	-	20	-
Total number of items	45,304	25,041	50,246	3

Source: PRDP Coordination Unit



Eight districts were sampled in the northern region of West Nile, Acholi and Lango sub regions that were implementing PRDP-2 during FY 2014/15; Arua, Nebbi, Nwoya, Gulu, Apac, Lira, Kole and Oyam.

### **A. West Nile Sub-Region**

The sub region constitutes of Adjumani, Arua, Koboko, Maracha, Moyo, Nebbi, Yumbe and Zombo districts. Two districts of Arua and Nebbi were sampled and monitored.

#### **Arua district**

The PRDP-2 project activities are implemented in 27 sub counties and 167 parishes. The district was allocated Ug shs 1,031,165,009 for the restocking programme of which Ug shs 996,000,000<sup>2</sup> (96%) was meant for procuring animals and Ug shs 45,165,009 (4%) for operations.

#### **(i) Restocking programme output**

The district received operational funds on the 4<sup>th</sup> November 2014 however; by 12<sup>th</sup> January 2015 funds had not yet been uploaded on IFMS. Details for expenditure were communicated to MFPED for uploading but there was no feedback.

By 31<sup>st</sup> December 2014, restocking had not yet been implemented. The district undertook the following operational activities between July and December 2014: (a) Selection of beneficiaries at parish level- 1,004 beneficiaries of heifers in 167 parishes (6 beneficiaries per parish); (b) Selection of 167 beneficiaries for exotic/ improved bulls for crosses (one bull per parish); and (c) Submission of lists to OPM to be included in their data base.

#### **(ii) Pacification and Development output**

Items for three presidential pledges were delivered to the district a) 400 bags of cement to be distributed among four beneficiaries with each taking 100 bags, b) 500 pieces of iron sheets to five beneficiaries with each taking 100 pieces and c) one Hydra form machine to be used by a youth group in the district.

Three beneficiaries for presidential pledges in Arua Municipality were assessed for receipt and implementation.

- **Mvara Youth Dri group:** The group received 100 bags of cement and one Hydra form machine with some parts missing in October 2014. The group sold off the bags of cement at Ug shs



**Hydra form for Mvara Youth Dri Youth group at Arua district Offices**

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<sup>2</sup>Procurement of animals is done by OPM and district only receive operational funds

30,000 per bag as the life span of the cement was three months. The group had so far collected Ug shs 1,300,000 from the bags sold however the money was banked on the individual account

The district was yet to replace the missing parts of the hydra form machine before handing it over to the youth group.

- **Arivu Catholic Parish:** The church is located in Engwabi village, Ombavu parish; Arivu Sub County and received 100 bags of cement to be used for renovation; plastering the bell fry, external walling around the church as well as cementing the floor.

By 12<sup>th</sup> January 2015, the cement was still stored at the church as the processing of a loan to proceed with the works was ongoing.

- **Kuluva Church of Uganda:** The church located in Kuluva parish, Vura Sub County has a seating capacity of 500 people. It received 100 iron sheets that were to be used for roofing, which is on going.



**Iron sheets delivered to Kuluva Church of Uganda kept in store in Arua district**

### **Implementation challenges**

- The Arua District Production Account had not accessed funds through the IFMS.
- Inadequate staff. There are only four veterinary officers in the district to cover 28 sub-counties.
- Delivery of incomplete Presidential pledge items.

### **Recommendations**

- The MFPED (IFMS help desk) should expeditiously rectify the IFMS system challenges to allow the district access funds.
- The MoPS, MFPED and the district should revise the structure and budget on recruitment of veterinary staff per district for adequate service to the communities

### **Nebbi District**

The district is comprised of 13 sub counties and two Town Councils: Nebbi T/C and Packwach T/C, subcounties; Nebbi, Atego, Ndew, Kucwiny, Nyaravur, Parambo, Akworo, Packwach, Panyimur, Panyango, Alwi, Wadelai and Erussi.

The district was allocated Ug shs 522,537,098 during FY 2014/15, of which Ug shs 498,000,000 (95%) was for procuring animals and Ug shs 24,537,098 (5%) for operations.

### (i) Restocking programme output

The restocking programme had not yet been implemented. This was attributed to the outbreak of the Foot and Mouth Disease (FMD) which forced MAAIF to impose quarantine on movement of animals in Northern Uganda.

### (ii) Pacification and Development output

The district acknowledged receipt of 500 bags of cement for five beneficiaries each taking 100 bags and 950 pieces of iron sheets for six beneficiaries. Nebbi T/C and Panyango Sub County were visited to verify receipt and level of implementation. The three groups visited had received the presidential pledge items.

- **Mzee Othondre Santino:** The beneficiary is a former war veteran of Acher village, Abindu parish, Nebbi Town Council. He received 100 bags of cement and 100 iron sheets for constructing a house. The cement got spoilt due to prolonged storage. Iron sheets were kept in the district store waiting for more materials.
- **St. Jude Catholic Church:** The church is located at Owiny Primary School, Utulokinde village, Pokwero parish; Panyango sub county and received 100 bags of cement. All bags of cement were used however, they were not enough.
- **Dash Church of Uganda:** The church is located at Kall village, Pokwero parish; Panyango sub county and received 100 iron sheets that were used for roofing



**Left: Bags of spoilt cement belonging to Mzee Othondre Santino kept at the district store in Nebbi T/C. Right: Dashi Church of Ugandaroofted with iron sheets in Panyango sub county, Nebbi district**

### Challenge

Inadequate presidential pledges that stall works and yet the communities do not have capacity to complete the programmes.

### Recommendation

The communities should devise means of raising funds with NGOs so that the projects are accomplished.

## **B. Acholi Sub Region**

### **Nwoya district**

The district has four subcounties; Alero, Anaka, Koch Goma and Purongo sub counties and project activities were implemented in Alero, Anaka, and Purongo.

The district was allocated Ug shs 392,478,108 during FY 2014/15 of which Ug shs 375,000,000 (96%) was for procuring animals and Ug shs 17,478,109 (4%) for operations.

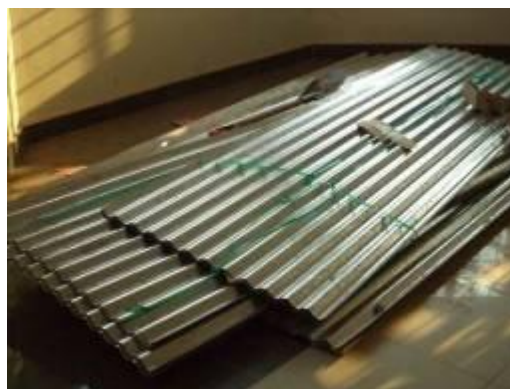
#### **(i) Restocking programme output**

By 31<sup>st</sup> December 2014, the programme had not started due to the outbreak of foot and mouth disease.

#### **(ii) Pacification and Development output**

The district received 300 pieces of iron sheets as a Presidential Pledge by December 2014. The iron sheets were to be distributed to four hard to reach primary schools within the district; namely; Ajubi (50 iron sheets), Mullila (50 iron sheets), Lodi (100 iron sheets), and Ywaya (100 iron sheets).

By December 31<sup>st</sup> 2014, 50 pieces of iron sheets were supplied to Ajubi Primary School. The balance of 250 iron sheets for Mullila, Lodi and Ywaya were still kept at the district store.



**Undistributed Iron sheets kept at Nwoya district store**

### **Challenge**

Political interference in the distribution processes of presidential pledges.

### **Gulu district**

The project activities are implemented in the sub counties of Palaro, Patiko, Awach, Lakwana, Bungatira, Bobi, Lalogi, Odek and Paicho.

A total of Ug shs 887,294,658 was allocated to the district for FY 2014/15 under the restocking programme of which Ug shs 850,000,000 (96%) was for animals and Ug shs 37,294,658 (4%) for operations.

#### **(i) Restocking programme output**

By 15<sup>th</sup> January 2015, restocking had been implemented. The operational activities that were carried out included: sensitization, training and selection of beneficiaries on basic animal husbandry; supply and distribution of 911 (Ankole longhorn and Zebu shorthorn) cattle between May and November 2014. A detail of actual expenditure on operational funds was not availed to the team.

The two sub counties of Ongako and Lakwana were sampled and monitored to verify receipt and progress.

- **Ms. Atim Doreen:** The beneficiary is a Person with Disability (PWD) from Teogali village, Patuda parish; Ongako sub county. She received one Ankole cow in October 2014. She reported that the cow had been taken for grazing.
- **Mr. Komakech Micheal:** The beneficiary is a youth from Keto village, Lenero Bar parish; Lakwana Sub County received an Ankole cow in December 2014. The cow was young and healthy.
- **Mr. Onen Genesio:** The beneficiary is a war veteran from Teogali village, Patuda parish; Ongako sub county. He received an Ankole cow in October 2014. The cow was young and in good health.



**PRDP heifer belonging to Mr. Komakech Micheal in Lakwana sub county, Gulu district**

### **Implementation challenges**

- The supplier M/s Rohi Servives Limited delayed to supply cattle.
- Some cattle died during transportation hence some beneficiaries did not receive benefit.e.g Unyama Sub County.

### **Apac district**

The district has nine sub counties and two town councils; Apac and Aduku T/C; subcounties Apac, Kyegere, Akokoro, Ibuje, Inomo, Abomole, Chawente, Nambyeso, Aduku. The district officials acknowledged implementation of PRDP activities.

A total of Ug shs 612,603,257 was allocated to the district for the restocking programme for FY 2014/15, of which Ug shs 585,000,000 (95%) was for animals and Ug shs 27,603,257 (5%) for operations.

#### **(i) Restocking programme output**

The restocking programme for FY 2014/15 had not been implemented as the supplier was still delivering the last batch of animals for FY 2013/14. By 31<sup>st</sup> December 2014, the operational activities that were carried out included: Sensitization meetings of all L.C V Councilors, Resident District Commissioner (RDC), District Internal Security Operator (DISO), all LC III chairpersons, sub county Chiefs, Heads of Departments, Community Development Officers, GISOs, sub county extension workers and opinion leaders.

Other activities included identification and selection, compilation of the lists of beneficiaries in all the sub counties for DEC approval and onward submission to OPM, facilitation to District restocking committees for supervision and monitoring of activities in all the parishes.



## **(ii) Pacification and Development output**

The district received 250 bags of cement, 150 pieces of iron sheets and 2 motorcycles in December 2014. Apac Town Council was visited to verify receipt and progress.

**Apac Youth Network:** The group is located in Apac Town Council. They received one motorcycle, 100 bags of cement, 100 iron sheets and one hydra form machine in October 2014. However the hydra form machine was given to the youth with some parts missing. The youth coordinator uses the motorcycle for coordination of activities such as advocating for economic empowerment for youth (skills training and help youth to benefit from Government programs). Bags of cement and iron sheets were kept at the district store. These were meant for construction of an office block for the youth of Apac district.



**Left: motor cycle and right: bags of cement and iron sheets belonging to Apac Youth Network kept at the district stores in Apac Town Council, Apac district**

## **Lira district**

The district has nine sub-counties; Aromo, Agwen, Ogut, Ngetta, Adekokok, Barr, Amach, Agali and Lira. The project is implemented in all sub-counties. A total of Ug shs 853,273,049 was allocated to the district for the restocking programme for FY 2014/15, of which Ug shs 816,000,000 (96%) was for animals and Ug shs 37,273,049 (4%) was for operations.

### **(i) Restocking programme output**

The restocking activity had not yet been implemented. A detail of the actual expenditure on operational funds was not availed to the team. By 31<sup>st</sup> December 2014, the selection of 896 beneficiaries in the nine sub counties was implemented.

### **(ii) Pacification and Development output**

The district received 200 bags of cement to be distributed among three beneficiaries, 1,350 pieces of iron sheets to be distributed among 31 beneficiaries and 6 motorcycles. Three beneficiaries of Lira Municipality and Adekokok subcounty were visited to verify receipt and progress.

- **Lira Catholic Archdiocese:** The diocese is located in Lira Municipality and received two motorcycles in November 2014. The Secretary to the Bishop uses one motorcycle while the other is for the Justice and Peace Mission.
- **Junior Poultry and Piggery Youth Group:** The group is located in Obato village, Akia Parish; Adekokok sub county. They received 100 bags of cement that were for construction of a piggery house.
- **Mr. Sam Atul:** The beneficiary is a Lango Journalist of Akau Idepe village, Barapo parish, Lira Municipality. He received 40 pieces of iron sheets. The beneficiary was still keeping the iron sheets as he saves funds for construction materials.



**Left: One of the motorcycles received by Lira Catholic Diocese; right: Poultry house built by the Junior Poultry and Piggery (Youth Group) using the cement pledged in Lira district**

### **Kole district**

The district is comprised of six sub counties namely Alito, Aboke, Ayer, Bala, Akalo and Ayere T/C. The PRDP-2 activities are being implemented in all these sub counties. A total of Ug shs 482,322,819 was allocated to the district for the restocking programme in FY 2014/15, of which Ug shs 462,000,000 (96%) was for animals and Ug shs 20,322,819 (4%) for operations.

#### **(i) Restocking programme output**

By 31<sup>st</sup> December 2014, the restocking programme had not yet been implemented. However, Ug shs 12,559,000 (62%) of the operational funds had been spent on sensitization of 100 stakeholders on the restocking programme; identification of 451 beneficiaries from six sub-counties; training of 200 farmers and three liaison visits to OPM and the Ministry of Agriculture Animal Industry and Fisheries (MAAIF) .

## (ii) Pacification and Development output

The district received 400 bags of cement to be distributed among four beneficiaries; 250 pieces of iron sheets between two beneficiaries; one hydraform machine; 30 ox-ploughs; and two motorcycles.

Ayer Sub County, Adyeri Division and Ayere T/C were sampled and visited to verify receipt of items by beneficiaries and track progress of implementation.

- **Barmindyang Primary School:** The school is located in Obale village, Telela parish; Ayer sub county and received 100 bags of cement and 100 iron sheets in November 2014. Some bags of cement were used for cementing the school verandah and constructing the school toilet, however, iron sheets were still kept in the school store, awaiting parent's contribution towards the construction of teacher's houses.
- **Agro- based youth coordination:** The youth group is located in Akitenino village, Omiro parish; Adyeri Division and they received one motor cycle in November 2014. The youth chairperson uses the motor cycle to coordinate activities of the group.
- **Onenanyim Women's group:** The group comprised of 25 members (20 females and 5 males) is located in Wigweng village, Eastern Ward B Parish; Ayere Town Council received one ox plough in November 2014. The group is saving to buy a cow to be used with the ox plough for ploughing during the rainy season.



**Left: Newly constructed toilets; right: Motorcycle belonging to Agro-based Youth Coordination Group in Kole district**

## Oyam district

The district is comprised of 12 sub counties; Achaba, Minakulu, Myene, Kamdini, Aber, Loro, Icene, Otwal, Aleka, Ngai, Abok and Oyam T/C. The PRDP-2 activities are implemented in all.

A total of Ug shs 789,364,588 was allocated to the district for the restocking programme for FY 2014/15, of which Ug shs 756,000,000 (96%) was for animals and Ug shs 33,364,588 (4%) for operations.



**(i) Restocking programme output**

By 31<sup>st</sup> December 2014, the restocking programme had not yet been implemented. Funds for operational activities had not yet been spent as it took long for the district accountant to locate the funds meant for operational activities on the general district account however; the selection of 802 beneficiaries from all the 12 sub counties was done.

**(ii) Pacification and Development output**

The district received items that were to be distributed by CAOs office and these included; 250 bags of cement to three beneficiaries, 50 pieces of iron sheets to one beneficiary institution, 5000 hand- to selected beneficiaries and one motorcycle to one beneficiary however, by December 2014, only cement, iron sheets and the motorcycle had been distributed.

St. James Chapel Atipe in Asaba sub-county was sampled and visited to verify receipt of items by beneficiaries and implementation.

- **St James Chapel Atipe:** The church is located in Atipe B Cell Village, Dogaapio parish; Asaba sub county and received 100 bags of cement of which 80 bags were sold for Ug shs 30,000 each.

The funds were used to buy timber for roofing and one truck of bricks to complete the church. The 20 bags were to be used for cementing.



**St. James Atipe at roofing level in Oyam district**

**Purchase of Motor Vehicles and Other Transport Equipment:** By 31<sup>st</sup> December 2014, four departmental vehicles were repaired and new tyres procured.

**Government Buildings and Administrative Infrastructure:** By 31<sup>st</sup> December 2014, only one out of the three activities under this output had taken been implemented. The construction works for Butaleja produce store was at foundation level. This was due to technicalities in land ownership, divisions within the traditional institutions (Owitong) and Architectural Drawings. This resulted to issuing a call off order for the construction.

**Purchase of Specialised Machinery and Equipment:** By 31<sup>st</sup> December 2014, all three activities under this output were implemented. Six hydraform machines had been delivered at URA customs awaiting payment of taxes, 400 sewing machines for Women and Youth groups were procured and one training session for 150 beneficiaries of Hydraform technology was implemented at Abia institute Alebtong district.

**Transfers to Government units:** By 31<sup>st</sup> December 2014, activities were fully implemented. Funds were disbursed to 422 youth with vocational training skills at Northern Uganda Youth Development Centre (NUYDC) and five micro projects to support women and youth.

**Implementation of PRDP coordinated and monitored:** By 31<sup>st</sup> December 2014, four out of six sub regional meetings were held; four out of eight sector meetings to review Local Government PRDP work plans and six monthly coordination meetings on PRDP implementation at the OPM Gulu regional office held were held.

### **Challenges**

- Technicalities in land ownership, divisions within the traditional institutions (Owitong) and Architectural Drawings affected implementation
- Delivery of incomplete Presidential Pledge items.
- Delays by suppliers to deliver cattle.
- Outbreak of foot and mouth disease.

### **Analysis**

#### ***Link between financial and physical performance***

A percentage release of 35% was spent by 31<sup>st</sup> December 2014. Of the spent funds, 35% were on pacification and development items namely agricultural supplies, Rent – (Produced Assets) to private entities and Travel inland; 25% was spent on restocking programme item under funds for operations for districts; 13% was spent on Transfers to Government Units (funds disbursed to the NYDC for their operations for Q1 and Q2 for FY 2014/15 and five micro-projects); 12% on Purchase of Specialized Machinery and Equipment (sewing machines and hydra form machines); 10% on implementation of PRDP coordinated and monitored (meetings on PRDP implementation); 4% on Government Buildings and Administrative Infrastructure (foundation works on Butaleja produce store) and 1% on Purchase of Motor Vehicles and other Transport Equipment (repair of four departmental vehicles and procurement of tyres for departmental vehicles).

#### ***Achievement of set targets***

- Purchase of Motor Vehicles and Other Transport Equipment: The activities carried out included repair of four departmental vehicles and procurement of new tyres.
- Government Buildings and Administrative Infrastructure: One out of the three planned targets was achieved at 33%. The contractor for the Butaleja produce store was carrying out foundation works. A call off order for the construction of the low cost houses was issued due to some technicalities of land ownership, divisions within the traditional institutions (Owitong).
- Purchase of Specialised Machinery & Equipment: This output was 75% achieved. Three out of four targets were achieved. Six Hydraform machines and 400 Sewing Machines were procured for Women and Youth groups and one training session for 150 out of 300 beneficiaries of Hydraform technology at Abia institute Alebtong was carried out.
- Transfers to Government units: This output was 100% achieved. Funds were disbursed to the NYDC for their operations and five micro-projects were financially supported by Q2.
- Implementation of PRDP coordinated and monitored: This output was 79% achieved. Six sub regional planning meetings to prepare annual work plans for the PRDP grant; four out of six sub regional meetings held on PRDP implementation; four out of eight sector meetings to review Local Government PRDP work plans and six monthly coordination meetings were held at the OPM Gulu regional office on PRDP implementation.

- Pacification and development: This output achieved 22% of its targets. Two out of the nine items were partially achieved. Only 3000 out of 8000 bags of cement and 5000 out of 10,000 iron sheets were delivered to OPM stores. The procurement process for the Oxen, maize mills, Rice hullers and Ox-ploughs was ongoing (at bid evaluation stage) and the skills training had not taken place.
- Restocking Programme: Only two out of three planned targets were achieved (67%). one monitoring visit on Restocking programme and operational funds were disbursed to beneficiary districts. Call off orders was issued for supply of cattle.

### ***Comparative analysis***

In the seven districts visited, cattle had been delivered to beneficiaries in Gulu. The programme had not been implemented in Arua, Nebbi Nwoya, Kole, and Oyam and Lira districts, due to the outbreak of foot and mouth disease. Lira, Gulu and Kole had utilized some of their funds meant for operational activities, for Apac and Arua funds had not been credited to the districts accounts.

### **Conclusion**

The PRDP-2 is rated as having performed fairly at 54%. By 31<sup>st</sup> December 2014, only one of the core indicators was substantially achieved.

### **Recommendations**

- The District Local Governments should consult with the traditional institutions to Sort out the land disputes that affect implementation.
- The OPM and the districts should enforce rules , regulations and penalties to ensure Presidential pledge items are fully delivered.
- The OPM should enforce strict guidelines for suppliers to adhere to regards the distribution of cattle.

