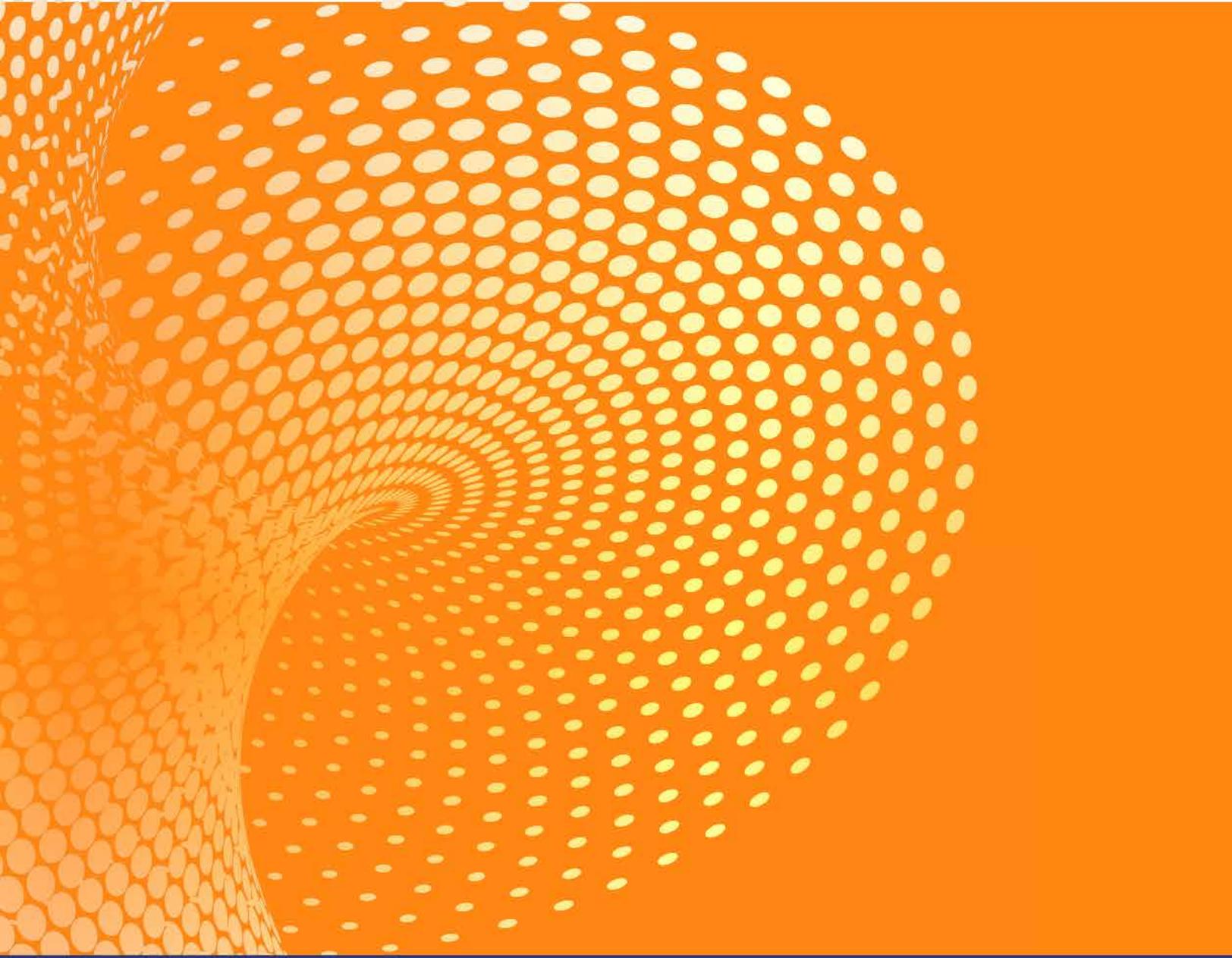


RAPID ASSESSMENT (RA) OF PUBLIC SECTOR ORGANISATIONS (PSOs) IN UGANDA



REBUPLIC OF UGANDA



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REPUBLIC OF UGANDA

EVALUATION REPORT

RAPID ASSESSMENT (RA) OF PUBLIC SECTOR ORGANISATIONS (PSOs) IN UGANDA

Submitted to:

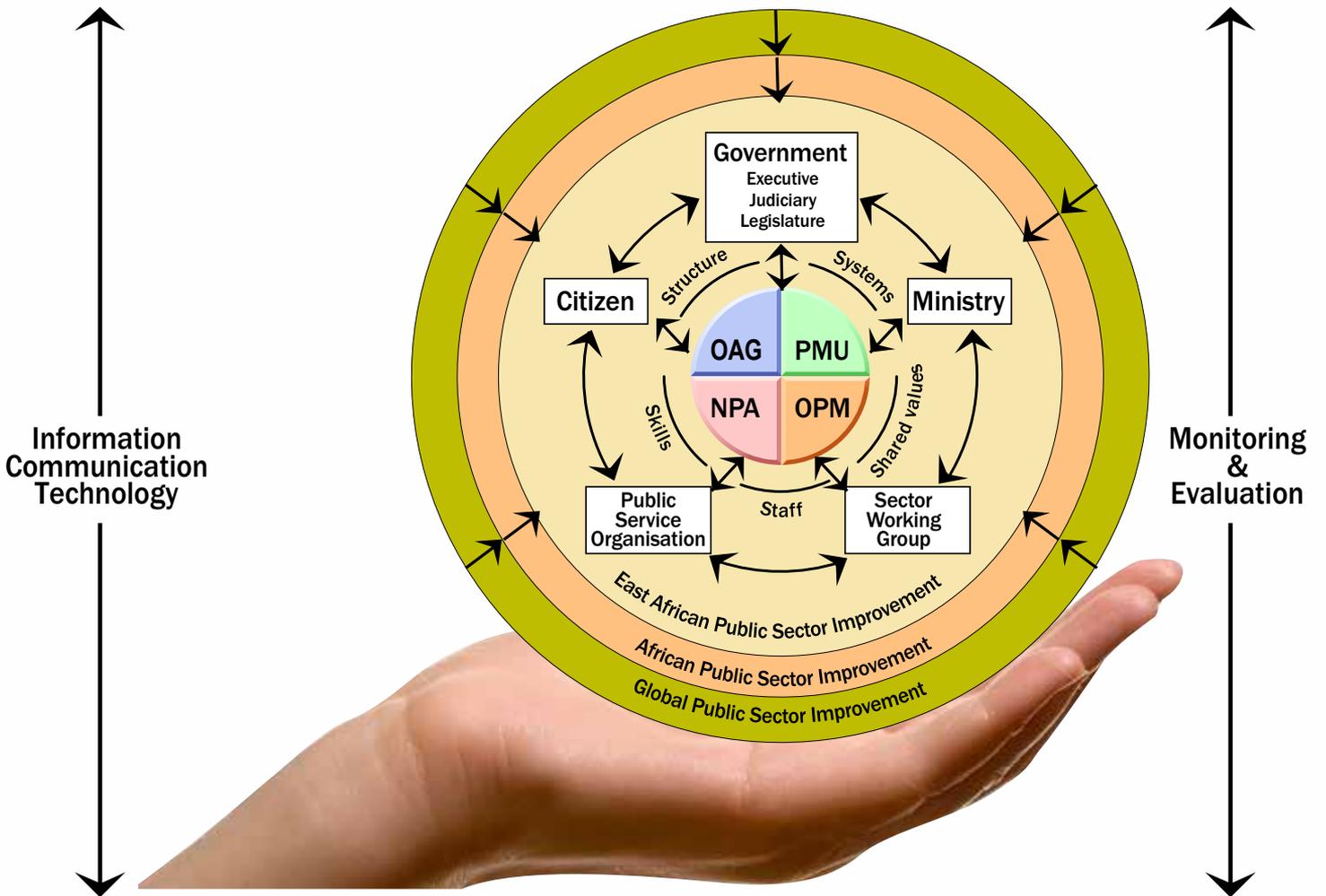
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Date: APRIL, 2017

PROPOSED OVERALL PUBLIC SECTOR PERFORMANCE IMPROVEMENT APPROACH



KEY

- OAG** Office of the Auditor General
- OPM** Office of the Prime Minister
- PMU** Parastatal Monitoring Unit
- NPA** National Planning Authority

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LIST OF ACRONYMS

3IE	International Initiative for Impact Evaluation
DFID	Department for International Development
GOU	Government of Uganda
ICT	Information, Communication Technology
MDAs	Ministries, Departments and Agencies
MFR	Management for Results
NPM	New Public Management
OECD	Organization for Economic Co-operation and Development
OPM	Office of the Prime Minister
PEAP	Poverty Eradication Action Plan
PSOs	Public Sector Organizations
PSPM	Public Sector Performance Measurement
RA	Rapid Assessment
RAP	Rapid Assessment Process
ROM	Results-Oriented Management
SAPIs	Semi-Autonomous Public Institutions
SWG	Sector Working Group
UK	United Kingdom
UPW	Uganda Policy Window