## **11.2.3 Resettlement of Landless Persons and Disaster Victims**

### **Background**

The project started in 2006 to resettle landless persons and these included people of Northern Uganda displaced by the LRA war, Teso affected by cattle rustling and rebellions, Mt. Elgon affected by landslides and the Ugandans expelled from Tanzania. The project period is nine years with effect from 1<sup>st</sup> July 2006 to 30<sup>th</sup> June 2015

The key planned annual outputs for FY 2014/15 included:

- National Relief Store at Namanve Constructed
- 25 district disaster management committees (DDMCs) (DDPCs) and sectors/MDA's trained on disaster, registration and resettlement (DRR); early warning systems established and functionalized in key government sectors.
- Purchase one twelve tonne truck

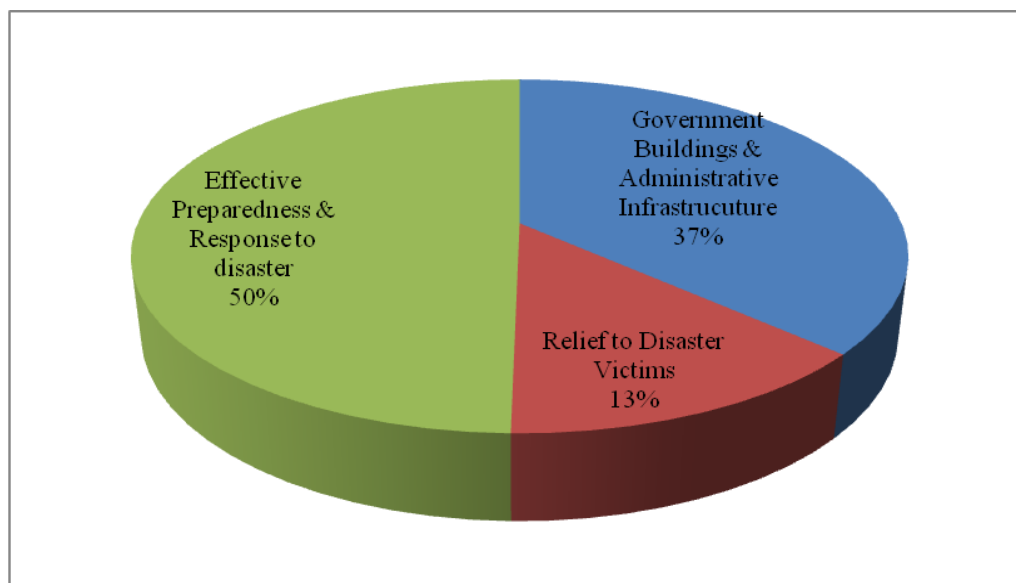
- Contingency plans prepared
- Internal Displaced Persons (IDPs) returned and resettled, Refugees settled and repatriated: Registration and resettlement of IDPs and emergencies done
- Relief food and non food items provided.

## Findings

### i) Financial performance

The revised budget for FY 2014/15 is Ug shs 1.948 billion of which Ug shs 1.121 billion (56%) was released and Ug shs 738.973 million (66%) spent by 31<sup>st</sup> December 2014. The project exhibited excellent release and good resource absorption. The key expenditures incurred are shown in Figure 11.3.

**Figure 11.3: Expenditure performance of Project 1235 by 31<sup>st</sup> December 2014**



*Source: IFMS data*

Allocative efficiency was good with 50% of the released funds spent on items that are critical to effective preparedness and response to disasters.

### ii) Physical performance

#### a) Past performance

The OPM recorded the following achievements during FY 2013/14:

- A total of 125, 8000 kgs of maize flour and 4,300 kgs of beans were procured and distributed to 56 districts

- Land was acquired in Namanve Industrial Park in Bweyogerere for construction of a fully-fledged National Emergency Coordination and Operational Centre (NECOC)
- A total of 5,000 expellees from Tanzania were resettled at Sango-Bay
- Assorted relief items 2,624 tarpaulines, 3,193 blankets, 4,200 mosquito nets, 370 plates, 800 cups, 26 camping tents, 3,543 jerry cans, 800 saucepans, 500 packets of Mama Kits and 3,743 basins were distributed to disaster-hit communities.

## **b) Field findings**

**Construction of the National relief store at Namanve commenced:** The proposed site for construction works of the National relief store is at Namanve, Bweyogere. The contract was awarded to M/s Africon Construction (U) Limited at a sum of Ug shs 745,296,585 for a period of 12 months with effect from 1<sup>st</sup> August 2014.



**Ongoing works on the sub structure of the relief store at Namanve**

By 31<sup>st</sup> December 2014, works were at sub structure level and four acres of land had been backfilled. The contractor had so far been paid Ug shs 256,699,542 (34%).

**Effective preparedness and response to disasters:** Three out of four outputs were achieved at 85%. The project together with Ministry of Water, Environment and Sanitation installed a new flood early warning system (EWS) in Butaleja. Draft contingency plans were prepared for Iganga, Busia, Butaleja, Ngora and Kanungu. Three regional trainings were organised on DRR with the Education sector for the districts of Karamoja, Acholi, West Nile, West and South Western Uganda. A total of 12 DDMCs out of 25 were established and trained in the districts of Iganga, Busia, Butaleja, Ngora and Kanungu.

**Purchase of one twelve tonne truck:** funds required for purchase of the truck were insufficient. therefore the output was not achieved.

**Registration and resettlement of internally displaced people (IDPs):** The project identified 3000 acres of land for resettlement of Ndorobo and Yatui displaced communities with surveys ongoing. Mark stones were placed for 111 out of 502 households registered.

Disaster assessments and emergency operations were conducted during the month of December 2014 in the districts of Sironko, Koboko, Amuria, Katakwi, Nebbi, Rukungiri, Ntoroko, Pader, Agago, Kabale, Kamwenge, Mbarara and Gulu.

**Provision of relief food and Nonfood items to IDPs:** The project distributed 5983 bags of maize flour and 1894 bags of beans each 100kg as relief food items and 35,460 items as non-

food relief items (5900 iron sheets, 1850 tarpaulins, 1840 blankets, 950 jerrycans, 1700 plastic cups, 1600 plates, 960 mosquito nets, and 850 saucepans and 150 basins) to 24 districts<sup>3</sup>.

Over 91,000 people affected by floods, insecurity, border disputes, hailstorms, wild-animals destruction, fire and rainstorm benefited from the relief food and nonfood items. The police/security for refugee camp, Tanzania expellees, IDPs and crime preventers benefitted from the relief items as well.

## **A. Northern region**

### **Nebbi district**

The district received 250kg of relief food items and 320 non-food items that were distributed to 2,500 people affected by floods and hailstorm in Alwi and Panyamur sub-county. A Focus Group Discussion (FGD) was held with eight affected people in Alwi sub-county in September, 2014.

#### **Focus Group Discussion with IDPs in Alwi Sub County**

The group acknowledged receipt of food and non-food items however, the food was not enough a bag of maize was shared among eight people while a sack of beans was shared among 30 people.

The group also reported that items were distributed a month after the disaster.



**FGD with some members that received relief items in Alwi sub county, Nebbi district**

### **Challenges**

- Delays to respond to disasters due to late submission of emergency requests by lower local governments
- Inadequate supplies to the affected people

### **Recommendation**

- The Districts should ensure that lower local governments expeditiously submit information regarding disasters for timely response.

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<sup>3</sup>Sironko, Kamuli, Ngora, Amuria, Butaleja, Moyo, Bushenyi, Nebbi, Ntoroko, Mbarara, Bukedea, Kabale, Wakiso, Moroto, Kamwenge, Tororo, Kasese, Gulu, Ntungamo, Buhweju, Hoima, Buyende, Namutumba, Oyam, Aleptong, Lamwo, Ntoroko, Mbarara



- The OPM should carry out wide consultations with stakeholders before supplies are distributed

## **B. Central region**

### **Wakiso district**

The district received 750 bags of cement and 600 pieces of iron sheets as relief nonfood items. Ten individuals groups from Wakiso district received 560 bags of cement and 290 pieces of iron sheets; three institutions received 190 bags of cement and 310 pieces of iron sheets.

While, 100 bags of beans and 100 bags of maize flour each weighing 100kgs and were distributed to UWESO- Masulita Sub County for the street children.

## **C. Eastern Region**

### **Kapchorwa district**

The district received 100 bags of beans and 300 bags of posho as relief food items in December 2014. Some of the items were to be distributed to Bukwo and Kween districts, although they were being kept at the Kapchorwa District Local Government stores waiting commissioning by the political leadership. By February 2015, some of the maize flour was spoilt and most bags torn.



**Left: Bags of spoilt maize flour; Right: bags of maize and beans stored at the reception area in the engineering department in Kapchorwa district LG**

## **D. Western region**

### **Mbarara district**

The district received 30 bags of beans, 60 bags of maize flour and 200 iron sheets for the sub-counties of Bugamba, Mwizi and Ndeijja. The hailstorms that destroyed plantations and infrastructure occurred in October 2014 and relief was provided in the month of November 2014.

Rukandangye Primary School and Church of Uganda received 100 iron sheets; Kalamulani Primary School received 100 iron sheets; and 465 households received 30 bags of maize flour and 15 bags of beans in Bugamba Sub County while 225 households in Ndejja Sub County received 30 bags of maize flour and 15 bags of beans.

By 18<sup>th</sup> February 2015, construction works at both Rukandangye Primary School and Church of Uganda and Kalamulani Primary School were ongoing.

### **Implementation Challenges**

- Delay in the distribution of food items. By February 2015, food items meant for Kapchorwa, Bukwo and Kween districts that were delivered by December 2014 were still at the district stores, with some bags of maize spoilt.
- Poor storage of food items resulted to some bags getting torn and as a result some items pouring and others going bad.

### **Analysis**

#### **Link between financial and physical performance**

There was a good link between the financial and physical performance of the project as 37% of the releases were spent on construction of National Relief Store at Namanve; 27% on training of 10 DDMCs; preparation of draft contingency plans for Iganga, Busia, Butaleja, Ngora and Kanungu districts ; three regional trainings on DRR with education sector for districts of Karamoja, Acholi and West Nile, West and South Western Uganda were organized; and the NECOC and Butaleja flood EarlyWarning systems) were established and functional; 23% on registration and resettlement of Internally Displaced Persons (IDPs), and emergencies were handled adequately); 13% was spent on relief food and non food items .

#### **Achievement of set targets**

The project performed well in terms of delivery of the key planned targets in the first half of FY 2014/15. Only four (91%) out of five performance targets were substantially achieved by 31<sup>st</sup> December 2014.

- Construction of National Relief Store was ongoing after backfilling of 4 acres at Namanve hence, target was partially achieved.
- Purchase one twelve tonne truck was not achieved because funds were insufficient.
- Two out of the three targets were achieved and these included trainings officials in Iganga, Busia, Butaleja, Ngora and Kanungu DDMCs; preparation of draft contingency plans for Iganga, Busia, Butaleja, Ngora and Kanungu districts ; establishment and functionalization of the NECOC and Butaleja flood Early Warning systems.
- Targets were substantially achieved; IDPs returned and resettled, refugees settled and repatriated, 3000 acres of land were identified for resettlement of 502 Ndorobo and Yatui displaced communities; surveys were ongoing for 111 out of 502 households. 20 out of 30 disaster assessments were conducted in 26 districts.
- Target was achieved. 5983 bags of Maize flour and 1894 bags of beans each 100kg as relief food items and 35,460 items as non-food relief items.



## Comparative analysis

Out of the four districts sampled; Nebbi, Kapchorwa, Mbarara and Wakiso, Nebbi, Mbarara and Wakiso utilization of relief was evident. This was attributed to good working relations between the district officials and affected communities compared to Kapchorwa, Bukwo and Kween where relief items had not been distributed and gone bad. The districts were waiting for distribution guidelines from OPM.

## Conclusion

The performance of during the first half of FY 2014/15 is rated excellent (80%). The project exhibited excellent release (56%) and good resource absorption (66%). Four out of five planned outputs and targets were achieved by 31<sup>st</sup> December 2014. The purchase of one twelve tonne truck was not achieved due to insufficient funds.

## Recommendation

The OPM issue guidelines on the distribution of relief items to the Office of the CAO to take up the responsibility for distribution.

### 11.2.4: Support to Luwero Rwenzori Development Programme

#### Background

The Support to Luwero Rwenzori Development Programme (LRDP) is a joint comprehensive development intervention that was designed to offset the effect caused by the NRM liberation war (1981-1986) and ADF insurgency of (1996-2003) that disrupted development of 39 districts<sup>4</sup> in the sub-regions of Luwero and Rwenzori. The project period is 1<sup>st</sup> July 2009 to 30<sup>th</sup> June 2015. Box 11.2 provides the LRDP project profile.

#### Box 11.2: Profile of the Support to Luwero Rwenzori Development Programme

**Mission:** To revamp the social and economic infrastructure; poverty reduction; and revive the productive systems among others affected.

**Objectives of the project:** To redress the adverse socio economic effects of the NRM liberation war (1981-1986) and ADF insurgency of (1996-2003) that disrupted development of 39 districts in the sub-regions of Luwero and Rwenzori and reduce the number of people living below the poverty line by 5% by 2015.

#### Expected outputs by June 2015

- Enabling communities in the 39 districts enhance their household incomes by promoting

<sup>4</sup>Bundibujjo, Ntoroko, Kasese, Kabarole, Kyenjojo, Kyegegwa, Mityana, Mubende, Luwero, Nakasongola, Nakaseke, Kyanzwani, Kiboga, Wakiso, Mukono, Kibaale, Butambala, Bukomansimbi, Gombe, Buvuma, Kalangala, Kayunga, Kiruhura, Kiryandongo, Mpigi, Kalungu, Lwengo, Masaka, Masindi, Rakai, Hoima, Bullisa, Insingiro, Ibanda, Lyantonde, Sembabule, Buikwe, Kamwenge, Mbarara

and supporting activities that increase agriculture production and productivity, value addition, processing and marketing, small and medium scale enterprises.

- Provide support to districts in order to improve critical district infrastructure in the health, roads, education, energy, water and environment sectors.

*Source: MFPED PIP 2014/15-2016/17*

The key planned annual outputs for FY 2014/15 include:

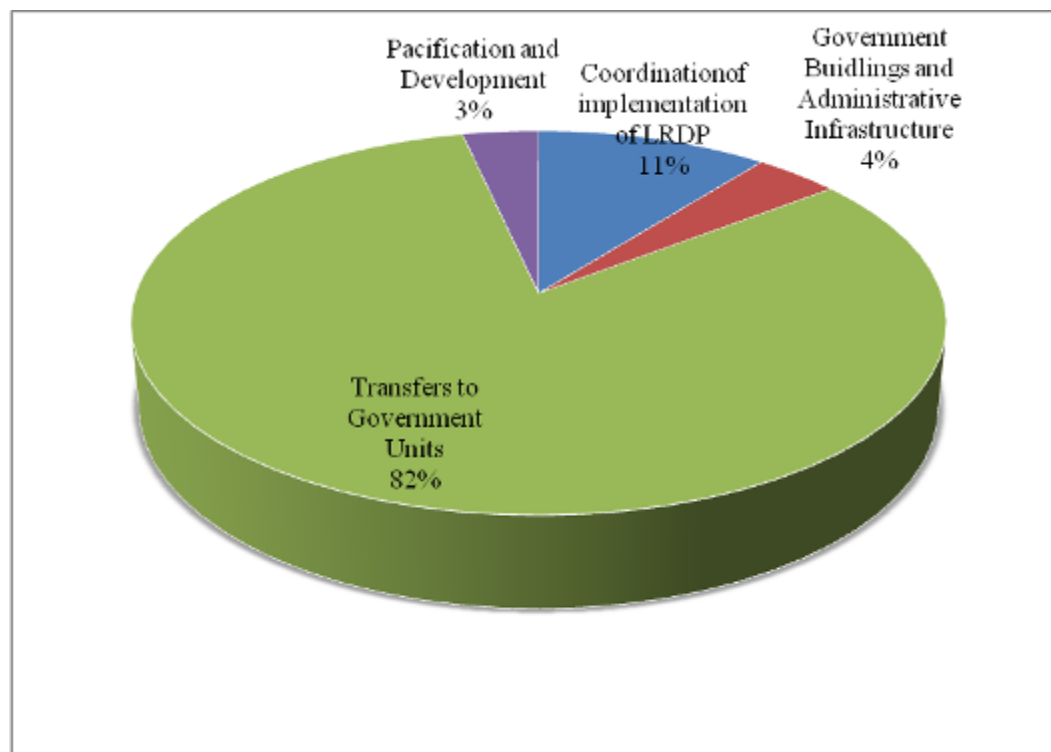
- Grants disbursed to 16 LRDP districts and 60 micro projects to support community driven enterprises to enhance household incomes for youth, women, farmer groups and people with disabilities (PWDs)
- Nalutuntu HC III completed and one regional office constructed in Luwero district.
- Two LRDP monitoring committee (LMC) and four Policy committee meetings held at regional level ; one Luwero Rwenzori Technical Working Group (LRTWG) monitoring conducted in the 43 districts of Luwero Triangle; 16 technical support supervision and monitoring missions undertaken; four political monitoring missions ; two study visits undertaken to Asian/or African countries; four reports on household income assessments in 14 districts prepared; seven vehicles for Luwero Triangle operational and maintained; office operational costs for 10 officers met.
- A total of 2,000 spray pumps procured and distributed. 16 crop nurseries established in former war zones

## **Findings**

### **i) Financial performance**

The approved budget for FY 2014/15 is Ug shs 9.782 billion of which Ug shs 5. 986 billion (61%) was released and Ug shs 5.330 billion (89%) expended by 31<sup>st</sup> December 2014. The project exhibited excellent release and resource absorption. Allocative efficiency was good with 82% of the released funds spent on Transfers to Government Units (Disbursing of grants to LRDP districts and support to micro projects). Figure 11.4 shows expenditure performance of the Support to LRDP.

**Figure 11.4: Expenditure performance of project 0022 by 31<sup>st</sup> December 2014**



*Source: IFMS data*

## **ii) Physical performance**

### **a) Past performance**

The OPM recorded the following achievements during FY 2013/14: (i) A total of 8,330 hand-hoes and 1,125 spray pumps were procured for veterans, women and youth groups; (ii) 20 micro projects were supported to enhance household incomes for youth, women and farmer groups in nine districts; (iii) Grants to 14 districts were disbursed to enhance household incomes and improve community infrastructure; (iv) Gratuity of 2,597 veterans paid off against the annual target of 2,500, exceeding the annual target.

### **b) Field Findings**

**Transfers to Government units:** The project disbursed grants to 16 LRDP districts<sup>5</sup> to support community driven enterprises to enhance household incomes. The project also facilitated 15 Micro projects to enhance household incomes for youths, women, & farmer groups and PWDs (Table 11.4); and established five out of 16 crop nurseries in former war areas that included Butambala, Lwengo, Mukono and Nakaseke districts.

<sup>5</sup>Bundibugyo, Ntoroko, Kabarole, Kasese, Kyenjojo, Luwero, Kyegegwa, Mubende, Mityana, Kiboga, Kyankwanzi, Kayunga, Nakaseke, Wakiso, Nakasongola, Mukono

**Table 11.4: Beneficiary groups supported under Micro project by 31<sup>st</sup> December 2014**

No.	Name of group/Beneficiary	Enterprise	District
1	Save Together Development Cooperative savings & Credit Society Ltd	SACCO/Resolving fund	Kasese
2	Kyankwanzi District Women's Development Forum	Cattle keeping	Kyankwanzi
3	Kisojo VHT SACCO	SACCO/Resolving fund	Kyenjojo
4	Kyenjojo general hospital	SACCO/Resolving fund	Kyenjojo
5	New Goma Farmers Market	Market stall	Mukono Municipality
6	Mpereza Outside Catering & Poultry Farming	Catering	Mukono Municipality
7	Bukara parish 'B' Coy Civilian War Veterans	Dairy farming	Kabarole
8	Kitumba Youth Development Group	Metal fabrication	Kabarole
9	Bwavu Mpologoma Development Association	Poultry	Wakiso
10	Kakiri Metal Fabrication Development Association	Metal fabrication	Wakiso
11	Nyange Agricultural Integrated Farming Project (NAIFP) Association	Poultry	Wakiso
12	Kikube Community Fish Farming Project	Fishing	Luwero
13	Kyampiisi Bodaboda Association	Transport Business	Kayunga
14	Busaana Luwero Triangle War Veterans Association	Trading agricultural produce	Kayunga
15	Bukolooto Jinja Road Stage Bodaboda Association	Transport Business	Kayunga

*Source: Project Coordination Unit*

Ten out of 16 districts were sampled to assess interventions financed by the project through local government (conditional grants) and those whose funds are sent directly by the MFPED to beneficiaries (micro projects).

### **Kabarole district**

The project activities are implemented in all the 21 sub counties of the entire district. These include Karambi, Kibiito T/C, West Division, Kiko, Karangura, East Division, Buheesi, Bukuuku, South Division, Busoro, Kabende, Kabonero, Karago, Katebwa, Kijua, Kisomoro, Mugusu, Kichwama, Ruteete, Rwenzori Diocese and Rwiimi.

The key planned annual outputs for FY 2014/15 were: (i) Kabarole Vocational Skills Youth Training Centre completed (ii) Micro projects monitored.

## Financial performance

The indicative planning figure (IPF) of Kabarole district for FY 2014/15 is Ug shs 441,976,539 of which Ug shs 336,200,618 (76%) was released and Ug shs 311,745,824 (93%) spent by 31<sup>st</sup> December 2014. Table 11.5 shows half-year expenditure performance for the LRDP project in Kabarole district. Transfer to micro projects incurred the highest expenditure (67%).