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DEFINITIONS OF KEY TERMS

Term	Adopted Definition
Public Enterprise:	Abody corporate whether established under the Companies Act or under any other enactment, in which the state owns the whole or part of the proprietary interest or which is otherwise controlled directly or indirectly by the state; and any company established for the purpose of, or in connection with, the divesture of an enterprise.
Public sector Organizations (PSOs)	The organizations operated by the government which contrasts with private sector organizations, which are controlled by private entities
Rapid assessment	The process which allows use of a multi-disciplinary team of researchers to develop a preliminary understanding of a situation (in this case PSOs) in which issues are not yet well defined and an insider's perspective is needed within the constraints of insufficient time or other resources for long-term and broader assessment.
	The ability to accomplish a desired result or to fulfil a purpose or intent
Effectiveness:	The ability to accomplish a desired result or to fulfil a purpose or intent
Efficiency	The quality or degree of effective operations as measured against cost, resources and time
Priority Sector Area	Those Ugandan-Based sectors where 3ie has been supporting under the UPW. The sectors are conceived from the sample of sectors documented by the Government Annual Assessment Reports
Scoping Review	The process of rapid gathering of literature in a given policy area where the aims are to accumulate as much evidence as possible and map the results.

FOREWORD

Article 108 A of the Constitution mandates the Prime Minister to (1) be the Leader of Government Business in Parliament and be responsible for coordination and implementation of Government Policies across Ministries, Departments, Agencies and other Public Institutions and (2) Perform such other functions as may be assigned to him or her by the President or as may be conferred on him or her by the Constitution or by law.

In November 2016, the Department of Monitoring and Evaluation in fulfillment of its mandate commissioned a Rapid assessment of 13 Public Sector Organizations (PSOs). The exercise is funded by DFID and receives technical support from the International Initiative in Impact Evaluation (3ie).

The assessment was to: establish the best practices and guidelines for rapid assessment of PSOs; produce a set of guidelines, and checklist for the government to carry out rapid assessments in the future; and assess the relevance, effectiveness, efficiency, sustainability and where possible the impact of sampled public sector organizations in Uganda.

During the exercise, a number of stakeholders were consulted to build consensus on the PSOs' performance, generate findings and recommendations presented in the report. The findings and recommendations presented give a general picture on the state of PSOs in Uganda especially the synthesis of the current strength and weaknesses. The development and implementation of a performance management system for all members of the boards and PSO senior management is one of the key recommendations of the assessment.

The assessment also developed a set of guidelines and checklists for conducting rapid assessments of Public sector organizations which will be useful for future undertakings.

The report the Office of the Prime Minister is commissioning is an assessment of 30 more Public sector organizations. This will draw the lessons from the rapid assessment of 13 PSOs, and will lay the basis for undertaking impact evaluation of selected PSOs in future.

On behalf of Government and OPM, we are grateful to the Development Partners for the generous support to this initiative and 3ie for effectively coordinating the implementation. I also appreciate the Department of Monitoring and Evaluation for effectively accomplishing this important assessment which is hoped to improve the decision making capacity of Government regarding PSOs. We also thank the consultants who undertook the exercise with diligence and high degree of professionalism. We thank the leadership and staff of all the PSOs that provided the required information for this exercise.

FOR GOD AND MY COUNTRY

Christine Guwattudde Kintu

Permanent Secretary



EXECUTIVE SUMMARY

RATIONALE AND CONTEXT

Government in Uganda remains the prime provider of public services in the eyes of the citizens. While public sector reforms have tended to favor the private sector in delivery of public goods and services, the government's obligation to promote the public interest distinguishes public administration from private management. From the 1980s, government created autonomous agencies in forms of Authorities, Commissions and Agencies (ACAs) under the influence of development partners as a vehicle for better service delivery since such autonomous bodies were expected to be more efficient and effective. Concerned with the performance challenges of these Public Sector Organizations (PSOs) Government through the Ministry of Finance, Planning and Economic Development commissioned a 2009 diagnostic study on the efficiency and effectiveness of PSOs. The study found a number of legal, structural, organizational, financial and governance issues that affected these agencies. It recommended numerous short-term, medium and long term changes that were needed to address the numerous challenges that stood on their way in attaining their objectives and those of government. By 2016, all the recommendations were never taken up by government and all efficiency gains that had been anticipated were lost. Meanwhile, government continued faced with questions from the citizens regarding public services deficiencies in areas where executive agencies had been created and charged with clear mandates. While Government through the annual performance reviews under the Office of the Prime Minister had been collecting data on performance of government including some agencies it was clear no accurate information was available on the exact contribution of PSOs to the results agenda of government. There was a need to broadly review the dynamics of the PSOs in Uganda as key implementation agencies of core and specialized services of government, review their policy instruments, their service delivery mechanisms, their management practices and the linkages of these PSOs among themselves and their sectors; as well as their linkage with the national development priorities of Uganda. The findings of such a review would guide evidence-based decision-making and improving service delivery.