**Table 11.5: Half-year expenditures of project 0022 (Ug shs)**

No	Activity	Expenditures
1	Transfers to Micro-projects beneficiaries	205,100,000
2	Transfers to SACCOs	15,000,000
3	Development Projects	71,664,824
4	Monitoring, follow up of projects and related operational expenses	19,981,000
5	Bank Charges	757,050
	<b>Total</b>	<b>312,244,674</b>

*Source: Kabarole DLG Coordination Offices*

## Physical performance

By 31<sup>st</sup> December 2014, 43 groups were supported under the micro projects. One development activity (Completion of Youth Centre) and two groups were supported under micro projects. Fort portal Municipality was sampled and monitored to assess progress.

### Fort portal Municipality

#### **Completion of Youth Centre at Nyabukara**

The youth centre is located in Nyabukara village. The contract was awarded to M/s Mpaija Construction Limited at a contract sum of Ug shs 221,608,640 for a period of eight months with effect from 25<sup>th</sup> May 2014. His Excellency the President of Uganda Mr. Yoweri Museveni commissioned the centre in January 2015.

Scope of works included: Inspection and replacement of defective timber purlins; placement of roof covering with versatile iron sheets; working on roof vents; fixing of remaining windows; internal and external finishes (wall plaster, general painting on window surfaces, machined timber ceiling, wall rendering, wall finishes, splash apron and verandah, ceiling floor finishes, plumbing and drainage, electricity, completion of kitchen and store).



**Completed Youth Centre in Kabarole district**

By 31<sup>st</sup> December 2014, the contractor had been paid Ug shs 242,056,333 (109%). The increment of Ug shs 20,447,693 was due to approved variations in the contract price.

### **Kitumba Youth Development Group**

This is a community based youth group located in West Division. The group comprises of 40 youth and seeks to improve the standards of living through provision of employment and on-job training opportunities. The group was given Ug shs 8 million and by December 2014, Ug shs 7,361,760 (92%) was spent on payment of rental premises for one year, electrical wiring of a workshop and purchase of machinery.



**Left: Rental premises; Right: Vice, Welding machine and Compressor purchased by Kitumba Youth Group members in Kabalore district**

### **Kabundaire Livestock Cooperative Society Limited**

The society is located in Kabundaire Parish, and comprises of 38 members. It seeks to promote mutual economic interest of its members by encouraging improved methods of animal husbandry, increase quantity and improve quality of livestock, raise livestock on the ranch, market and process livestock products.

The society was given Ug shs 10 million to buy 10 Ankole cows.



**Cows belonging to Kabundaire Livestock Cooperative Society in Kabalore district**

### **Kasese district**

The project activities are implemented in all sub counties ; Kyabarungira, Kitswamba, Bugoye, Maliba, Muhokya, Lake Katwe, Rukoki, Karambi, Central Division, , Munkunyu, Nyakatonzi,

Kitholhu, Kyondo, Mahango, Buhuhira, Bwesumbu, Ihandiro and Mpondwe Town Council and in Kasese Municipality.

The key planned annual outputs for FY 2014/15 included:

- Mini irrigation scheme on river Kanyampara designed and built in Munkunyu sub county (phase 1)
- Retention fees for the construction of two valley dams, OPD at Buhathiro, Classrooms at Ngome, Kalonge and Bwesumbu Secondary School paid
- Construction of Buhathiro OPD in Ihandiro sub county completed
- District/Sub County level Multi-Sectoral and District Executive/Sectoral Committee Technical Monitoring, Mobilization and Supervision
- Assorted stationery for office running procured
- Quarterly accountability reports and consultations delivered to the Office of the Prime Minister
- Various groups under micro projects supported (Three lead fish farming associations to innovate on Cage Fish Farming multiplication centre; eight organized veteran, youth, women and PWD groups with maize milling machines to enhance household income; 10 coffee farming groups with hulling machines to enhance improved coffee processing practices; two organised coffee and maize farming associations with harvest storage facilities; three organized youth and women apiary farming associations with bee hives and honey tanks; three women, youth and PWD groups with special knitting machines, sewing machines and carpentry tools; three pastoralist groups with improved dairy cows to enhance improved farming; three youth, women and PWD groups with improved piglets and starter feeds).
- Music recording equipment procured for studio for 200 youthful musicians.

## Financial performance

The IPF of the district for FY 2014/15 is Ug shs 672,550,232 of which Ug shs 455,133,982 (68%) was released and Ug shs 305,800,000 (67%) spent by 31<sup>st</sup> December 2014. Table 11.6 shows half-year expenditure of project 0022.

**Table 11.6: Half-year expenditures of project 0022 (Ug shs)**

No.	Activity	Expenditures
1	Manufacture, supply and installation of 10 coffee hulling machines	110,500,000
2	Manufacture, supply and installation of 5 maize/cassava mills	114,000,000
3	1 Mini irrigation scheme designed for construction	22,000,000
4	10 improved in calf improved heifers	14,200,000
5	Four apiary groups supported with capital to procure assorted honey production and processing equipment	10,590,000



6	Maintainance of two valley dams	7,300,000
7	Payment of retention fees for 2 classroom block completed at Bwesumbu Secondary School	710,000
8	One OPD completed at Buhathiro HC II	6,500,000
9	Save Together Development SACCO- Micro project supported with funds	20,000,000
	<b>Total</b>	<b>305,800,000</b>

*Source: Kasese DLG LRDP Coordination Office*

## Physical performance

By 31<sup>st</sup> December 2014, a total of 7,877 people benefitted from the project. The following activities were implemented:

- Ten coffee hulling machines were manufactured, supplied and installed to sub counties of Kyabarungira, Kitswamba, Bugoye, Maliba, Muhokya, Lake Katwe, Rukoki and Karambi by M/s Mapula Agency Limited.
- Five maize/cassava mills were supplied and installed in Kyabarungira, Kitswamba, Central Division and Mpondwe Lhubiriha Town Council
- 10 in calf-improved heifers were provided to Nyakatonzi and Lake Katwe sub county
- Save Together Development SACCO paid up members' were supported to access credit to expand and start businesses
- Four apiary groups in the sub-counties of Kitholhu, Kyondo, Mahango and Buhuhira were supported with capital to procure assorted honey production and processing equipment
- Construction works were completed on two valley dams in Kitswamba and Nyakatonzi sub counties
- Retention fees paid for a 2 classroom block completed at Bwesumbu SS in Bwesumbu sub county
- Works on the OPD at Buhathiro HC II in Ihandiro sub-county were completed

The sub-counties of Maliba and Kitswamba were sampled and monitored to assess progress of activities.

### Maliba Sub County

#### **Rwenzori Rural Cooperatives&Credit Society**

The society, comprising of 600 members was given a coffee huller in January 2015. The machine would be used in May, 2014 when harvesting starts. The group members' reported that the coffee huller was of good quality



**Beneficiaries of Coffee huller in Kasese district**



## Kitswamba Sub County

**Construction of maize produce store at Hima Kavera Army Barracks:** The produce store was being constructed within Kavera Army Barracks. M/s Mapula Agency was contracted works at a contract price of Ug shs 78,855,860 effective from 30th December 2014.

Additional works included constructing a store at Muhindi Trading Centre in Nyakiyumbu Sub County under the same contract.

By 31<sup>st</sup> Decemebr 2014, works on the sub-structure were completed and those on the superstructure were at 40% completion pending plastering of the building, inner floor and verandah, fixing of windows and doors. One certificate of Ug shs 25,561,066 had been paid by 27<sup>th</sup> January 2015.



**Maize store under construction in  
Kiswamba sub county, Kasese district**

## **Kayunga district**

Kayunga district is composed of the sub counties; Kayunga, Busaana, Kangulumira, Nazigo, Kolimbwa, Kayonza, Bbaale, Galiraaya and Kayunga Town Council. The project activities are implemented in all.

The key planned annual outputs for FY 2014/15 included:

- A total of 20,000 woodlots among four groups established and managed
- A total of 103 heifers procured and distributed
- A total of 45 beehives among three groups procured and distributed
- Five fish cages for three groups constructed and installed
- Five groups supported to construct ponds and stock fish
- A total of 5,800 broilers procured and distributed to community groups
- Straws and inseminating heifers procured
- Funds disbursed to three beneficiary groups under micro projects

## **Financial performance**

The IPF of Kayunga district for FY 2014/15 is Ug shs 246,922,937 of which Ug shs 167,094,815 (68%) was released and Ug shs 45,089,190 (27%) spent by 31<sup>st</sup> December 2014. Other activities were under procurement. Table 11.7 shows half-year expenditures for the project at 23<sup>rd</sup> February 2015.

**Table 11.7: Half-year expenditures of project 0022 in Kayunga district (Ug shs)**

No	Activity	Expenditure
1	Facilitation of procurement processes	2,260,000
2	Funds disbursement to three micro projects (Kyampiisi and Bukolooto Bodaboda Association and Busaana War Veterans Association)	45,000,000
3	Assessment of beneficiary enterprises by the district team	3,175,190
4	Preparation & submission of work plans and quarterly reports to OPM	140,000
	Total	45,575,190

*Source: Kayunga LRDP Coordination Offices*

### **Physical performance**

By 31<sup>st</sup> December 2014, the following activities were implemented in Kayunga district:

- M/s Bridging Africa (U) Limited was awarded the contract to supply 60 cross breed heifers to community groups.
- The district technical team inspected and ear tagged cows for verification and identification
- Monitoring of micro projects

Busaana and Kayunga Sub County were sampled and monitored to assess progress and implementation. A focus group discussion was held with beneficiary groups of micro projects in Kayunga.

### Kayunga Sub County

#### **Focus group discussion with beneficiary group Kyampiisi Bodaboda Association**

The group comprises of 30 members and is located in Bukolooto parish. It received Ug shs 15 million that was used to buy four motorcycles.

The motorcycles transport customers within the villages of Kyanazala, Nazigo, Kiwoza and Kabimbi villages. This business started in January 2015 and the group had saved Ug shs 1.5 million by 23<sup>rd</sup> February 2015.



**Members of Kyampiisi Boda-boda Association during the FGD**

## Busaana Sub County

### **Busaana War Veterans Association**

The group comprises of 180 members and is located in Kasana Parish. The group was given Ug shs 10 million of which Ug shs six million was used to buy three stocking stores for cassava floor in Busaana Trading Center, and Ug shs four million to buy a fish cage later installed on River Nile at Nabuganyi landing site.



**Left: One of the three stores purchased; Right: Fish cage laid along River Nile at Nabuganyi landing site in Kayunga district**

### **Kyenjojo district**

Kyenjojo district is comprised of one county (Mwenge), 12 sub counties and 4 town councils, 99 parishes including wards in Town Councils and 662 official LC 1s/Villages. The project activities are implemented in all sub counties.

The key planned annual outputs for FY 2014/15 were:

- Three maize milling machines and 128,272 elite robusta coffee seedlings procured
- A total of 15 Market shades/stalls in, Kyarusozi Town Council-Phase II constructed
- One community access road in Bugaaki S/C constructed
- A total of 150 piglets supplied to beneficiaries
- heifers Supplied to beneficiaries in Butiiti sub county
- Retention for projects of financial year 2013/14 paid.
- Kyenjojo General Hospital SACCO and Kisojo VHT SACCO supported with credit

### **Financial performance**

The IPF of Kyenjojo district for FY 2014/15 is Ug shs 302,594,136 of which Ug shs 204,774,108 (68%) was released and Ug shs 71,899,816 (35%) spent by 31<sup>st</sup> December 2014 (Table 11.8).

**Table 11.8: Half-year expenditure of project 0022(Ug shs)**

	Activity	Expenditure
1	Training in best agronomic practices	3,000,000
2	Monitoring, follow up of projects and related operational expenses	4,183,816
3	Retention for projects of FY 2014/15	580,000
4	Procurement of 128, 272 Elite Robusta coffee seedlings	64,136,000
	Total	71,899,816

*Source: Kyenjojo DLG LRPD Coordination Offices*

### **Physical performance**

By 31<sup>st</sup> December 2014, the following outputs were implemented;

- Procurement notice and advert was issued for threemaize mill machines for Kisojo, Bufunjo and Butunduzi sub counties
- Coffee seedlings were procured and distributed to beneficiaries in Kisojo, Bufunjo and Nyankwanzi sub counties
- Requisition for procurement was in the process for one community access road in Bugaaki sub county (Nyanjaetagera-Kasozi-7 km road)
- Procurement process of 150 piglets was initiated for beneficiaries in Butiiti sub county
- Procurement process of 14 heifers was initiated for beneficiaries in Butiiti sub county
- Payments of retention for projects of FY 2013/14 are awaiting verification.

Kyarushozi Town Council was sampled and monitored to assess progress and implementation of project activities.

**Construction of 15 market stalls at Kyarushozi Market:** The contract for construction of the stalls was awarded to M/s Rugambwa Contractors Ltd effective 12<sup>th</sup> December 2014 at a contract sum of Ug shs 44,991,041 VAT inclusive.

The scope of works includes sub-structure/ foundation excavation, walling, roof construction and finishes (plastering external walls with cement sand, emulsion of face boards).

By February 2015, all the 15 stalls had been erected and works were at roofing level. No payments had been made to the contractor.



**Ongoing construction works of Kyarushozi market in Kyenjojo district**

## Mubende district

The project activities are implemented in 16 sub counties; Bukuya, Kalwana, Kassanga, Kiganda, Myanzi, Manyogaseka, Nalutuntu, Kitenga, Bagezza, Kiyuni, Madudu, Kibalinga, Kasambya, Kigando, Nabingoola and Mubende Town Council.

The key planned annual outputs for FY 2014/15 were:

- A total of 140 culverts procured and installed to seven sub counties of Kiziika, Kyato, Kyamulinga, Lugingi, Kijuna, Mundadde and Bulinim.
- Kyato-Buseregenyu (7km), Kasenyi-Kisaalizi (7km) and Kamusenene-Kampindu roads graded
- Lubaali-Omega swamp bridged
- A total of 100 goats procured and delivered to beneficiary groups
- A total of 20 local heifers procured and delivered to beneficiaries in six sub counties

## Financial performance

The IPF of Mubende district for FY 2014/15 is Ug shs 530,694,889 of which Ug shs 359,136,413 (68%) was released and Ug shs 87,880,730 (25%) spent by 31<sup>st</sup> December 2014. Table 11.9 shows half-year expenditures by activity of project 0022.

**Table 11.9: Half-year expenditure of project 0022 (Ug shs)**

No	Activity	Expenditure
	District Headquarters	
1	Auditing	2,422,000
2	Monitoring by Political leaders	3,545,000
3	Procurement of a Laptop	2,431,000
4	Opening Butta Namuguzi road	27,110,730
5	Administrative costs in Butoloogo sub county	3,404,300
6	Administrative costs in Makokoto sub county	1,467,700
7	Opening Kuzimu -Kawasa road	15,000,000
8	Procurement and Installation of Culverts in Makokoto Sub County	12,500,000
9	Construction of Lubballi-Omega swamp	20,000,000
	<b>Total Expenditure</b>	<b>87,880,730</b>

*Source: Mubende DLG LRDP Coordination Offices*

## Physical performance

By 31<sup>st</sup> December 2014, only four developmental activities had been implemented by the district. These included: opening the roads of; Butta Namuguzi and Kuzimu-Kawasa, procurement and installation of culverts in Makokoto Sub County and construction of Lubbaali-Omega swamp. The sub county of Kitumbi was sampled to assess progress of works.

### Installation of culverts along Lubaali-Omega swamp

The Lubaali-Omega swamp road is located in Omega village, and connects the neighboring villages of Lubaali, Kyengeza, Kitumbi LC1, Namagabe, Buseregenyi, Buwejeje-Kizika and Omega. The road had flooded during the August-October, 2014 prompting the district to allocate LRDP funds under the Roads and Bridges component.

The contract for installation of culverts was awarded to M/s Bakusa Uganda Limited at a sum of Ug shs 39,964,500 for a period of four months (November 2014 to February 2015). The contractor was paid Ug shs 20 million by the end of December 2014. However works were ongoing.



Installed culverts along the Lubaali-Omega swamp in Lubaali village, Mubende district

### Challenges

- Lengthy procurement procedures by the district delay implementation of activities.
- Failure to access IFMS data owing to the intermittent internet connectivity delayed funds disbursement.

## Mukono District

The project activities are implemented in the sub counties of Seeta- Namuganga, Kyampisi, Ntenjeru, Nabbale, Kasawo and Nakisunga.

The key planned annual outputs for FY 2014/15 were:

- Two 10,000 litre water harvesting equipment procured
- A total of 50 Beehives procured and distributed
- Two milk coolers procured
- Three maize grinding mills procured and distributed
- Eight wet coffee processors procured
- A total of 20 heihers procured
- Three coffee nurseries established

## Financial performance

The IPF of Mukono district for FY 2014/15 is Ug shs 290,812,030 of which Ug shs 273,886,820 (94%) was released and Ug shs 77,286,000 (28%) spent by 31<sup>st</sup> December 2014. Expenditure performance was low because projects with high expenditures were still in procurement process. Table 11.10 shows half-year expenditures of project 0022 by 31<sup>st</sup> December 2014.



**Table 11.10: Half-year expenditures of project 0022 (Ug shs)**

No.	Activity	Funds spent
1	Disbursement of funds under LRDP Micro projects to New Goma Farmer's Market	30,000,000
2	Disbursement of funds under LRDP Micro projects to Mpereza Outside Catering and Poultry Farmers Group	10,000,000
3	Payment for crop nursery establishment	27,180,000
4	Payment for Banana mother grand establishment	8,140,000
5	Administrative costs, allowances, stationary and fuel for monitoring	1,766,000
6	Facilitation for monitoring of micro projects by district focal person	200,000
	Total	77,286,000
Note	Funds for technology procurement had not yet been spent; the district was still at the level of advertising for suppliers by January 2015	

*Source: Mukono LRDP coordination office; Field findings*

### Challenge

- The Solicitor General takes too long to approve contracts, which delays implementation of some activities.

### Recommendation

- The office of the Solicitor General should ensure timely approval of contracts so that activities are implemented on time

Beneficiaries in the sub-counties of Nama and Goma were sampled and monitored to assess progress and implementation of activities.

### Nama sub county

**Operational Wealth Creation Mwanga 'B' Mukono Zone group:** The group consists of war veterans. The project activity is located in Mpooma parish, Nama sub county. The group received Ug shs 37,086,000 in November 2014 and all funds were spent on crop nursery and banana mother garden establishment on 2 acres of land, construction of a water source, administrative costs, allowances, stationary and fuel for monitoring by 31<sup>st</sup> December 2014.

The group planted 550 banana suckers on one and a quarter acre, 200,000 coffee seedlings, constructed a nursery bed and a water source near the banana garden in December 2014.



**Left: Constructed coffee nursery; Right: Water well supply for banana mother garden and coffee nursery in Mukono district**

### Goma Sub County

**New Goma Market Farmer's group:** The group is located in Goma Parish and comprises of 350 members. It operates within the market space constituting of one and a half acres. The group received Ug shs 30 million in December 2014, which was used to buy iron sheets, nails, timber, cement, hiring of laborers to construct the market, payment and connection of power.



**Left: Completed market structures; Right: Market Coordination Offices**

### **Nakaseke District**

The project activities are implemented in the sub counties of Kino, Kapeeka, Semuto, Kito, Kasangombe, Kikamulo and Nakaseke.

The key planned annual outputs for FY 2014/15 were:

- A total of 16 farmers selected to receive 7,040 coffee seedlings from Kito Sub County.
- A total of 60,000 coffee seedling worth Ugshs 42 million procured
- Tusitukirewamu Veterans Association supported with funds for Crop Nursery establishment
- Kabalega Veteran Farmers Association supported with Ug shs 35million for Crop Nursery and Banana Mother Garden establishment
- A total of 200 goats procured & distributed in sub counties of Kinyogoga and Kinoni



- Kikondo Entrepreneurs' Association supported to procure 25 heifers
- Kikamulo subcounty supported to procure 30 heifers
- Construction of Kasagombe sub county Headquarters using hydra foam technology constructed

### Financial performance

The IPF of Nakaseke district for FY 2014/15 is Ug shs 320,619,854, of which Ug shs 282,597,628 (88%) was released and Ug shs 225,500,000 (80%) spent by 31<sup>st</sup> December 2014. Table 11.11 shows the half-year expenditure of project 0022.

**Table 11.11: Half-year expenditures of project 0022 (Ug shs)**

No.	Activities	Expenditure
1	Tusitukilewamu Veterans Association received funds for establishment of a nursery bed for coffee and fruits.	27,180,000
2	Kabalega Veterans Association received funds for establishment of nursery bed for coffee, fruits and mother banana garden.	35,320,000
3	Procurement of 60,000 coffee seedlings to be distributed to the sub counties of Kikamulo, Kito, Semuto, Kasangombe, Nakaseke and Kapeeka	45,000,000
4	Supported Kikondo progressive enterprise in Semuto for cattle project	25,000,000
5	Supported Butibulongo Farmers Group in goat rearing	10,000,000
6	Procurement of goats for groups in Kinyogoga and Kinoni however activity is still at stand still due to FMD	50,000,000
7	Procurement of local heifers not yet due to FMD	30,000,000
	Total	225,500,000

*Nakaseke LRDP Coordination office*

By 31<sup>st</sup> December 2014, 60,000 coffee seedlings and 200 goats were procured; and two groups of Tusitukirewamu Veterans Association and Kabalega Veteran Farmers Association was supported for Crop Nursery and Banana Mother Garden establishment.

Two beneficiary groups in Wachoto and Kapeeka sub counties were sampled to verify receipt of inputs and implementation.

#### Wachato Sub County

**Butibulongo Farmers Group:** The group is located in Mijumva Parish and is composed of 13 members. In November 2014, the group received funds worthy Ug shs 10 million under the income enhancement for micro projects. The group bought 30 goats, iron sheets and timber for constructing a goats'kraal. The goats are healthy.



**Left: Some of the goats procured; Right: Goats kraal constructed by the group in Nakaseke district**

### Kapeeka Sub County

**Kabalega Veterans Association:** The group is located in Kasilibiti village, Kalagala parish, Kapeeka Sub County and is composed of 300 members of which 90 are female and 210 are male. The group received funds worth Ug shs 35 million for establishment of a nursery bed for coffee and mother banana garden.



The group constructed a working shed and a fence with chain link around the nursery, bought 80 kilos of coffee seedlings and 20 kilos of packing bags, a spraying machine, water bomber and water drum.

**Constructed coffee nursery shed in Kalagala Parish, Nakaseke district**

### **Challenges**

- Disappearance of beneficiaries after receipt of funds makes it difficult to monitor projects.
- Funds for micro projects transferred to beneficiary accounts make it difficult for district officials to monitor the projects.

### **Recommendation**

- The OPM should involve the Office of the CAO and the political leadership in beneficiary selection to ease transparency and supervision of implemented projects
- Beneficiaries who disappear should be apprehended by police

### **Nakasongola District**

The project activities are implemented in the sub counties of Wabinyonyi, Kalongo, Lwabyata and Nabiswera.

The key planned annual outputs for FY 2014/15 were:

- A total of 75 heifers, 111 local heifers, 311 local she goats, 40 local bulls 20 ox-ploughs, one maize mill huller set, and one motorcycle procured.
- A total of 12km of Mayirikiti-Busansula Road rehabilitated

### Financial performance

The IPF of Nakasongola district for FY 2014/15 is Ug shs 353,728,271, of which Ug shs 239,178,041(68%) was released and Ug shs 4,624,990 (2%) spent by 31<sup>st</sup> December 2014. Table 11.12 shows half-year expenditure performance of the project.

**Table 11.12: Half-year expenditures of project 0022 (Ug shs)**

No.	Activity	Funds spent
1	Facilitation of District Community Development Officer and driver for one day for travel to Kampala	195,000
2	Fuel for LRDP day to day activities - 882.35 litres	3,139,990
3	Facilitation for selection of beneficiaries in Wabinyonyi and Kalongo sub county for the Chief Administrative Officer, District Community Development Officer, Planner and Driver, in 12 parishes	852,000
4	Facilitation for selection of beneficiaries Senior Assistant Secretary ,Community Development Officer in 12 parishes	288,000
5	Mobilization and communication	150,000
	Total	4,624,990
Note	Funds for technology procurement had not yet been spent; the district had advertised for suppliers in January 2015	

*Source: Nakasongola LRDP coordination offices; Field findings*

### Physical performance

By 31<sup>st</sup> December 2014, the district had commenced on selection of beneficiaries, ongoing procurement processes for 100 heifers, procured a contractor to start rehabilitation of 12km of Mayirikiti-Busansula Road and one motorcycle for facilitation of project activities.

### Implementation challenges

- Late receipt of funds resulting to late implementation of activities.
- The district procurement committee was not fully constituted resulting in delays to implement activities.

### Recommendations

- The OPM should release funds on time to implement activities as planned.
- The MFPED should approval procurement committee on time.

### Wakiso district

The district is composed of 23 sub counties. The project activities are implemented in the Sub Counties of Wakiso, Wakiso Town Council, Mende, Kakiri, Kakiri Town Council, Masulita, Masulita Town Council, Namayumba, Namayumba Town Council, Gombe, Kira, Maya-Bujasi and Busukuma.

The key planned annual outputs for FY 2014/15 were:

- Welding machines and assorted metal fabrication Equipments (Welding generator, Bench Shear Bench welding machine); Sewing Machines; Gilts (Mature female pigs); feeds in bags; drug kits; Friesian heifers; birds (Kuroilers); Water pump for irrigation; Bodabodas/Motorcycles; Maize hauler and Accessories procured
- Programme Coordination and planning activities (Meetings, assessment and appraisal of projects); Quarterly technical support Supervision & monitoring of projects and capacity building of beneficiary groups (LLG) and Project Profiling implemented

### Financial performance

The IPF of Wakiso district for FY 2014/15 is Ug shs 691,986,194, of which Ug shs 468,286,853 (68%) was released and Ug shs 357,032,230(76%) spent by 31<sup>st</sup> December 2014. Table 11.13 shows half-year expenditure performance of micro projects in Wakiso district

**Table 11.13: Half-year expenditures of project 0022 (Ug shs)**

No.	Activity	Amount
1	Funds disbursed to 49 LRDP micro projects	345,030,000
2	Operational costs	11,600,000
3	Bank charges	402,230
	Total	357,032,230

*Source: Wakiso district LRDP Coordination Office*

### Physical performance

By 31<sup>st</sup> December 2014, the following activities were implemented: 21 groups were supported to acquire welding equipment accessories, three groups funded to procure maize mills worth Ug shs 70 million, 10 groups financed to undertake poultry farming, seven groups supported to procure heifers, 11 groups funded to undertake piggery, one group supported to procure brick making machine and one group supported to procure a sewing machine.

Two micro projects in the sub counties of Kakiri and Mende were visited to verify receipt and progress.

#### Kakiri Town Council

**Kakiri Metal Fabrication Development Association:** The association comprises of 15 members. It received Ug shs 10 million used to buy two welding machines, two metal benders, two spraying machines, 20 iron plates and 15 angle lines. These machines are used to manufacture metallic beds, gates, window frames among other items.



**The different parts of the constructed workshop in wakiso district**

### Mende Sub County

**Tusubira Farmers and Rice Growers Namusera:** The group is located in Namusera Parish and engages in farming (growing rice, green vegetables and fruit trees). They received Ug shs 5 million used to buy irrigation water pump and pipes.



**Left: A group member using the water pump; Right: water collection point used by farmers for irrigation in Wakiso district**

**Government Buildings and Administrative Infrastructure output; (Completion of Nalutuntu HC III and construction of a regional office):** Only one out of the two planned activities under this output was substantially achieved. The health centre is located in Nalutuntu Sub County. The contract for construction was awarded to M/s Aswangah Construction Services Limited at a contract sum of Ug shs 681,900,266 for a period of 6 months commencing on the 3rd September 2014.

The scope of works involved completion of construction of maternity ward, out patients department (OPD), staff house/kitchen, staff dressing room, fencing (fitting chain link and gate), latrine, gate and gate house, medical and placenta pits, leveling/ landscaping, water harvesting, fixing of solar panels, electrical fixing and plumbing works.



By 31<sup>st</sup> December 2014, overall progress of works on the construction of Nalutuntu HC III was at 40% completion. Only 20% advance was paid to the contractor by August 2014.

**Maternity Ward:** Building was roofed. Civil works not yet started due to crack on lower side of building. Contractor advised to work on upper side of structure.

**Outpatient Department:** Completed works included internal plastering, ceiling and installation of electrical sockets were completed pending fitting of shutters.

**Water harvesting:** A 10,000 litre capacity tank was installed at Maternity ward pending fitting of gutters on OPD, maternity ward and staff house

**Staff house:** Ceiling was completed pending fitting of two windows on one apartment and shutters.

**Gate and gate house:** Structure was built and roofed pending fitting of a door and window

**Staff Kitchen:** Structure was built and roofed pending fitting of one door and a window

**Latrine:** Structure was built and roofed pending fitting of doors

**Staff dressing:** Structure was built and roofed

**Medical and placenta pits:** Works completed

**Fencing:** Works were completed

**Leveling/ landscaping:** Works not yet done



**Left: Incomplete staff toilet pending plastering and installation of doors; right: Part of the completed fence for Nalutuntu HC III in Mubende district**

**Coordination of the implementation of LRDP:** Two LRTWG meetings; eight technical support supervision and monitoring missions and three out of four political monitoring missions in Luwero Triangle were held; seven vehicles were maintained and Office operational costs for 10 officers were met.

**Pacification and development:** Five out of 16 crop nurseries were established in former war zones in the districts of Butambala, Lwengo, Mukono, and Nakaseke.

## **Challenges**

- Late submissions of work plans from District Local Governments and Municipalities has resulted to delays in disbursement of funds to beneficiaries by districts
- Lengthy procurement processes and contract management has resulted to roll over projects to the next financial year.

## **Analysis**

### ***Link between financial and physical performance***

There was a good link between financial and physical performance. By quarter two the project exhibited excellent resource absorption (89%); as 82% of the funds were spent on transfers to government units (income enhancement grants to 16 participating districts and grants to 15 micro projects); 11% on coordination of implementation of LRDP (hire of venues, utilities, welfare and entertainment, small office equipment, travel inland and abroad, maintainance of vehicles, civil and others); 4% on depreciation of non-residential buildings and 3% on purchase of agricultural supplies.

### ***Achievement of set targets***

Half of the planned targets were achieved by 31<sup>st</sup> December 2014.

- Output targets were 63% achieved. Grants disbursed to 16 LRDP districts and 15 out of 60 micro projects were supported to enhance household incomes for youth, women, farmer groups and people with disabilities (PWDs). The appraisal process for 17 beneficiary groups was still on going.
- One out of two planned targets was 40% achieved. Completed works included ceiling for OPD, maternity ward, staff quarter. Toilet for staff, kitchen, staff preparatory room, security house roofed, chain link fence, placenta and medical pits. The regional office activity was carried forward to Q3.
- Coordination of the implementation of LRDP: six out of seven targets were substantially achieved (71%). Targets included three out of four political monitoring missions in Luwero Triangle, two out of four LRTWG meetings and eight out of 16 technical support supervision and monitoring missions were held; seven vehicles were maintained for Luwero Triangle; and office operational costs for 10 officers were met;
- Pacification and development: one out of the two targets was 31% achieved. Five out of 16 crop nurseries were established in former war zones. Procurement of spray pumps were still at evaluation stage.

### ***Comparative analysis***

Out of the ten sampled districts, the LRDP was performing well in the districts of Nakaseke, Kayunga, Mukono, Kasese, Kyenjojo, Mubende, Wakiso, Kabarole and Kayunga compared to Nakasongola where actual implementation of project activities had not started as the district had just awarded contract for rehabilitation of roads.

## Conclusion

Overall, the performance of project 0022 during the first half of FY 2014/15 is rated fairly good at 51%. Although resource absorption was excellent at 89%, five out of seven planned outputs and targets were achieved by 31<sup>st</sup> December 2014. The unspent funds meant for procurement of spray pumps; the ongoing appraisal process for 17 beneficiary groups and part payment towards the completion of Nalutuntu HC III awaits clearance from Ministry of Water and Environment.

## Recommendations

- The districts should submit workplans and reports on time so that funds for project activities are released early enough to ease implementation of activities
- The districts should initiate timely procurements to avoid delay in implementation of activities

## 11.3 Ministry of Public Service (Vote 005)

### Introduction

The vote's core mandate is *"to develop, manage and administer human resource policies, management systems and procedures for the public service"*. The vote constitutes of one project; Support to Ministry of Public Service and recurrent programmes.

### Financial performance

The approved budget of the vote for FY 2014/15 is Ug shs 306.653 billion of which Ug shs 137.915 billion (45%) was released and Ug shs 131.404 billion (95%) spent by 31st December 2014. Both release and resource absorption was excellent.

The Support to Ministry of Public Service was monitored to assess progress and implementation of activities.

### 11.3.1 Support to Ministry of Public Service (project 1285)

#### Background

The project was designed to revamp the Ministry of Public Service in achieving its core mandate, which is *"to develop, manage and administer human resource policies, management systems and procedures for the Public Service"*. Box 11.3 gives the summary project profile.

#### **Box 11.3: Support to the Ministry of Public Service**

**Implementing agency:** Ministry of Public Service

**Funding:** Government of Uganda

**Implementation Period:** 01<sup>st</sup> July 2013-30<sup>th</sup> June 2018

#### **Project Objectives:**

- To support the Ministry of Public Service to ensure efficient and effective utilization of



the human, financial, inspection function and material resources and,

- Coordinating and providing technical guidance on policy development, planning and budgeting, monitoring and evaluation.

**Expected Outputs by 30<sup>th</sup> June 2018**

- Office equipment, computer supplies and IT equipment purchased
- Resource centre operationalised
- Inspection function strengthened
- Various planning and sector issues coordinated

*Source: MFPED PIP FY 2014/15-2015/16*

The key planned outputs for FY 2014/15 were:

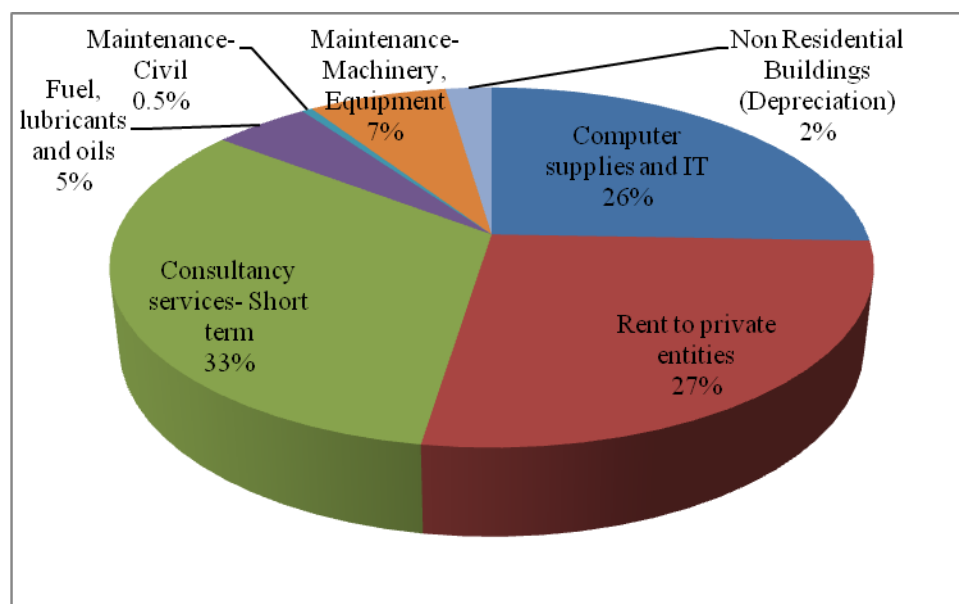
- Government Buildings and Administrative Infrastructure: This output included the National Archives, Records Centre (NRCA) constructed, and certificates for the construction of NRCA paid.
- Ministerial and Support Services: These included office facilities, logistical and support services provided; 56 computers and IT equipments procured; fuel lubricants and oils provided; buildings renovated and maintained, Rent paid and office equipments maintained.

## **Findings**

### **(i) Financial Performance**

The approved budget for FY 2014/15 is Ug shs 6.8 billion of which Ug shs 3.4 billion (50%) was released and Ug shs 206 million (6%) spent by 31<sup>st</sup> December 2014. The project exhibited excellent release performance but resource absorption was below average. The low release performance was associated with delayed payments of certificates under the Government Buildings and Administrative Infrastructure output for construction works and consultancy services. The expenditure performance of other outputs is shown in Figure 11.5.

**Figure 11.5: Half-year expenditures of project 1285**



*Source: IFMS data*

## (ii) Physical Performance

### (a) Past performance

During FY 2013/14, the project recorded the following achievements: motorvehicles were repaired and maintained and the ministry buildings were also maintained.

### (b) Field findings

**Government Buildings and Administrative Infrastructure: Construction of the National Archives and Records Centre (NARC) and certificates for the construction of NRCA paid.**

The National Archives and Records Centre building is meant to create sufficient space to accommodate and manage public records/archives of the country, decongest satellite record centers, ensure proper retention and disposal of records, provide secure and economical storage and rapid retrieval service for inactive records.

The project site is located in Nakasero, Kampala and sits on 1.348 hectares of land. The construction covered four floors of the repository block; one floor of the administration block and external works.

The project is undertaken in two phases: (i) Phase I involves the construction of basement, lower ground, ground and first floors of the records centre and archives building (ii) Phase II involves the construction of four remaining floors of the records centre and archives building. See Table 11.14 for detailed project profile.

**Table 11.14: Construction of the NARC project profile**

<b>Project</b>	<b>Construction of the National Records Center and Archives Building</b>
Client	Government of Uganda
Implementing agency	Ministry of Public Service
Contractor	M/s China Railway Jianchang Engineering (T) Ltd
Consultant	Mutiso Menezes International
Funding Agency	Government of Uganda, International Development Agency (IDA) and World Bank
Contract No.	MPS/WRKS/2012-2013/00026/01
Commencement date	27 <sup>th</sup> June, 2013
Contract period	21 months
Original completion date	25 <sup>th</sup> September 2014
Revised completion date	30 <sup>th</sup> April 2015
Time elapsed	18 months (July 2013-December 2014)
Contract sum	Ug shs 20,313,180,571.85
Advance payment	Ug shs 4,062,636,114.36
Total Amount Certified to date	Ug shs 10,881,980,872.21
Amount Certified and paid	Ug shs 10,525,178,632 (52%)
Defects Liability period	12 Calendar Months
End of Defects Liability period	30 <sup>th</sup> April 2016

*Source: MoPShalf -year Progress report FY2014/15*

### **Physical performance**

Scope of works included constructing five floors (basement, lower, ground, first and second level) of the repository block, one floor of the administration block and external works.

By 31<sup>st</sup> December 2014, overall work progress was at 85%. The repository block structure was completed and roofed, block works were completed, and works progress on finishes and services installation (electrical & mechanical) was at 70%. Works on the four floors of the repository block included the following:

**Basement level:** Completed works included foundation raft, basement structure (walls, columns and slab over), waterproofing retention walls; fixed brackets for suspended ceilings; rendering of ceiling soffits and wall plaster.

**Lower, ground and first floor levels:** Completed works on the three levels included reinforcement of concrete structure and concrete block walling; internal plastering, ceiling rendering, fixing brackets for suspended ceilings.

**Second floor level:** Completed works involved casting of concrete rainwater gutter and fascia around the slab, roof structure over escape staircases, fix roof trusses and eaves filling

**Administration block:** Work progress was at 80%. Completed works involved reinforcement of the foundation, casting of lower ground floor slab between grids 15-20/G-J and columns cast between grids 15-20/G-J; reinforcement and casting of columns and ground floor slab.

**External works:** Work progress was at 50%. Completed works involved boundary wall works.



**Left: Ongoing external works and right internal works at the NARC building**

By 31<sup>st</sup> December 2014, the contractor had so far been paid Ug shs 10 billion for construction works.

### **Implementation challenges**

- Lengthy approval and certification process of certificates by different consultants has delayed completion of works
- Contractor changed the company name after commencement of works without consultations that slowed down work.
- Works were not completed by contract completion date of 25<sup>th</sup> September 2014 due to delays in advance payment; instructions for Basement Cold Room and the installation of FM 200 Fire Suppression System within the building.

**Ministerial and Support Services:** By 31<sup>st</sup> December 2014, all activities under this output were achieved. The office buildings within the Ministry of Public Service were painted; new computers and printers were purchased for different departments. Two ministry generators, six air conditioners, PBAX and server and seven printers were serviced. Field findings through observations showed evidence of the painted buildings.



**Left: Painted building of one of the blocks at the ministry headquarters; Right: New office computer set and printer for Records and Information Management office at MoPS headquarters**

## **Challenge**

Inadequate office space to accommodate all staff.

## **Analysis**

### ***Link between financial and physical performance***

There was a good link between the financial and physical performance. The release performance was excellent (50%) but resource absorption was below average (6%). The low absorption was attributed to unpaid certificates for construction works of the NARC. Of the spent funds, 33% was on consultancy services short term; 27% on Rent – (Produced Assets) to private entities; 26% on Computer supplies and Information Technology (IT); 7% on Maintenance of Machinery, Equipment and Furniture; 5% on Fuel, Lubricants and Oils; 2% on Non Residential buildings (Depreciation); 0.5% on Maintenance of Civil works.

### ***Achievement of set targets***

The project achieved its planned outputs; Government Buildings and Administrative Infrastructure was 85% achieved. Construction of the National Archives and Records Centre is ongoing.

The Ministerial and Support Services output was 100% achieved. The ministry buildings were painted, office machinery such as new computers and printers were purchased for different departments.

## **Conclusion**

The project is rated as having at 93%) which is excellent by 31<sup>st</sup> December 2014. All the set targets were substantially achieved despite the low resource absorption (6%).

## **Recommendations**

- The MOPS should ease the process of approval of certificates to allow the contractor access funds for purchase of materials and payment of workers on site.

- The MoPS should seek alternative funding to address the problem of inadequate space.

### 11.3.2: Public Service Programmes (Reforms)

#### Introduction

Public Service Reforms are part of the New Public Management principles (NPM) geared towards improving service delivery in the public sector. Public service reforms consist of deliberate changes with the objective of getting the service run better. The main objective of the public service reforms is *“to support transformation of the public service so that service is affordable, efficient, accountable and responsive to the needs of the clients”*.

In order to achieve the above, the Government adopted the following reforms; Upgrading of the Civil Service College; Performance Management; Payroll and Wage Bill Management; Impact assessment of hard to reach areas; Construction of the National Archives; Development and Dissemination of Policies, Standards and Procedures; Client Charters; Result Oriented Management/OOB; Payment of Statutory Pensions and implementation of Public Pension Reforms.

#### Findings

##### (i) Financial performance

The approved recurrent non-wage recurrent budget of the Ministry of Public Service for FY 2014/15 is Ug shs 295.827 billion of which Ug shs 132.502 billion (49%) was released and Ug shs 129.652 billion (98%) was spent by 31<sup>st</sup> December 2014. Both the release and resource absorption was excellent.

##### (ii) Physical performance

#### Past performance

During FY 2013/ 14, the following achievements were recorded under MOPS:

- Completed the first phase of refurbishment of the Civil Service College
- Managed 90% of the government payroll under the integrated personnel and payroll system (IPPS)
- Rolled out performance agreements to directors, heads of departments, Deputy CAOs and deputy town clerks; capacity of public officers was built in performance management concepts in 13 MDAs and in 66 Local Governments
- Completed restructuring of 11 Ministries and their agencies;
- Rolled out result oriented management/output oriented budgeting framework to four sectors and 21 Local Governments to strengthen institutional performance management systems and to define outputs and indicators
- Supported two MDAs and 15 LGS to define and document service delivery standards;
- Completed 60% of the first phase of construction of the national records and archives
- Records management audits were carried out in nine MDAs and 18 LGs including urban authorities

- Records management systems were streamlined in 3 District Service Commissions in Mityana, Mubende and Oyam districts.

The PSM team reviewed six reforms implemented by December 2014. The MOPS and 17 LGs were sampled to track the implementation of the Public Service reforms. The findings are shown below.

## **1. Upgrading of the Civil Service College (output 131204)**

### **Background**

The Civil Service College (CSC) is an in-service, practical oriented centre similar to the former Kitante in-service training Centre. The purpose of the college is to inculcate right attitudes in public servants, provide focused skills enhancement to targeted public servants and a cadre of staff well equipped for transformation of the Ugandan Public service. It is instrumental in public service research and development of civil service. It shall also provide leadership and management training, corporate development opportunities for senior managers, staff induction for newly recruited officers and professional skills development for public servants.

The main objectives of the Civil Service College include:

- Support the implementation and roll out of government policies and public service reform initiatives through design and delivery of needs-oriented in service training, consultancy and applied policy services
- Promote ethical values and reshape attitudes
- Support the creation of a professional and committed public service to serve the public.
- Provide public servants with an opportunity to share and learn from each other's experience
- Supporting public policy research and innovations to enhance socio economic development



**Training facility at the Civil College in Jinja district**

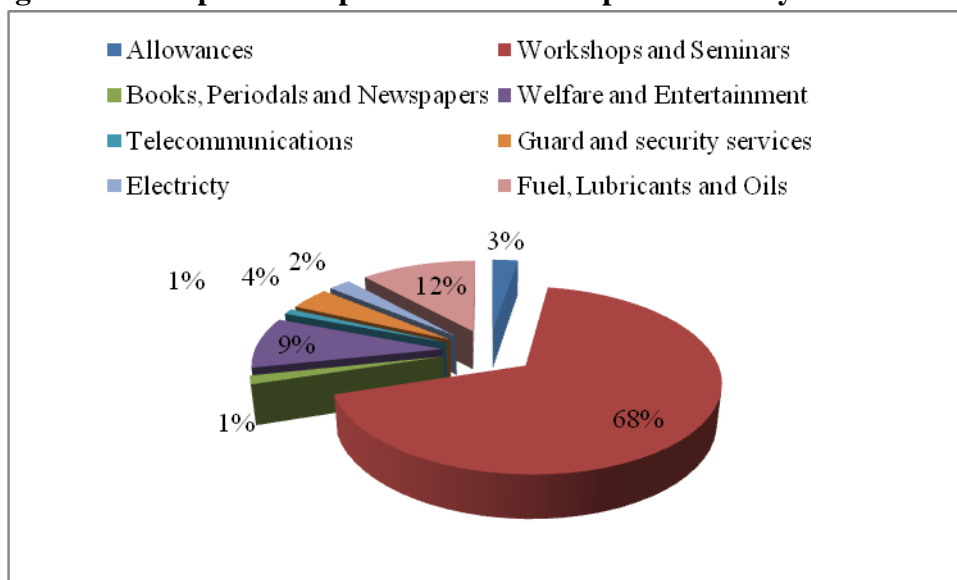
The key planned annual outputs for FY 2014/15 included

- Six core-learning programs delivered (performance management, Early Leadership Development, leadership and change management, procurement and contract management, creativity and innovations, and pre-retirement Training)
- A total of 200 public officers in MDAs and LGs trained
- The third Public Sector Innovations Conference organized
- The CSC offices in Jinja maintained
- The CSC core learning programmes supervised and monitored.

### Financial performance

The approved budget for FY 2014/15 is Ug shs 700 million of which Ug shs 349 million (50%) was released and Ug shs 196 million (56%) spent by 31<sup>st</sup> December 2014. The output exhibited excellent release and fair resource absorption. Figure 11.6 shows the key expenditures incurred under this output.

**Figure 11.6: Expenditure performance of output 131202 by 31<sup>st</sup> December 2014**



*Source: IFMS*

The highest expenditures incurred were on workshops and seminars item (68%) as stated in the key delivery outputs.

### Physical performance

By 31<sup>st</sup> December 2014, the following were achieved:

- Three out of the six core learning programmes were delivered. These included: (a) Leadership and change Management programme was delivered to 60 (Directors, Commissioners and Under Secretaries); (b) Performance Management Training conducted for 24 (Directors, Commissioners, CAOs and Town Clerks) and 70 Senior Police Officers; and (c) Procurement and contracts Management training to contracts Committee members delivered to 50 Officers
- Training materials for the Performance



**Proposed site for the construction of accommodation facilities at the Civil Service College in Jinja district**



Management Programmed and curriculum were developed.

### **Challenges**

- Inadequate staffing in the ICT and research departments. The ICT is completely vacant while the research department has only one officer out of five.
- Lack of resources for construction of the Phase-2 (accommodation for trainees, dining, kitchen and the main auditorium).

### **Recommendations**

- The MoPS need to second more competent staff from public service to address the staffing problem.
- The UCS should hire a consultants to carry out an in-depth comprehensive training needs assessment at both central and LGs and develop a training plan to be shared by all stakeholders
- UCS should carry out Evaluation of the training to realize return on investment.
- UCS should source funds for the Phase-2 of the construction of the civil service college facility.

## **2. Public Service Performance Management (output 131204)**

### **Background**

Performance management is the heart of any people management processes in organizations and is defined as a strategic and intergrated approach to delivering sustained success to organizations by improving the performance of the people who work in them and by developing the capabilities of teams and individual contributors (Armstrong and Baron, 2002). It aims at improving service delivery through a result oriented performance management framework and imbibing a culture of focusing on results rather than processes.

Performance agreements provide consistent criteria for assessing the level of achievement of strategic outputs and targets to enable Government recognize and reward excellent performance, sanction underperformance and take corrective measures for performance improvement. The objective of performance agreements is to provide full accountability and demonstration of commitment to achievement of the country's strategic goals as spelt out in the National Development Plan (NDP) and Vision 2040 in a bid to address the shortcomings in service delivery.

Government of Uganda introduced the signing of performance agreements in phase's beginning with Permanent Secretaries, Chief Administrative Officers and Town Clerks of Municipal Councils, Head Teachers for Primary Schools, Medical Superintendents of General Hospitals, Heads of HR in Ministries and Local Governments, Directors in Regional Referral Hospitals, Heads of Department in MDAs and LGs and Executive Directors of all MDAs.

## Reward and Sanction Framework

In order to address the shortcomings and weaknesses in the Public Service Act, the Uganda Government Standing Orders, the Code of Conduct and Ethics for the Public Service, the Public Service Commission Regulations, and the Rewards and Recognition Scheme. Government developed a Rewards and Sanctions Framework to provide rewards and sanctions to be enforced in Public Service.

The overall objective of the Rewards and Sanctions Framework is to create a competitive work environment that supports a culture of continuous search for improvements in performance, productivity, innovation and service delivery.

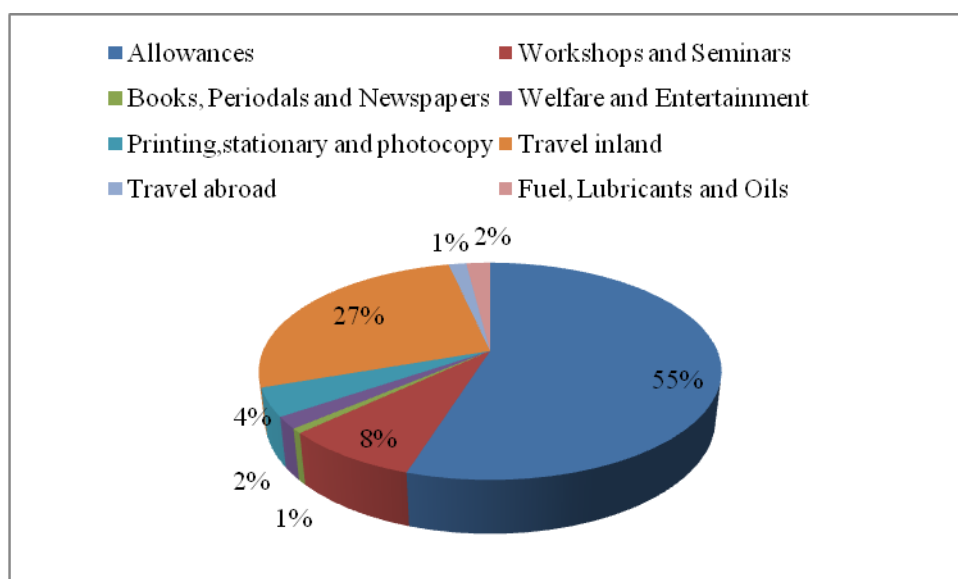
The key planned annual outputs for FY 2014/15 included:

- Support and guidance on implementation of HR policies provided
- Implementation of the rewards and sanction framework strengthened
- Performance agreements rolled out to sub county chiefs, district hospitals, health centre IVs and Secondary School head teachers
- Performance appraisal tool revised.

## Financial performance

The approved budget for FY 2014/15 is Ug shs 317 million of which Ug shs 158 million (50%) was released and Ug shs 142 million (90%) spent by 31<sup>st</sup> December 2014. The reform exhibited excellent release and resource absorption. The key expenditures incurred are shown in Figure 11.7.

**Figure 11.7: Expenditure performance of output 131204 by 31<sup>st</sup> December 2014**



*Source: IFMS*

The highest expenditures incurred were on allowances item (55%) as stated in the key delivery outputs.

## **Physical performance**

By 31 December 2014, the following were achieved:

- 37 local governments, 5 urban councils and 5 regional hospitals had been sensitized on performance management initiatives and rewards and sanction framework
- Four regional workshops were held for HR and chief administrative officers in 32 local Governments on the roll out of performance agreements of sub county chiefs, medical superintendents and head teachers.
- Performance agreements were rolled to 83 districts during the second quarter; support and guidance was provided on the implementation of HR policies however; there were no clear performance targets in the documentation availed to the team by MOPS.

## **Implementation challenges**

- Inadequate capacity building, monitoring and supervision of the performance management reform to realize value for money.
- Lack of clear setting of clear performance targets in the implementation process of the planned key outputs.
- Lack of funding to develop and disseminate the Questions and Answers Manual for performance management.

## **Recommendations**

- The MOLG, MOPS and MFPED should undertake constant hands on training through the mentoring and coaching approach
- The MOLG, MOPS and MFPED constant monitoring and evaluations to track the implementation of performance management to realize value for money and the impact of the reform on service delivery.
- MOPS should develop the Questions and Answer Manual on PM and post it on the website for all have access, use emails as well for dissemination.

### **3. Management of the Public Service Payroll and Wage bill (output 131206)**

#### **Background**

The objective of Human Resource Management (HRM) department is to initiate, formulate and plan policies and manage human resources functions in the entire Public Service.

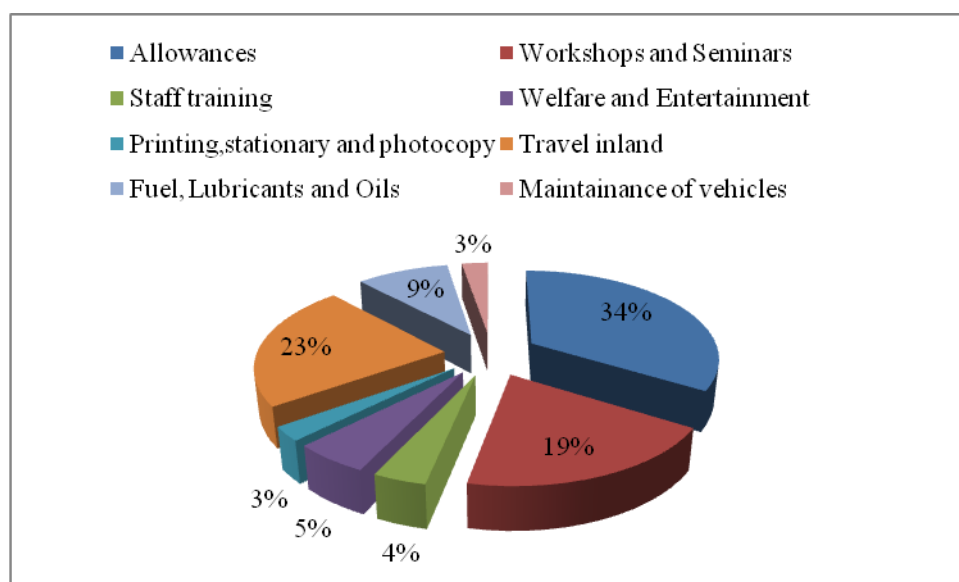
The key planned annual outputs for FY 2014/15 were:

- Payroll validation exercise undertaken
- Payroll managers trained in new payroll management processes
- Payroll support supervision targeting votes with weak payroll management practices provided
- Technical support and guidance provided to IPPS sites
- IPPS users trained
- Sensitization and change management activities undertaken
- Review of the HTR framework undertaken

### Financial performance

The approved budget for FY 2014/15 is Ug shs 1.187 billion of which Ug shs 593 million (50%) was released and Ug shs 447 million (75%) spent by 31<sup>st</sup> December 2014. The reform exhibited excellent release and very good resource absorption. The key expenditures incurred are shown in Figure 11.8.

**Figure 11.8: Expenditure performance of output 131206 by 31<sup>st</sup> December 2014**



Source: IFMS

The highest expenditures incurred were on allowances item (34%)

### Physical performance

By 31<sup>st</sup> December 2014, the following was achieved:

- Implementation of Wage Bill Management Policies and Procedures in MDAs and LGs strengthened in 15 districts<sup>6</sup>
- Provided technical support and carried out impact assessment in hard to reach areas in all 26 Local Governments
- Persistent issues of HR wage management were addressed in 16 districts

### Integrated Personnel and Payroll System (IPPS)

The IPPS is a tool for managing, monitoring and controlling the level of public service employment as well as the wage bill within the targets specified in the medium term pay strategy. It facilitates the storage, retrieval, and effective use of complete and reliable HR

<sup>6</sup>Nakasongola, Luwero, Kiryandongo, Lwengo, Kalungu, Bukomansimbi, Paliisa, Namutumba, Kibuku, Butambala, Gomba, Sembabule, Arua, Koboko, Maracha.

information. The IPPS has an automatic interface with IFMS to allow information on public service salaries to be shared, thereby minimizing data entry errors. The IPPS utilizes the IFMS infrastructure including its area network.

The key planned annual outputs for FY 2014/15 included:

- 156 payroll managers in IPPS sites in Local Governments supported during data entry
- All IPPS and non- IPPS sites trained in the management of pension on IPPS
- IPPS modules on pension and leave management operationalized

### **Physical performance**

By 31<sup>st</sup> December, 2014, the following was achieved:

- IPPS was rolled to 72 sites and 156 payroll managers in non IPPS sites were trained in payroll data capture on IPPS
- Payroll managers sensitized in IPPS guidelines and human resource data entry forms in 37 local governments
- All IPPS and non IPPS sites trained in pension modules
- TOT (training of trainers) on pension modules were conducted early August, 2014.
- Training of HROs and Accounting officers in phase 1 and 2 sites were held between the 23<sup>rd</sup> September and 2<sup>nd</sup> October, 2014
- A total of 66 votes have so far been trained in the use of IPPS-IFMS interface
- The IPPS interface has been rolled out to all regional and referral hospitals; however, the IPPS modules on pension and leave management has not been operationalized and according to reports availed there were no clear targets set for this output

### **Challenges**

- Only 39 MDAs, have the necessary hardware and LAN connections for using the IPPS system, this necessitates staff to travel to MoPS to input payroll information.
- Information required for the roll out of other HR modules was not readily available on the legacy system leading to delays in the implementation and roll out of other IPPS HR modules.
- Limited resources to roll out IPPS to all votes.
- Inadequate funds to support the IPPS-IFMS interface, non-IPPS votes in Payroll, Pension and HR and Change Management Modules.
- Lack of funds to implement the Single Spine Agricultural Extension Service Delivery System

### **Recommendations**

- The MFPED should allocate more funding for IPPS- IFMIS interface to ease the work of the HR departments both in local governments.
- The MFPED should allocate funds for the implementation of the Single spine agricultural extension delivery system
- The MOPS and MFPED should roll out IPPS to the remaining sites.

#### 4. Demand for Service Delivery Accountability strengthened through Client Charters (output 131404)

##### Background

This reform aims to promote compliance with policies, standards, rules, regulations and procedures in order to enhance efficiency and effectiveness of the MDAs and LGs. Client charters promote the demand side of accountability. A simple definition of client charters is indicated as a social contract between an MDA or LG and the service recipients. The objectives of client charters are to;

- Inform clients and stakeholders the services the MDA or LG provides
- Provide an accountability framework for the MDA or LG to account to its clients and stakeholders on a regular basis
- Enable the clients and stakeholders to hold the MDA or LG to account
- Act as a tool for continuous performance improvement through addressing service delivery

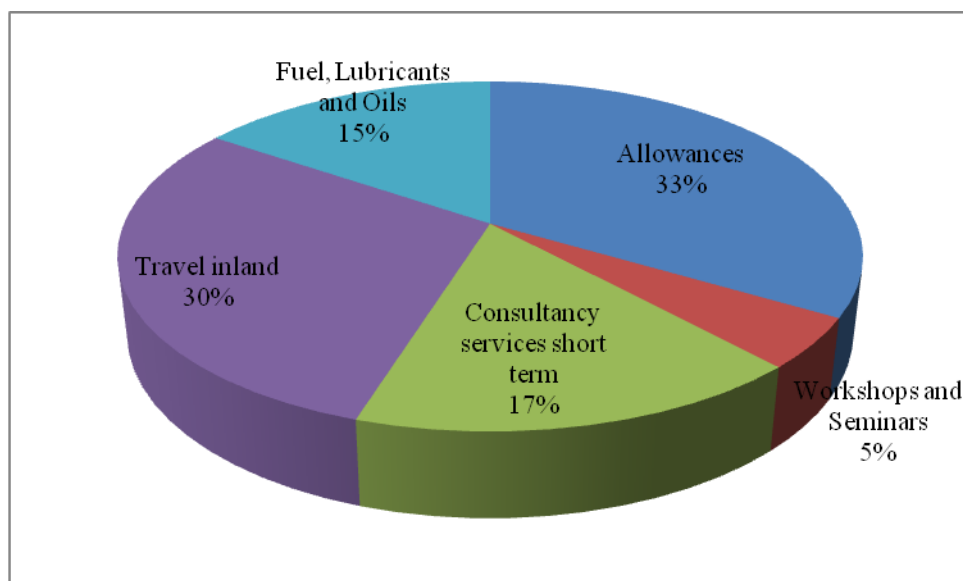
The key planned annual outputs for FY 2014/15 include:

- Support to MDAs and LGs in use of Client Charters provided
- Support to MDAs and LGs to institutionalize the Client Charter feedback mechanism provided

##### Financial performance

The approved budget for FY 2014/15 is Ug shs 95 million of which Ug shs 47 million (49%) was released and Ug shs 33 million (70%) spent by 31<sup>st</sup> December 2014. The reform exhibited excellent release and very good resource absorption. The key expenditures incurred are shown in Figure 11.9.

**Figure 11.9: Expenditure performance of output 131404 by 31<sup>st</sup> December 2014**



Source: IFMS

The highest expenditure incurred was on the allowances item (33%) as stated in the key delivery outputs.

### **Physical performance**

By 31<sup>st</sup> December 2014, two MDAs (Ministry of Justice and Constitutional Affairs and Mbarara and Masaka RRHs) and 12 LGs<sup>7</sup> were supported to produce and implement Client Charters.

### **Challenges**

- Limited prioritization of the development and implementation of client charters within the annual workplans and budgets of MDAs and LGs.
- Delay by some MDAs and LGs to finalize the development of client charters
- Limited dissemination of client charters to service recipients and citizens.
- Most of the client charters are written in English and have not been translated into local languages.
- There are some commitments in the client charter that are not matched with resources
- The attitude of some public servants towards the client charters and service recipients is not positive.
- Limited use of feedback information to improve services.
- All accounting officers should expedite the process of developing and implementing client charters.
- Implementation of client charters be included in the annual performance plan of every MDA and LG.
- Appropriate mechanisms of dissemination should be applied by each MDA and LG.
- Partnership with other non state actors especially NGOs and CSOs should be strengthened for the dissemination and monitoring of implementation of the client charters.
- MOPS should provide additional support for institutionalizing the client charters feedback mechanism.
- Efforts should be made to translate the client charters in local languages.

It is our observation that the client charter when fully implemented can support a change process that will build a positive attitude of public servants by;

- Empowering citizens with information about what public officers deliver and what standards of service they support
- Increasing the ability of citizens to complain if services are poor in relation to the set standards
- Ensuring public officers are more cautious and more accountable for their actions
- Providing information through the feedback mechanism on how the public service is performing

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<sup>7</sup>Rukungiri, Kanungu, Amuru, Nwoya, Kotido, Agago, Dokolo, Alebtong, Kaberamaido, Amolatar, Sironko and Kapchworwa



## 5. Payment of Statutory Pensions (output 131501)

### Background

The purpose of this reform is to manage the pension's scheme for the traditional public service, the police force, the prisons force, the education service, defense and the compensation of the former employees of the defunct East African community (EAC) and the major outputs are terminal benefits paid, pension scheme for the traditional public service, the police force, education service, and the defense forces managed.

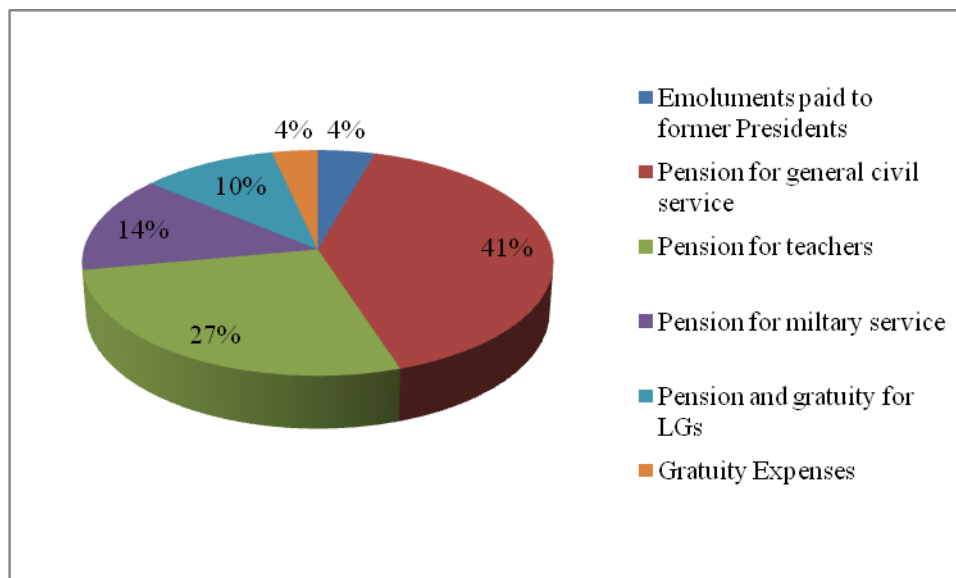
The key planned annual outputs for FY 2014/15 include:

- Payments worth Ug shs 4.440 billion paid o 13 to former leaders (Presidents and Vice Presidents, Speakers and Deputy Speakers).
- Monthly pension paid to 33147 traditional civil servants to the tune of Ug shs 10.287 billion
- Monthly pension paid to 17108 teachers a total Ug shs 5.188 billion
- Monthly pension paid to 7532 veterans a total of Ugshs 2.395 billion
- LG gratuity paid
- Gratuity for traditional teachers and military service paid

### Financial performance

The approved budget for FY 2014/14 is Ug shs 286.767 billion of which Ug shs 127.955 billion (45%) was released and Ug shs 105.061 billion (82%) by 31<sup>st</sup> December 2014. The reform exhibited excellent release and resource absorption. The key expenditures incurred are shown in Figure 11.10.

**Figure 11.10: Expenditure performance of output 131501 by 31<sup>st</sup> December 2014**



*Source: IFMS*

The highest expenditure was on pension for civil general civil service item (41%) as stated in the key delivery outputs.

### **Physical performance**

By 31<sup>st</sup> December 2014, the following were achieved:

- Emoluments were paid to 13 former presidents/Vice presidents.
- Pension worth Ug shs 25 billion paid to 28,447 general Civil Service.
- Pension worth Ug shs 14 billion was paid to 15,314 teachers.
- Pension for Military service was paid.
- A total of 697 teachers' files were assessed.
- A total of 610 traditional public officers were assessed.
- A total of 262 contract gratuity files were computed

### **Challenges**

- Inadequate funding to roll out pension reform to respective institutions and district LGs in terms of staffing, equipment, and capacity building for all stakeholders and space.
- Inadequate funding to roll IPPS to LGs since management of pensions has been decentralized in districts.

### **Recommendation**

The MFPED should consider more funding for MoPS to roll out the pension reforms to LGs

## **6. Development and Dissemination of Policies, Standards and Procedures (output 131305)**

### **Background**

The objective of records and information management is to promote efficient, economic and effective records and information management systems to the public service and oversee the preservation of the documented heritage for Uganda prosperity. The major outputs are the national and centre Archives constructed; records management policies, regulations, standards and procedures developed and disseminated to MDAs and LGs, records retention and disposal schedules rolled out to MDAs and LGs

The key planned annual outputs for FY 2014/15 were:

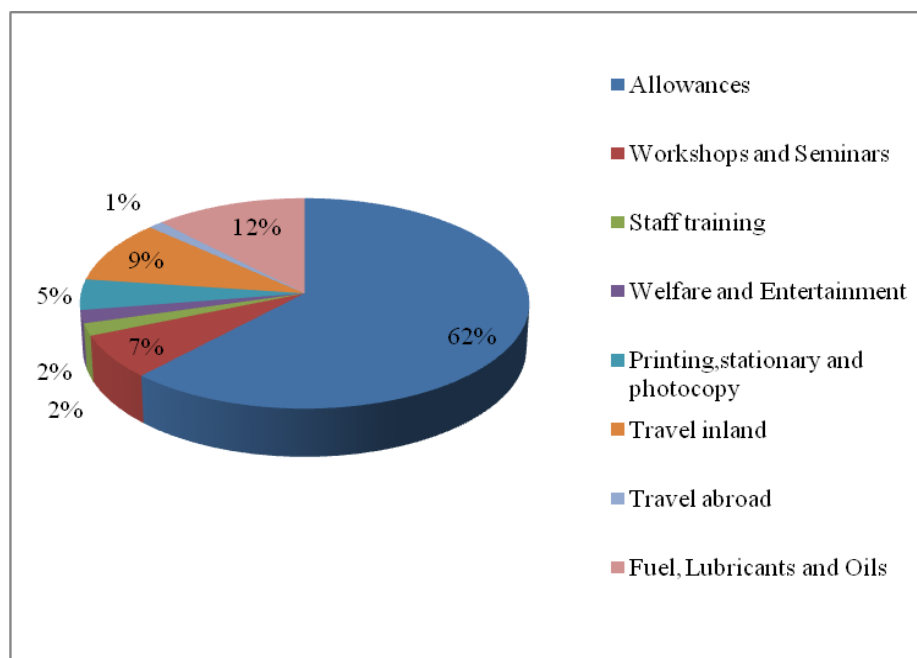
- Records management systems introduced to 6 newly created LGs
- Records management systems streamlined in 6 District Service Commissions
- Records management audits carried out in 10 MDAs and 25 LGs
- Records retention and disposal schedule rolled out to four MDAs and 10 LGs
- Archives at the National Archives processed
- Archives Manual printed and disseminated to MDAs and LGs.

### **Financial performance**

For FY 2014/15, the approved budget was Ug shs 143 million of which Ug shs 156 million (50%) was released and Ug shs 119 million (76%) spent by half-year. Figure 11.11 shows

expenditure performance by 31<sup>st</sup> December 2014. The highest expenditure was on allowances item (62%) as stated in the key delivery outputs.

**Figure 11.11: Expenditure performance of output 131305 by 31<sup>st</sup> December 2014**



*Source: IFMS data*

### Physical performance

By end of December 2014, the following were achieved:

- Records management systems introduced to three newly created LGs (Luuka, Lamwo and Nwoya).
- Records management audits carried out in 12 LGs (Moyo, Adjumani, Gulu, Lira, Arua, Nebbi, Nakapiripirit, Napak, Soroti, Amuria, Mbale and Katakwi including their Urban Authorities) and three MDAs (Uganda Human Rights Commission, Ministry of Works and Transport, and Water and Environment).
- Records management systems streamlined in three District Service Commissions (Nakaseke, Kyenjojo and Luwero)
- Records Retention and Disposal Schedule rolled out to five LGs (Kabale, Mityana, Sembabule, Kayunga and Ntungamo).
- Draft manual developed and circulated to stakeholders for input

### Challenges

- Insufficient funds to train records staff in specialized records and archives management.
- Failure of LGs to sustain the records management systems to the standard set up by the department.
- High labor turnover in LGs as many trained records staffs leave the LGs on transfer, promotion or resignation. This negatively affects the maintenance of systems.
- Insufficient office accommodation for records management functions especially in the LGs including DSCs.

- Inadequate storage equipment in MDAs and LGs;

### **Recommendations**

- The MoPS should institutionalize records retention and disposable schedules in all LGs.
- The MoPS and MFPED should hasten the final construction of National Archives and retooling to avert problems of space in registries in the public service
- MOPS and MFPED should retool registries with computers to automate all records in line with the pensions and the payroll reforms
- MOPS should develop the records Management Manuals and post on the Website for all to access.



**Top left clockwise: Well organized records in Mbarara district records centre; Poor management of records in Bulambuli district; PHRO attending to pensioners in Arua district and the human resource officer of Mbarara district under going training with Ministry of Public Service officials**

The monitoring team sampled 17 LGS including one regional referral hospital (RHH) to assess performance on implementation of public service reforms. Northern region (Arua, Nebbi, Nwoya, Lira, Kole, and Oyam); eastern region (Tororo, Mbale, Kapchorwa, and Bulambuli); western region (Kasese and Kyenjojo); central region (Luwero, Kayunga, Kiryandongo, Nakaseke, and Jinja) and the findings are shown in Table 11.15.

**Table 11.15: Case studies on implementation of Public Service Reforms in Local governments**

District	Implementation of public Service Reforms	Implementation Challenges	Recommendations
Arua	<p>The MoPS trained head teachers for secondary schools, Health in charges, PHROs and D/CAOs at regional level on performance agreements however to date only two Sub County Chiefs have signed with the D/CAO.</p> <p>Secondary school teachers and In charge at HCs have not signed</p> <p>There is no implementation of the rewards and implementation framework no appropriate reason given; no sign of a rewards committee in place</p> <p>Guidelines and support for renewing the Client charter were provided by MoPS but to date there is no progress to the development of the charter hence there is no Client charter in place</p> <p>Despite the training of MoPS in records management and archives management, the records management is still in a sorry state with records scattered on the floor and overfilled records center</p>	<p>Lack of performance management manual to roll over to lower LGs</p> <p>The HR department is understaffed with work load of HR payroll and Pension reforms hence less attention is accorded to performance management implementation and follows up.</p> <p>The training of one day by MOPSiN performance management was not sufficient for internalization across the board especially for staff at the Sub Counties. The acting Sub County Chiefs are substantively Community Development Officers Hence the Mission, performance indicators and strategic objectives are not well understood</p> <p>Failure to attract staff to Strategic positions to spear head the reforms especially in the departments of Natural Resources, Fisheries, and Planning unit</p> <p>Lack of adequate training e.g. one days training is not sufficient and understaffing in the registries and lack of space for the Archives</p>	<p>Need for performance management manuals in place. Post on the Ministry Website for all to access.</p> <p>The MoPS should revise HR department staffing and budgets. HR have a separate vote on its own</p> <p>Number of days for training in Performance Management and other reforms should be increased for staff especially for Sub County staff and the political leadership to improve service delivery. Mentoring and coaching should be the appropriate approach.</p> <p>The MoPS should clear recruitment of strategic positions promptly, preferably MoLG should run a central advert for LGs</p> <p>MOFPED should revise the wage gaps in local Governments</p> <p>The MoPS should sanction D/CAOs who fail to implement the signing of performance agreements with Sub</p>

	<p>The result oriented frameworks have been streamlined in the work processes both at the local and governance levels</p> <p>The MoPS has carried out training of pension reforms for all PHROS at MoPS headquarters</p>		<p>County staff.</p> <p>The MoPS should install IPPS software</p> <p>The MoPs and MoLG should set up spot checks and quarterly monitoring of reforms to realize value for money and ensure full implementation.</p>
Nebbi	<p>The MOPS trained head teachers for secondary schools, Health in charges, PHROs and D/CAOs at regional level on the performance agreements however to date only Sub County Chiefs have signed with the D/CAO but implementation has not yet; the secondary school teachers have not signed.</p> <p>The MoPS carried out training in Nebbi district in October at only the district level for only one day both theory and practical's for registry staff</p> <p>The MoPS issued guidelines to update the client charter which was done and is in the process of approval by council</p> <p>Training in pension reforms was carried out at the MoPS for one day for PHROs at the Ministry headquarters</p>	<p>There is no clear focal point person to coordinate the Performance Management</p> <p>The training of one day has less impact at all levels especially for sub county chiefs who find the public service reforms very new e.g. the sub county chief of Alwi sub county was acting and had no knowledge of any reforms in the public service</p> <p>The MOPS carried out training for records management for only one day which had less impact on staff; other Heads of Department were not trained in records management to have a system in place for managing records. The records are scattered on the floors; the records centers are overflowing with old records that are not in use; departments are understaffed and lack equipment for managing the registry</p>	<p>The MoPS should print out manuals for rolling to lower LGs or alternatively use the MOPS website</p> <p>The MoPS and MoLG should carry out monitoring of Public service reforms on a quarterly basis to realize the impact of training , value for money and service delivery</p> <p>The days for training on public service reforms should be increased for example up-to-date the pension training was more of theory than practical training and the impact not achieved making the implementation slow.</p> <p>Retooling HR departments to spear head the public service reforms</p> <p>MOPS and MFPED should ensure the rolling of the IPPS for all HR</p>

		<p>Sensitization of the stakeholders on the Client Charter and translation into the local languages.</p> <p>Lack of records and performance management manuals</p> <p>Lack of facilitation in terms of computers, scanners, photocopiers</p>	<p>modules should be fast tracked to ease the work of the HR depts</p>
Nwoya	<p>The MoPS carried out training in performance agreements, records management and guidelines of rolling out the client charter.</p> <p>The results management framework was streamlined in the work plans. All strategic positions were cleared by MOPS for filling.</p> <p>The PSC carried out training for DSC members in October 2014.</p> <p>The District has no client charter yet. It lacks a planner to coordinate this activity however guidelines were issued.</p> <p>The MoPS did Training in records management and a system is in place to manage records. Records of all staff and files have been computerized</p> <p>The working environment in the district in Nwoya is excellent and team work</p>	<p>Despite the training by MoPS the District has not implemented the signing of performance agreements for head teachers and in charges for secondary schools and in charges and subcounty chiefs.</p> <p>There is still an attitudinal problem of not adopting a results oriented culture; no clear understanding of the performance indicators and strategic objective and linkage to NDP.</p> <p>Most district officials are new in the public service; the short period of training of one day is not sufficient to internalize all the public service reforms</p> <p>Inadequate staff in key strategic positions to spear head the reforms</p>	<p>The MoPS should conduct more training sessions in Nwoya district on all public service reforms since it is a new district and staffs are newly recruited.</p> <p>The district should use part of the capacity building funds and donors to build capacity of staff in public service reforms</p> <p>The MoPS should step up monitoring of public service reforms in the newly created districts because the challenges are many</p> <p>The district should recruit staff in strategic positions as approved by MoPS</p>



	amongst the political leadership moves the public service reforms		
Kole District	The district has lagged behind in terms of implementation of public service reforms	<p>Lack of a PHRO to spearhead the reforms</p> <p>Most strategic positions are vacant; at least 8 and the district has advertised twice and failed to attract staff</p>	The MoPS and MoLG should carry out checks to ascertain the problems in the district because service delivery is affected
Luweero	<p>The Public service reforms are sluggish. performance agreements for the head teachers and sub county chiefs are yet to be signed</p> <p>There is however a registry in place with systems and filing cabinets and an Assistant records officer managing the registry</p> <p>The client Charter was not availed to the team</p> <p>The HR team was trained in Pension and payroll management</p>	<p>Lack of a PHRO to spearhead the public service reforms; the acting PHRO has little experience</p> <p>The strategic vacant positions affect the implementation of the reforms ; this affects urban councils as well</p> <p>Lack of retooling in HR dept to manage the pension function</p> <p>Urban councils have not been trained in Public Service Reforms.</p>	<p>The district should recruit a substantive PHRO to spear head the reforms</p> <p>The MoPS should clear the vacant positions of the district for filling; the delay affects service delivery and creates conflicts between the politicians and technical staff</p> <p>Retooling to spear head the reforms in PHRO under CAO and DSC</p>
Lira Municipality	The MoPS trained the district officials in the public service reforms and pension guidelines were submitted on mail by MOPS however the implementation of these reforms have not yet been implemented	<p>The substitutive PHRO lacks experience in spear heading the public service reforms</p> <p>The training in pensions was more of theory than practical that had no impact</p>	<p>The MoPS and MoLG should build capacity for officials in the District and monitor performance regularly</p> <p>The town Clerk should be accountable as to why public service</p>

	There are no records management systems in place	hence pension reforms are yet to be implemented in the district	reforms are not implemented in the Municipality.
Tororo	<p>The MoPS trained the district officials in the public service reforms and pension guidelines were submitted on mail by MoPS however the implementation of these reforms have not yet been implemented</p> <p>Pension training was in theory not practical's ; there is no support to capture data for pension; payment requests not yet captured</p>	<p>Constant transfers of secondary teachers by MoE affects the implementation of performance agreements ; the secondary school teachers owe allegiance to MoE not the districts</p> <p>Pension reform training still lacking in the district such that the pension reforms not yet implemented</p> <p>Lack of equipment to spearhead the reforms like scanners, photocopiers and computers</p>	<p>The MoPS and MoLG should work out a program to train officials in Public service reforms at all levels</p> <p>The MoE should coordinate with districts on the transfer of teachers and the implementation of performance agreements</p>
Mbale Referral Hospital	<p>The MoPS trained staff in Mbale referral hospital and the reforms are spearheaded well as there is an HR officer and a Hospital director; all systems are in place</p> <p>The IPPS module is in place and operational;</p> <p>A number of staff have been promoted using the appraisal system and seven officers were promoted.</p> <p>Health Service Commission distributed manuals for code of conduct to all staff and trained as well</p>	<p>Despite being the best performing hospital in terms of rewards it gets nothing and this demotivates staff and defeats the rewards framework</p> <p>Rigid old structures for the records cadre with records assistants structures</p>	<p>The MoH should consider rewards for the best performing hospitals</p> <p>The MoPS should review the structures of the records cadre consider records officers</p>
Kapchorwa	The MoPS trained staff in public service	Wrangles between the CAO and the LC5	The MoLG should resolve conflicts

	<p>reforms however the implementation is slow for example all heads of departments and other staff have not signed performance agreements despite reminders</p> <p>Head teachers secondary schools have not signed</p> <p>For the client charter, public service has trained staff and guidelines issued but not yet developed</p> <p>Pension reforms trained by MOPS but theory and basic practical's hence have not taken root</p> <p>Registry in place but no system in place despite training by MoPS</p>	<p>Chairperson affect the implementation of Public Service reforms in the district</p> <p>No IPPS module installed as of yet</p> <p>No lists of pensioners have been sent and yet there was deadline</p> <p>The DSC not fully constituted to interview shortlisted candidates</p>	<p>between the CAO and the political leadership</p> <p>The MOPS should train and monitor public service reforms in the district</p> <p>The PSC should approve the names submitted for DSC</p> <p>The MoPS should clear vacancies submitted for filling. The CAO should be tasked on why the reforms are not being implemented.</p> <p>The MoPS should install the IPPS module to operate</p>
Bulambuli	<p>The MOPS trained the district Officials on Public service reforms but implementation is slow</p> <p>Client charter is with TPC for approval</p> <p>Performance agreements not signed</p> <p>No space for the registry and lack of staff to manage the registry</p> <p>Working environment is not good for</p>	<p>The performance agreements have not yet been signed because of the forms not submitted to the district</p> <p>The HR department is understaffed with a lot of work for one officer. Accounts is as well understaffed</p> <p>Not yet trained on the pension module and verification of papers not yet done because of political interference</p> <p>Client charter not understood by stakeholders ,even heads of departments ;</p>	<p>The MoPS and MoLG should task the CAO on why reforms are sluggish despite the training by MOPS</p> <p>The district should utilize the capacity building grant to sensitize the stakeholders on the client charter and develop it as well</p> <p>The MoPS should revise the structure of the HR depts.</p> <p>The District should be creative and get ways of how to attract staff to</p>

	HR department	no funds to publish the booklet  Lack retooling in terms of computer, scanners and photocopiers	work in the district.
Kasese	The district has not been trained in Public service reforms by MoPS not even guidelines have been issued  The client Charter is with MoPS for review but has taken months to be submitted to the district  Registry is in a sorry state	Lack adequate staff in the HR department strategic positions not cleared by MoPS for example Planner, principal auditor and even the D/CAO is acting as Town Clerk for Hima and this affects service delivery	The MoPS should train staff in Kasese district and constantly monitor the reforms  The MoPS should clear vacancies for filling
Kayunga	The MoPS has trained staff in Public service reforms	Lack of a substantive PHRO to spear head the reforms is affecting the implementation of the reforms  Lack of adequate staff in the HR department affects implementation of public service reforms	The district should fill positions in the HR department  The D/CAO should be tasked on why the implementation of signing of performance agreements is sluggish in the district.
Oyam District	The District has lagged behind in terms of implementation of public service reforms	Lack of a PHRO to spearhead the reforms  Most strategic positions are vacant; at least 8 and the district has advertised twice and failed to attract staff	The MoPS and MoLG should carry out verify the implementation of reforms to ascertain the problems in Oyam District because service delivery is affected
Kiryandongo	Despite the training of MoPS the district lags behind in the implementation of	The position of PHRO is occupied by the acting staff who is not knowledgeable on	The MoPS should clear all vacancies submitted for clearance because the

	public service reforms	HR matters slowing down the implementation of reforms.	delay is affecting implementation of the reforms in the district this includes the position of PHRO.
Nakaseke	The MoPS trained officials in performance agreements however, only head teachers of secondary schools teachers have signed the forms. Implementation of public service reforms is sluggish; client charter was submitted to the council for amendment; No records centre and central registry	<p>No feedback from Ministry of public service on support supervision and monitoring from MoPS</p> <p>No substantive PHRO to spearhead the public service reforms</p> <p>Most of the strategic positions are not filled e.g. D/CAO,CFO,DCDO,DPO</p> <p>Inadequate staff in the HR dept</p> <p>Political interference in spearheading the reforms</p> <p>High rate of labor turnover in health and education this affects service delivery</p> <p>Training of only one day in public service reforms is insufficient especially for the new districts.</p>	<p>The MoPS should Endeavour to give local governments reports on support supervision or and audit carried out so that there is improvement in service delivery</p> <p>The MoPS should clear vacancies for recruitment</p> <p>A substantive PHRO should be recruited to spearhead the reforms</p> <p>The MoLG and MoPS should carry out quarterly monitoring for implementation of public service reforms</p> <p>The political leadership and staff in Town Councils should be trained on public service reforms and as well.</p>
Jinja	The MOPS trained the district officials in the public service reforms and pension guidelines were submitted on mail by MOPS however the implementation of these reforms have not yet been implemented	<p>The HR department is weak to spear head the public service reforms and it is understaffed</p> <p>unfilled strategic positions e.g. District Natural resources; District community development officer, PAS, principal education officer</p>	<p>The CAO and DCAO should be tasked on why the public service reforms are not implemented</p> <p>The MoPS should clear the vacancy positions of the district</p> <p>The MoLG should carry out spot-</p>

		political interference in HR work especially DSC recruitments	checks on the implementation of public service reforms
Kyenjojo	<p>The reforms have not been implemented in Kyenjojo as of yet; the head teachers secondary have not signed the performance agreements as of yet; the subcountychiefs have not yet been trained</p> <p>The client charter not developed</p> <p>No DSC since January 2015</p> <p>The centralized pensions not yet implemented</p> <p>There is records management system in place with staff in the registry</p>	<p>pending recruitment of 64 teachers, ICT and information officers because of lack of DSC</p> <p>lack of adequate staff in HR departments to handle the HR reforms</p> <p>Lack of funds to roll out and develop the client charter</p> <p>Lack of equipment to support the implementation of the reforms in the HR department</p>	<p>The PSC should approve the DSC members because it is affecting service delivery and implementation of reforms</p> <p>The district should recruit more Staff in HR department to reduce on the workload</p> <p>The district should roll out the client charter to all stakeholders using the website and emails.</p> <p>The MoPS and MFPED should retool HR departments</p>

*Source: Field findings*

## **Overall Implementation challenges of public Service Reforms**

- Inadequate funding for capacity building and monitoring at all levels slows down the implementation of the public service reforms at all levels; especially the lower local governments
- Inadequate retooling and underfunding of the Human resource departments in terms of releases, computers, scanners, photocopiers and offices
- Inadequate staff in strategic positions and wage bill gaps; this at the district and lower local government levels
- The heavy work load in the HR departments is affecting performance of other HR functions; payroll and pensions take priority and this is slowing down the pace of implementation
- Lack of staff with knowledge and experience in public service reforms at the district and lower local governments. Some DCAOS and subcounty chiefs lack experience in human resource management, change management to coordinate the reforms.
- Political interference in the implementation of the reforms especially performance management and the decentralized payroll management for teachers and the health workers
- Lack of implementation of the rewards and sanction framework; this demotivates districts that have implemented fully the reforms; while the non performers are not sanctioned.

## **Analysis**

### ***Link between financial and physical performance***

The MFPED released 50% of the approved budgets; 56% of the funds released for establishment of the Civil Service College were expended on the leadership and change management programs; training materials for the performance management and curriculum for performance management were developed; conducting performance management and procurement and contracts management trainings for 24 Directors, Commissioners, CAOs and Town Clerks and 70 senior officers;

Rolling out of performance agreements expended 90%; While 75% was expended on strengthening of implementation of Wage Bill Management Policies and Procedures in MDAs and LGs; 64% spent on strengthening and production of client charters in LGs. 76% on records management ; 82% on payments of statutory pensions

### ***Achievement of set targets***

Overall MOPS achieved the planned outputs however; performance management had four planned outputs and three were achieved. wage bill and payroll management had no clear performance targets; while records management and the client charters had clear performance targets that were at 50% and 80% in terms of achievement; the civil service college was constructed to address training needs for performance enhancement in the Public Service out of the five planned outputs four were achieved; the National Archives is at 85% achievement.



### ***Comparative analysis***

Of the six reforms reviewed, the performance management reform and wage bill and payroll management recorded the highest expenditure against the planned outputs. The establishment of the Civil Service College, records management and the Client Charter recorded the lowest expenditure by 31st December 2014.

Of the 17 districts monitored and the referral hospital, Public Service Reforms were rated as good were Mbale Regional Referral hospital and the districts of Lira, Gulu and Mubende and this was attributed to capacity building, good work culture, experienced staff and ownership of the reforms by the political leadership and technical staff at all levels. The districts that performed fairly were Arua, Nebbi, Nwoya, Nakaseke, Wakiso, and Kayunga Luweero, Mbarara and Kasese and this was attributed to ownership of the reforms, committed and experienced technical leadership. The worst performing districts were Kapchorwa, Kileleshwa, Oyam, Apac, Bulambuli, Tororo, Jinja, Kiryandongo, Lira Municipality and Nakasongola. Due to a poor work culture, poor working environment, conflicts between the technocrats and political leadership, poor coordination, inexperienced technical staff in acting positions at all levels and inadequate staff in Human resource departments causing work overload.

Overall, the planned outputs on the implementation of Public Service reforms were achieved for half year by MOPS; however at the lower local governments implementation is slow and in some instances not implemented at all ; while in some districts implementation is rated as good and fair.

### **Recommendations**

- More support should be geared towards MoPS in terms of hands on training implementation and monitoring of the public service reforms at all levels if the objectives of the PSR realized.
- MOPS and MFPED should address the problem of understaffing of strategic positions in local governments.
- The Human resource departments should be retooled with computers, scanners, photocopiers with the decentralization of the payroll and pensions
- Uganda Civil Service College should carry out a comprehensive training needs analysis at all levels and develop a comprehensive training plan to address the capacity gaps in the implementation of public service reforms
- MOPS and MOLG should implement the rewards and sanctions framework in the implementation of the PSR; those who have fully implemented should be rewarded; those that have failed totally without sound reasons should be sanctioned
- The MoPS and MOLG should implement the rewards and sanctions framework should be implemented in the spearheading of public service reforms at all
- MOPS and MFPED should devise means of guiding districts on payment of fees from financial institutions on payroll deductions to ease districts with administrative costs in spear heading reforms.

## 11.4 Vote 011: Ministry of Local Government

### Introduction

The vote's mission is to coordinate and support Local Governments in a bid to provide efficient and sustainable services, improve welfare of the people and eradicate poverty. The vote constitutes of the following projects:

- District Livelihood Support Programme (1066)
- Community Agric & Infrastructure Improvement Project-CAIIP-2 (1087)
- Markets and Agriculture Trade Improvement Project(1088)
- Community Agric & Infrastructure Improvement Project (CAIIP-3 (1236)
- Uganda Good Governance(1286)
- Millennium Villages Projects II (1292)
- Support to Ministry of Local Government (1307)

### Financial performance

The approved budget of the vote for FY 2014/15 is Ug shs 220.199 billion including external financing of which Ug shs 12.420 billion (5.6%) was released and Ug shs 11.162 billion (90%) spent by 31<sup>st</sup> December 2014. The development budget was Ug shs 15.122billion of which Ug shs 7.561 billion (50%) was released and Ug shs 6.871billion (90%) spent by 31<sup>st</sup> December 2014.

Community Agric & Infrastructure Improvement Project-2 and Markets and Agriculture Trade Improvement Projects were sampled and monitored.

### 11.4.1 Community Agriculture Infrastructure Improvement Programme-CAIIP-2

#### Background

The Government of Uganda is enhancing commercialization of agriculture and improving market access through the Community Agriculture Infrastructure Improvement Programme (CAIIP).The programme is implemented in two phases. The CAIIP-1 started July 2007 in 78 sub-counties in 26 old districts in central and eastern Uganda and ended June 2013. CAIIP-2 started October 2009 and ending December 2015 and is being implemented in 97 sub counties in 41 districts<sup>8</sup> in Northern and Eastern Uganda.

The GoU secured funding of UA 50.9 equivalent to US 82.526 million to finance the CAIIP-2. It is expected to increase the volume of agricultural produce marketed by 45% and increase

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<sup>8</sup>Gulu,Kitgum,Amuru,Nwoya,Pader,Agago,Lira,Otuke,Aleptong,Dokolo,Amolator,Soroti,Katakwi,Amuria,Bukedea,Jinja,Wakiso,Rakai,Masaka,Lwengo,Mpigi,Butambala,Kalungu,Mubende,Kiboga,Kibaale,Mukono,Iganga,Luuka,Butaleja,Tororo,Kamuli,Buyende,Pallisa,Buikwe,Kibuku,Lamwo,Kween,Mbale,Sironko,Bulambuli,Manafwa,Kapchorwa

household incomes by 50% at completion. The project is implemented by the participating districts with oversight from the Project Facilitation Team. See Box 11.4 for project profile.

**Box 11.4: Community Agriculture Infrastructure Improvement Programme CAIIP-2**

**Implementing Institution:** Ministry of Local Government

**Project objectives:**

- To enhance farmer's access to markets and attract competitive prices
- Increase incomes through improvements in rural infrastructures and their management by well-mobilized communities.

**Total project cost:** Government of Uganda secured funding of US\$ 82.526 million (UA 50.9 million). This includes an ADB loan amounting to US\$ 72.960 (UA 45 million); GoU contribution US\$ 8.268 million (UA 5.1 million); Community contribution US\$ 1.297 (UA 0.8 million)

**Project Components:**

*Component 1:* Rural infrastructure improvement

*Component 2:* Community mobilization

*Component 3:* Project Management

**Expected Outputs:**

- Support to rural roads improvement
- Support to sub-county market structure improvement
- Rural electrification of markets
- Community mobilization and capacity building

**Source: Project documents September 2014, PIP FY 2014/15-2016/17**

The key planned annual outputs for FY2014/15 were:

- Rehabilitation of all remaining kms of CARs completed
- Rehabilitation of district feeder roads completed
- Execution of civil works for APFs shelters completed
- Installation of APFs completed.
- Extension of 54.1kms of grid to 57 APF sites in 23 project districts completed.

## Findings

### (i) Financial Performance

#### ABB loan performance

The total budget of the project is Ug shs 47 billion of which Ug shs 9 billion (19%) was released and spent by 31<sup>st</sup> December 2014. The highest expenditures were on the services category. Table 11.16 shows the detailed financial performance of the ADB loan by category.

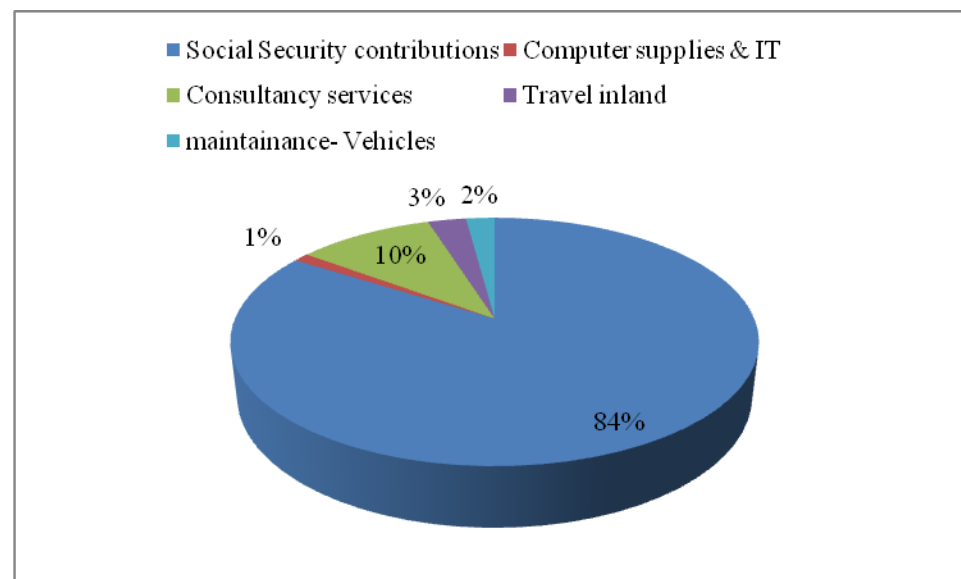
**Table 11.16: Expenditures of the ADB Loan from July -December 2014 (Ug shs)**

Category	Budget	Expenditure	Variance	% spent
Goods	6,177,500,000	1,913,680,037	4,263,819,963	31%
Works	37,891,883,921	5,876,055,517	32,015,828,404	16%
Services	2,044,500,000	781,446,628	1,263,053,372	38%
Operating costs	1,791,200,000	431,223,167	1,359,976,833	24%
Total	47,905,083,921	9,002,405,349	38,902,678,572	19%

Source: MoLG CAIP-2 Coordination offices

### GoU financial performance

The GoU development budget for FY 2014/15 is Ug shs 300 million of which Ug shs 120 million (40%) was released and Ug shs 106 million (88.9%) spent by 31<sup>st</sup> December 2014. Figure 11.12 shows the development expenditures that were incurred by the CAIP-2 by 31<sup>st</sup> December 2014. Social security contributions took the largest share of expenditures.

**Figure 11.12 GoU development expenditures in Q1-Q2 FY 2014/15 in percentage**

Source: IFMS data

### Physical performance

#### (a) Past performance

During FY 2013/14, 1917.8km of CARs and 2.5km of district feeder roads were rehabilitated and handed over to respective districts; commenced construction of 80 agro processing shelters; 95 APFs were delivered into the country. The overall physical performance of the CAIP-2 is shown in Table 11.17.

**Table 11.17: Overall performance of the CAIP-2 from inception to date**

Component	Planned Ouputs	Cumulative status update	Comments
Rural Infrastructure Improvement	Rehabilitation of all remaining kms of CARs completed	1,418.4km (97.5%) out 1454.1Km of Batch A CARs have been completed.	Civil works are still ongoing under batch A, Lot 32 in Kween District and Lot 80 in Pader District under batch B currently at 80% physical progress. Three lots in the districts of Amuria (Lot 59a), Katakwi (Lot 50a), and Kitgum (Lot 91a) were terminated and re-tendered under batch C and contracts signed during the quarter.
	Rehabilitation of district feeder roads completed	1,149.65km (95.9%) out of 1,198.2km of Batch B have been completed and handed over to the respective districts Local Governments.	Works are still ongoing under Batch B in the districts of Dokolo, Pader, Gulu, Kitgum, Kumi and are at different stages of completion  All 230.4km of district feeder roads were completed.
	Batch C CARs rehabilitated	Evaluation report for 77 lots totaling 776km were done and await submission to ADB for a no objection	Civil works on the 12 approved contracts commenced and are currently at different stages of implementation
	Execution of civil works for APFs shelters completed	Works on 75 agro-shelters and 2 produce stores have been completed	Civil works were ongoing on 17 shelters while, three that were retendered have been cleared by the ADB.
	Installation of 95 assorted APFs completed	Out of the 95 assorted APFs procured 72 machines including 30 maize mills, 25-grain mills, 10 rice hullers, 2 coffee hullers and 5 milk coolers have been fully installed and await operationalization.	Installations were ongoing in project areas where shelters were completed.

Component	Planned Ouputs	Cumulative status update	Comments
	Extension of 54.1kms of grid to 57 APF sites in 23 project districts completed.	Over all progress on works for extension of 54Km ofgrid power to 57 APF sites averages at 90% with 22 fully connected sites, 49 sites with transformer installation completed pending meter installation.	Works on Installation of energy meters for all the remaining sites were still on- going.
Community Mobilisation	Groups for management of APFs farmers identified, formed and trained  private operators for all installed machines identified and recruited  Capacity of stakeholders in management built and APFsoperationalized        All installed machines operationalised	169 farmer groups have been identified to support the effective operetionalization of APFs.   73 private operators were identified in all 44 districts.  Materials regarding use of machinery, supply, installation, testing, and management of APFs were developed and distributed to all implementing districts.   Testing of the installed machines in different project areas was ongoing	Process of identification of 22 private operators was ongoing  The materials were simplified to ease understanding and reference
Component Coordination	Carry out Monitoring and Supervision	Routine visits are carried out in all beneficiary districts to support and guide on operationalisation of APFs.	Training of the identified private operatos is on going as and when the process of selection and idenfication is complete.

Source: CAIP II progress report January 2015

The districts of Gulu, Mbale, Jinja, Tororo and Wakiso were sampled and monitored to assess level of implementation of theCAIIP.

### **Gulu district**

The project activities were implemented in sub counties of Lakwana, Odek, Ongako, Palaro and Patiko. The activities included the rehabilitation of 18kms CARs in Ongako sub county and construction of APFs in the four sub counties.

#### Ongako Sub County

### **Rehabilitation of Cuk Ogwil- Tochi- Lamin Lawino CAR**

The CAR is an earth road of 18kms connecting the villages of Cuk Ogwil, Tochi and Lamin Lawino. The road links markets within the subcounties, and Lamin- Lawino and Opuk- Omuny Primary Schools. The scope of works included site preparatory works, setting out and site clearing, earth works,gravelling and drainage works.Table 11.18 shows the project summary.

**Table 11.18: Cuk Ogwil- Tochi- Lamin Lawino road project profile**

<b>Contract name</b>	<b>Rehabilitation of 18 kms of CARs in OngakoSub county, Gulu district under CAIIP (Lot 42, Batch C)</b>
Source of funding	African Development Bank/GoU
Implementing agency	Ministry of Local Government
Supervisor	District engineer/ Gulu district Local Government
Contractor	M/s Lina construction Ltd
Project length	18 kms
Commencement date	28 <sup>th</sup> November 2014
Completion date	28 <sup>th</sup> May 2015
Contract sum	Ug shs 492,477,234
Contract duration	6 months
Contract time elapsed	3 months
Physical progress	98% completed by end of March 2015
Financial progress to date	95%

*Source: MoLG District Local Government*

By 31<sup>st</sup> December 2014, rehabilitation works on Cuk Ogwil- Tochi- Lamin Lawino 18 km CAR was partially completed. Completed works included site preparatory works, site clearing, earth works, site clearingand gravelling. Pending works included drainage channels and installation of signpost.

The rehabilitated CAR in Ongako Sub County has eased accessibility to markets.



## **Challenge**

Vandalism of road signposts

## **Recommendation**

The MoLG should consider use of concrete for road signage to avoid vandalism.

### Lakwana Sub County

#### **Construction of Agro Processing Shelter (grain mill)**

The facility is located in Kal parish. The contract for construction of the grain mill was awarded to M/s SEM Investments Limited at a contract sum of Ug shs 133,959,525 for a period of six months beginning October 2014 to February 2015.

The scope of works included; construction of a grain mill structure; open waste bin; drying slab and a two-stance drainable pit latrine

By 14<sup>th</sup> January 2015, civil works on the grain mill were at plinth wall level, the waste bin had just been excavated, and excavation for the drying slab foundation and a pit for the latrine were Ongoing. However, no payment had been effected by end of December 2014.



**Rehabilitated CAR in Gulu district**



**Ongoing construction works at t maize mill facility and excavated pit latrine in Gulu district**

### **Jinja district**

The project implemented activities in the sub counties of Budondo, Busedhe, Butagaya and Mafubira. These include rehabilitation of Mafubira-Makenke-Kaitabawala road (5km) and completion of four APFs. Mafubira Sub County was sampled to assess progress of implementation.

#### **Rehabilitation of Mafubira-makenke-kaitabawala (Lot 42, Batch C)**

The CAR is an earth road connecting the villages of Mafubira, Makenke and Kaitabawala. The contract for rehabilitation works was awarded to M/s Thunderbolt Technical Services

Limited. The scope of works included site preparatory works, setting out and site clearing, earth works, drainage works, and gravelling. Table 11.19 shows the project summary.

**Table 11.19: Mafubira-Makenke-Kaitabawala road project profile**

<b>Contract name</b>	<b>Rehabilitation of 5 kms of CARs in Mafubira Subcounty, Jinja district under CAIIP (Lot 42, Batch C)</b>
Source of funding	African Development Bank/GoU
Contract No.	CAIIP-2/JINJA/CAR-BATCH C/LOT 42
Implementing agency	Ministry of Local Government
Supervisor	District engineer/ Jinja district Local Government
Contractor	M/s Thunderbolt Technical Services Limited
Project length	5 kms
Commencement date	5 <sup>th</sup> August 2014
Completion date	20 <sup>th</sup> February 2015
Contract sum	Ug shs 207,055,975
Contract duration	6 months
Contract time elapsed	6 months
Works payment certified	191,889,000
Physical progress	90%
Financial progress to date	93%

*Source: Jinja District Local Government*

By 28<sup>th</sup> January 2015, the works were substantially complete with physical progress of 90%. Bush grass was cleared alongside the road, the road was shaped and graveled, culverts were installed and 2-meter head walls built around the culverts.

Trees were planted along the roadside and works on swamp rising were done where the road was found to be on a lower level.



**Installed culverts and swamp raised section of the road in Jinja district**

### **Construction of Agro Processing Shelter for a maize mill**

The facility is located at Mafubira Parish. The contract for construction of the grain mill was awarded to M/s Wakanira Investments Limited at a contract sum of Ug shs 114,426,375 for a period of six months beginning 15<sup>th</sup> August 2014.

The scope of works included construction of a maize mill, open waste bin, external works (access road, parking and rainwater harvesting), drying slab and pit latrine.

By January 2015, the maizemill was completed, open waste bin was constructed, an access road to allow the community easy access to the mill and a harvesting tank for collection of water, drying slab and a two-stance pit latrine with showers were constructed. The APF was waiting for commissioning.

The civil works were of good quality. By 9<sup>th</sup> December 2014, three certificates amounting to Ug shs 114,345,500 had been paid to the contractor.



**Test running of installed maize mill machine in Jinia district**

### **Tororo district**

The project implemented activities in the sub counties of Kirewa and Mella. These include completion of two APFs. Mella Sub County was sampled and monitored to assess progress of implementation.

### **Construction of Agro Processing Shelter for a maize mill**

The facility is in Apokor parish. The contract for construction of the grain mill was awarded to M/s Afro-General Builders and Carpentry Limited at a contract sum of Ug shs 148,225,350 with effect from September 2014 and the project period was 6 months. The scope of works included construction of a maize mill, open waste bin, external works (access road, parking and rainwater harvesting), drying slab and pit latrine.



**Left: Fully connected APF; Right: constructed waste bin and two-stance pit latrine in Tororo district**

By 2<sup>nd</sup> February 2015, the maizemill was completed, open waste bin was constructed, an access road was constructed to allow the community easy access to the mill, drying slab and a two-

stance pit latrine with showers was constructed. A water-harvesting tank was also installed. The civil works were of good quality. One certificate of Ug shs 139,317,975 has been for payment.

### **Mbale district**

The project implemented activities in the Nakaloke sub county. These include rehabilitation of three roads namely Busajjabwankuba-Nambula, RTC-Bulabula-Lwele and Kabogoza-Family (9.4km) and completion of one APF. The sub county was sampled to assess progress of implementation.

### **Busajjabwakuba-Nambula road (4km)**

This is an unpaved gravel road of total length 4kms connecting the villages of Busajjabwankuba and Nambula communities as well as surrounding schools connecting to the Mbale-Sironko road and Mbale-Kumi road. The contract for rehabilitation works was awarded to M/s Greystone Investments Limited. The scope of works included site preparatory works, setting out and site clearing works, earth works, drainage works, gravelling and completion works. Table 11.20 shows the project summary.

**Table 11.20: Rehabilitation of construction of CAR in Busiu Sub county project profile**

<b>Contract name</b>	<b>Rehabilitation of construction of CAR in Busiu Sub county under CAIP (Lot 28, Batch C)</b>
Source of funding	African Development Bank/GoU
Contract No.	CAIP-2/MBALE/CAR-BATCH C/LOT 28
Implementing agency	Ministry of Local Government
Supervising Consultant	District engineer/ Mbale district Local Government
Contractor	M/s Greystone Investments Limited
Project length	9.4 kms
Commencement date	26/10/14
Substantial completion date	26/4/15
Funding Agency	GoU
Contract sum	Ug shs 571,965,660
Contract duration	6 months
Contract time elapsed	6 months
Works payment certified	280,300,445
Physical progress	90%
Financial progress to date	49%

*Source: Supervising Consultant, District engineer progress reports*

By January 2015, work progress was at 90%; bush grass was cleared, the road was shaped and graveled, culverts installed and trees planted along the roadside.



**Left: Rehabilitated Busajjabwakuba-Nambula road in Mbale district**

The contractor had been paid 49% of the contract price.

### **Construction of Agro Processing Shelter for a maize mill**



**Uncompleted drying slab in Mbale district**

The facility is located in Nakaloke parish. The contract for construction was awarded to M/s Namugabwe General Construction Limited at a contract sum of Ug shs 133,245,756 for a period of six months starting June 2014. The scope of works included construction of a maize mill, open waste bin, external works (access road, parking and rainwater harvesting), drying slab and a pit latrine.

By 2<sup>nd</sup> February 2015, the maize mill facility, open waste bin and pit latrine with showers was fully constructed and completed. The facility was connected to grid and a water-harvesting tank was also installed.

The maize mill was partially installed and the contractor was waiting for installation of power to test the machine. Pending works included finishes on the drying slab and earth works (landscaping). The farmers were trained and a committee on user management of the facility was formed. The civil works were of good quality. The contractor had forwarded one certificate of Ug shs 100,967,634 for payment.

### **Wakiso district**

The project implemented activities in the Sub Counties of Busukuma, Gombe, Kasange, Masulita, Namayumba, and Wakiso. These include rehabilitation of Kasasa-Kolombe-Nemagazza CAR completion of five APFs and one produce store. Mende Sub County was sampled to assess progress of implementation.



### **Construction of Agro Processing Shelter for a maize mill**

The facility is located in Mende Parish. The contract for construction was awarded to M/s P&D Traders and Contractors at a contract sum of Ug shs 144,322,832 starting 27<sup>th</sup> October 2014 and ending 27<sup>th</sup> April 2015. The scope of works included construction of a maize mill, open waste bin, external works (access road, parking and rainwater harvesting), drying slab and a pit latrine.

By 31<sup>st</sup> December 2014, the maize mill facility was fully constructed and completed pending grid installation and landscaping. The machine for the maize mill was fully installed and the contractor was waiting for installation of power to test the machine. A committee of seven members was trained on user management of the facility. No payment had been effected.



**Left: Uncompleted landscaping works; Right: shoddy works on floor of maizemill facility in Wakiso district**

Works on the open waste bin, pit latrine and drying slab were of good quality but poor quality works were observed on the floors of the maizemill facility as cracks had already developed before usage.

### **Challenge**

The project was affected by delays related to VAT.

### **Analysis**

#### ***Link between financial and physical performance***

There was a good link between the financial and physical performance of the project. About 38% of the spent funds were used for services (Funds under this category were earmarked for payment in respect of the completion studies as well as remuneration for technical assistance); 31% on goods (Funds are designated for agro-processing facilities, generators and grid extension); 24% on operating costs (Funds are tagged to civil works) and 16% on works (The major costs under this category were meant to be incurred in respect of the last batch of community access roads, which is currently still under procurement, hence the low expenditure).

For the GoU component, 84% of the funds were spent on social security contributions; 10% on consultancy services; 3% on travel inland; 2% on maintainance of vehicles and 1% on computer supplies and IT.

### ***Achievement of set targets***

*The Rural Infrastructure Improvement:* Set targets were substantially achieved and these included 1,418.4km (97.5%) out of 1,454.1km of Batch A CARs and 1,149.65km (95.9%) out of 1,198.2km of Batch B were completed and handed over to the respective districts Local Governments; all 230.4km of district feeder roads were completed whereas civil works for Batch C CARs were ongoing.

Works on 75 agro-shelters and 2 produce stores were 81% completed; 72 out of 95 machines including 30 maize mills, 25-grain mills, 10 rice hullers, 2 coffee hullers and 5 milk coolers were fully installed and await operationalization hence target was 76% achieved.

Progress on works for extension of 54Km of Hydro Electric power grid to 57 APF sites averages at 90% with 22 fully connected sites, 49 sites with transformer installation completed pending meter installation.

*The community mobilisation component:* All four targets were fully achieved; 169 farmer groups to support the effective operationalisation of APFs and 73 private operators were identified; materials on supply, installation, testing, and management of APFs were developed and distributed to all implementing districts; and test running of the installed machines in different project areas commenced in preparation for operationalization of the APFs.

*The component Coordination component:* All the two targets were achieved and these included: constant engagements by the project facilitation team in routine visits during the reporting period in all beneficiary districts to further support and guide on operationalisation of APFs and technical support supervision and monitoring carried out to ensure works were completed in time and with the right quality.

### ***Comparative analysis***

Of all five districts visited, the communities were benefiting from the CAIP-2 project especially the CARs that were rehabilitated as the roads were in use compared to the use of APFs which had not yet been commissioned to be used. The APFs in Jinja, Tororo and Mbale were completed whereas works for the APF in Gulu were still ongoing. The APF in Wakiso was near completion.

### **Conclusion**

The overall performance of the CAIP-2 is rated at excellent (92%) by 31st December 2014. All planned outputs were substantially achieved. Ongoing works included rehabilitation of Batch C CARs, works on installation of energy meters for all the remaining sites; installations in project areas where shelters are completed; and identification of private operators in the remaining beneficiary districts. The project was affected by delays in payment of VAT related projects.

### **Recommendations**

- The MFPED should clear VAT payments of capital projects on time.
- The MoLG should consider use of concrete for road signage to avoid vandalism.

## 11.4.2 Markets and Agriculture Trade Improvement Project-I

### Background

The Markets and Agriculture Trade Improvement Project (MATIP) is a five-year Government intervention aimed at attaining prosperity for all, improved market access, infrastructure development (NDP) and a key function for the transformation of the agricultural sector from subsistence to commercial production.

The MATIP was set to improve the market place economic and social infrastructure thus inducing incremental production and marketing of agricultural commodities, enhancing incomes of vendors, increasing employment, increasing customer satisfaction as well as increasing revenue generation by local governments.

The first phase of the project (MATIP-1) includes the construction of seven markets in six urban councils and one Capital City Authority under the ADB loan and two markets under BADEA loan namely Jinja, Mbale, Fortportal, Hoima, Gulu, Lira and Kampala Capital City Authority. Box 11.5 shows the summary project profile for MATIP-1.

### Box 11.5: Markets and Agriculture Trade Improvement Project-I

**Implementing agency:** Ministry of Local Government

**Funding:** Government of Uganda US\$ 2.070 billion (African Development Bank (ADB) and Arab-Bank for Economic Development (ABED)

**Implementation period:** 2/5/2010 - 30/9/2015

**Overall sector goal:** To contribute to poverty reduction and economic growth in Uganda through enhanced marketing of Agricultural produce and other merchandise

#### Specific Objectives

- To create additional working space and improved working conditions in selected markets by providing better structures, proper access, proper drainage, water, electricity and general amenities
- To reduce street vending and illegal markets, which have caused many roads in the city being blocked almost half way and causing traffic jam
- To reduce solid waste management by illegal markets and street vendors, which usually cause blockage of road drains and make road maintenance expensive.
- To create opportunities for people to generate and raise their incomes
- To increase revenue collection by urban councils

#### Project Outputs:

- A market place economic and social infrastructure for 900,000 households

#### Project components



- Market Infrastructure Development
- Market Management and Trade Enhancement
- Programme Management and Coordination

*Source: MFPED PIP FY 2014/15-2015/16*

The planned outputs of the MATIP-1 for FY 2014/15 were:

- Construction of five phase one markets completed
- Resettlement of vendors completed in completed markets
- Construction of two markets under Lot- 1(Nyendo and Busega) commenced.
- Construction of the remaining two markets implemented and supervised
- Continued mobilization and sensitization of vendors

## Findings

### (i) Financial performance

#### GoU performance

The approved budget for FY 2014/15 is Ug shs 2 billion of which Ugshs 922 million (45%) was released and Ug shs 884 million (96%) expended by 31<sup>st</sup> December 2014. The funds released were spent on taxes under government buildings and administrative infrastructure output.

#### ADB loan performance

The total budget for FY 2014/15 is Ug shs 18.123 billion of which Ug shs 11.989 billion (66.2%) was released and spent by 31<sup>st</sup> December 2014. Table 11.21 shows the expenditure performance.

**Table 11.21: ADB expenditure performance July 2014 to 31st December 2014(Ug shs)**

Category	Budget	Expenditure	Variance
Works	16,990,000,000	11,745,411,594	5,244,588,406
Services	763,206,890	244,144,498	519,062,392
Operating Costs	370,000,000	-	370,000,000
Total	18,123,206,890	11,989,556,092	6,133,650,798

*Source: MATIP coordination office, July-December 2014*

### (ii) Physical performance

#### a) Past performance

During FY 2013/14, the project completed construction and handed over Wandegeya market in Kampala and Mpanga in Kabarole district.

The overall status of implementation of the Markets and Agriculture Trade Improvement Project activities under phase one is shown in Table 11.22.

**Table 11.22: Status of implementation of project activities by 31<sup>st</sup> December 2014**

Component	Output	Status update
Market Infrastructure Development	Construction of Jinja, Lira and Gulu Markets completed	Jinja and Lira market constructions were both completed. Only one market (Gulu main market) had ongoing works with physical progress averaging at 95%.  Completed markets of Hoima and Jinja were commissioned for use in November 2014. The commissioning of Lira market was slated for February 2015.
	Procurement process for contractors for Nyendo and Busega markets under the BADEA loan completed	Procurement of contractors was concluded and contracts signed on December 23, 2014. Civil works were expected to commence 20 <sup>th</sup> January 2015.
Market Management and Trade Enhancement	Vendors in redeveloped markets of Mbale, Hoima and Lira back to the reconstructed markets resettled	Resettlement of vendors in Mbale was completed, ongoing in Hoima and would commence for Lira and Jinja markets during quarter 3.  New market facilities management guidelines were developed and disseminated to vendors and urban councils.
	Vendors for Busega and Nyendo markets relocated	The process of signing MoUs with vendors was completed in Nyendo market in Masaka Municipality and in Busega market in Kampala City.
Programme Management and Coordination	Monitoring and supervision undertaken	The construction works continue to be supervised by respective consultants with oversight guidance from the Programme Facilitation Team (PFT) of the Ministry.
	A progress review workshop conducted	A review workshop involving Municipal Mayors, Town Clerks, Residential District Commissioners and ministry staff was held in September 2014.  A number of strategies were reached especially on resettlement of vendors back into the completed markets, market management and maintenance of the operational markets.

*Source: MATIP progress report July – December 2014*

The scope of works for all the seven markets implemented during phase I involved temporary works, demolitions, main market civil works (excavation of foundations, slabs, columns, wall partitioning), electrical and mechanical installations ( portable water supply and storage, foul water disposal, fire-fighting facilities) and external works ( access roads, parking, landscaping, storm water drainage, solid waste management, onsite sanitation facilities).

Four districts of Jinja, Mbale, Lira and Gulu were sampled and monitored in February 2015 to assess progress of works.

#### **i) Construction of Gulu main market**

##### **Background**

The market is located in Gulu Municipality, Gulu district. The contract for construction was awarded to M/s Dott Services Limited at a contract sum of Ug shs 11.616 billion for construction of Gulu main market extension of which Ug shs 8.985 billion (77%) was spent by 31<sup>st</sup> December 2014. The contract sum of the main market is US\$ 2.664 million of which US\$ 2.367 million (89%) was spent by 31<sup>st</sup> December 2014.

Physical performance was at 100% for the main market and 95% for the main market extension against time progress of 100% and 95% respectively. Civil works for the main market were completed and waiting to be handed over and commissioned for use during Q3 (January-March 2015) whereas civil works for the market extension were substantially completed. A few external and internal completion works were ongoing pending a few external and internal finishes. All works were to be completed and handed over by end of March 2015.



**Clockwise top left: External finishes (completion of parking yard); internal finishes; erected water tank meant to serve the market; market stalls in Gulu Municipality**



**Clockwise top left: Bathroom facilities; toilet facility; shop with an installed meter; and banking hall in Gulu Municipality**

## **ii) Construction of Lira Main Market**

### **Background**

The market is located in Lira Municipality, Lira district. The contract for construction of the market was awarded to M/s Arab Contractors Ltd at a contract sum of Ug shs 12.169 billion of which Ug shs 11.865 billion (98%) was spent and US\$5.134 million of which US\$ 5.006 million (98%) was spent.

Physical performance stood at 100%. All works were completed and market structure was ready for official commissioning and use. The commissioning of the re-constructed Lira main market by His Excellency the President of the Republic of Uganda was scheduled for February 2015.



**Top left clockwise: View of main entrance to market; water collection tank to serve the market; vegetable stalls, toilet for PWDs in Lira district**

### **iii) Construction of Jinja main market in Jinja district**

#### **Background**

The market is located within Jinja Municipality. The contract for construction was awarded to M/s Vambeco Enterprises Ltd at a contract sum of Ug shs 27.402 billion of which Ug shs 26.717 billion was spent by 31<sup>st</sup> December 2014.

Physical performance stood at 100% against time progress of 100%. All civil works were completed and the market facility was handed over for use. H.E. Y.K Museveni the President of the republic of Uganda officially commissioned the market in February 2015.



**Clockwise from left: fully dermacatted market stalls; installed health and safety equipment;; day care centre, bathroom facilities; banking hall at the main market in Jinja Municipality**



#### **iv) Construction of Mbale main market in Mbale district**

##### **Background**

The market is located in Mbale Municipality, Mbale district. The contract for construction was awarded to M/s Ambitious Construction Co. Ltd at a contract sum of Ug shs 22.873 billion of which Ug shs 22.301 billion was spent by 31<sup>st</sup> December 2014.

Physical performance stood at 100% against time progress of 100%. The market was completed and operational. The resettlement of vendors was completed in September 2014 and so far a total of 3,800 people have been relocated back to the market.



**Outside view of Mbale market with vendors resettled**

##### **Implementation challenges**

- Failure by some vendors relocated to Mbale market to pay the monthly maintenance fees.
- Delayed payments of VAT on all markets
- Delayed payments of variations on contracts to support proper finishing of the roof and stalls on the ground floor.

##### **Analysis**

###### ***Link between financial and physical performance***

By 31<sup>st</sup> December 2014, 96% of the released funds by GoU were spent on taxes under government buildings and administrative infrastructure and 66.2% of the ADB loan was spent. Of the released funds from the ADB loan, 65% was spent on works (funds earmarked for payments in respect of civil works including retention) and 1.3% (funds committed on consultancies for supervision of markets) on services. Of the GoU funds released, 87% (Ug shs 884.630 million) was spent on taxes.

###### ***Achievement of set targets***

The project performed well in terms of delivery of the planned targets in the first half of FY 2014/15.

*The Market Infrastructure Development component achieved 98% of its targets. Three out of four targets were achieved and these included: completion of Jinja and Lira market and the procurement of contractors for Nyendo and Busega markets under the BADEA loan were concluded and contracts signed on December 23, 2014. Only one market (Gulu main market) had ongoing works with physical progress averaging at 95%.*

*Market Management and Trade Enhancement component was partially achieved (44%). One out of the three targets was fully achieved (new market facility management guidelines developed and disseminated to the vendors and urban councils). The other output was 33% achieved as one out of the three markets had resettled vendors back into the market. The process of signing MoUs with vendors to relocate had just been concluded.*

*Programme Management and Coordination component was 100% achieved. Monitoring and supervision was undertaken and a progress review workshop was conducted where a number of strategies were reached especially on resettlement of vendors back into the completed markets, market management and maintenance of the operational markets.*

### ***Comparative analysis***

Of the four markets visited, completion of construction works on Lira market was good as works were observed to be of good quality compared to Jinja market where finishes were of poor quality. Works were ongoing on the Gulu market whereas the Mbale market was already operational.

### **Conclusion**

The MATIP-1 performance is rated excellent at 80% by 31<sup>st</sup> December 2014. Four out of six outputs were substantially achieved. Jinja and Lira markets were completed; procurement of contractors for the construction of Busega and Nyendo markets under the Urban Markets and Marketing Development of the Agricultural Products Project funded by BADEA was also finalized; resettlement of vendors for Hoima and Mbale market was completed with market management guidelines developed whereas monitoring and supervision was routine. However, the project was affected by the delayed payments of VAT on all completed markets.

### **Recommendations**

- The districts through their respective Municipalities should devise means of collecting revenue for maintenance of constructed markets.
- The MFPED should fast track payments for VAT on all completed markets.



## **GENERAL CONCLUSION**

The overall physical performance of the sector was rated as fair. Good performance was noted under the Humanitarian Assistance Project, Resettlement of Landless Persons and Disaster Persons: Support to Ministry of Public Service, Public Service Reforms, CAIIP-2: and MATIP-1. The Public Service Reforms achieved 73% of the planned outputs under the recurrent budget and 93% of the rehabilitation works were achieved from the Support to Ministry of Public Service under the development budget.

Fairly good performance was noted in the Support to LRDP and PRDP-2 projects. Whereas 35% of the released funds were spent in the PRDP-2 Project, only one out of the seven outputs was fully achieved. Similarly, the Support to LRDP had expended 89% of the released funds and five out of seven planned outputs and targets were achieved.

Achievement of targets was hampered by lengthy procurement processes, late release of funds to districts and advance payment to contractors, increased cost or project implementation owing to re-introduction of VAT and failure of newly created districts to attract staff despite placement of several adverts.

## **RECOMMENDATIONS**

Implementation of programmes can be improved if corrective measures are taken by the various MDAs. This chapter highlights the key recommendations.

- The districts should release funds for project activities early enough to ease implementation of activities.
- The districts should initiate procurements early enough to avoid delay in implementation of activities.
- The MFPED should fast track payments for VAT on all completed markets.
- The MFPED, MoPS and MoLG should step up the Monitoring and Support supervision role in spearheading the Public Service reforms in LGs.
- The MoLG should implement the rewards and sanctions framework to all Accounting Officers in LGs regarding the implementation of Public Service reforms.
- Uganda Civil Service College should carry out a comprehensive needs assessment in the entire Public Service and develop a training plan to address the capacity gaps at all levels.

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