The Office of the Prime Minister (OPM) through funding from DFID and under the coordination of the International Initiative for Impact evaluation (3ie) based in India commissioned a rapid assessment of PSOs in Uganda with the following objectives:-

- (i) To establish the best practices and guidelines for rapid assessment of PSOs.
- (ii) To produce a set of guidelines, and checklist for the government to carry out rapid assessments in the future
- (iii) To assess the relevance, effectiveness, efficiency, sustainability and where possible the impact of sampled public sector organizations in Uganda.

The assessment was done by consultants using the Results-oriented model for measuring performance of the public sector. This model posits that Results of PSOs can only be attained through coordinated activities at planning, budgeting, implementation, monitoring & evaluation levels. The implication of this is that all PSOs need to be aligned to a common purpose and mission so as to promote efficiency and effectiveness through exploiting the linkages and interdependencies among the different elements within PSOs but also must have horizontal and vertical linkages. The relationship between PSOs and their sector working groups as well as how PSOs contributed to broader national goals were also assessed.

The rapid assessment covered 13 PSOs as below:-

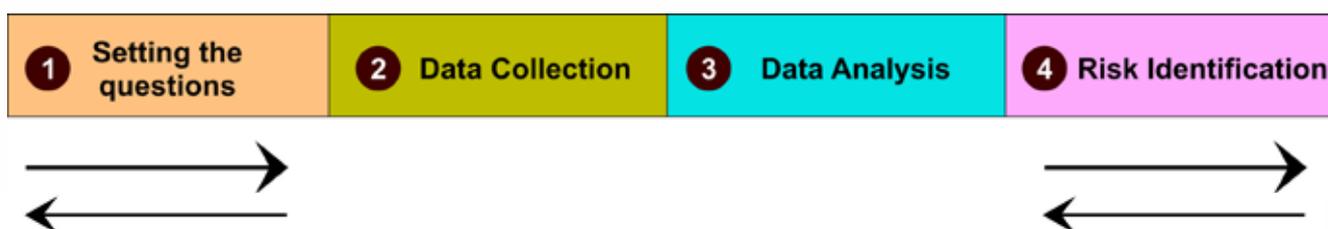
1. Local Government Finance Commission	Derived from Art.194 (1) of 1995 Constitution of Uganda but has LGFC Act 2003
2. National Medical Stores	A statutory Corporation in 1993 by Act of Parliament, Under Chapter 207 of the Laws of Uganda
3. Uganda Road Fund	URF Act 2008 (became operational January 2010)
4. Electricity Regulatory Authority	Created under Electricity Act 1999 (CAP 145)
5. Uganda Communication Commission	Uganda Communications Act of 2013
6. National Environment Management Agency	NEMA Act (1995) CAP 153
7. Uganda National Bureau of Standards	UNBS Act (1989) Cap 327



8. Education Service Commission	Derived from Art.167 (1) of 1995 Constitution
9. Uganda Tourism Board	Uganda Tourism Board Statute of 1994
10. National Agriculture Research Organization	NARO Act of 2005
11. Uganda Wildlife Authority	Uganda Wilde Life Act 2000
12. Amnesty Commission	Amnesty Act 2000
13. Uganda Investment Authority	Investment Code Act 1994 (amended 2001)

APPROACH AND METHODOLOGY

The rapid Assessment involved four basic steps;



1. Setting of the Questions.

A list of guiding questions was developed based on a checklist of items recommended by the ADB for inclusion while conducting Rapid assessment of public sector organizations. In addition, the evaluation questions set by the client were used and were supplemented by other observations specific to each of the 13 PSOs. The list of all final questions was validated with the OPM technical team during the review workshop to ensure there was a common understanding by all stakeholders. A pilot was then conducted in one of the PSO outside the sampled PSOs.

2. Data collection

The primary data collection was done using three sets of instruments-the rapid assessment questionnaire, institutional assessment questionnaire and the interview protocol guides for different categories of respondents. Secondary data was collected from a set of reports at government level as well from each of the sampled PSOs. Secondary sources further provided background information on the PSOs under assessment.

3: Data analysis and interpretation of Findings.

The analysis from primary sources was conducted using frequencies and percentages to determine the opinions of respondents on each of the cluster questions. Secondary data analysis involved some and in some cases, trend analysis was conducted regarding financial and human resource information. Qualitative data analysis involved thematic analysis of the findings based on a SWOT framework matrix and around key evaluation questions.

4. Risks identification

The study finally identified possible risks emerging from findings.

1. Entry meeting	6. Data Collection	11. Stakeholder Validation workshop
2. Preliminary review of documents	7. Data analysis	12. Final Report
3. Inception Report	8. Draft Report	13. Exit Meeting
4. Scoping Review	9. Internal Review	14. Implementation action follow up
5. Rapid assessment Framework	10. Client Review	



KEY FINDINGS FROM THE STUDY

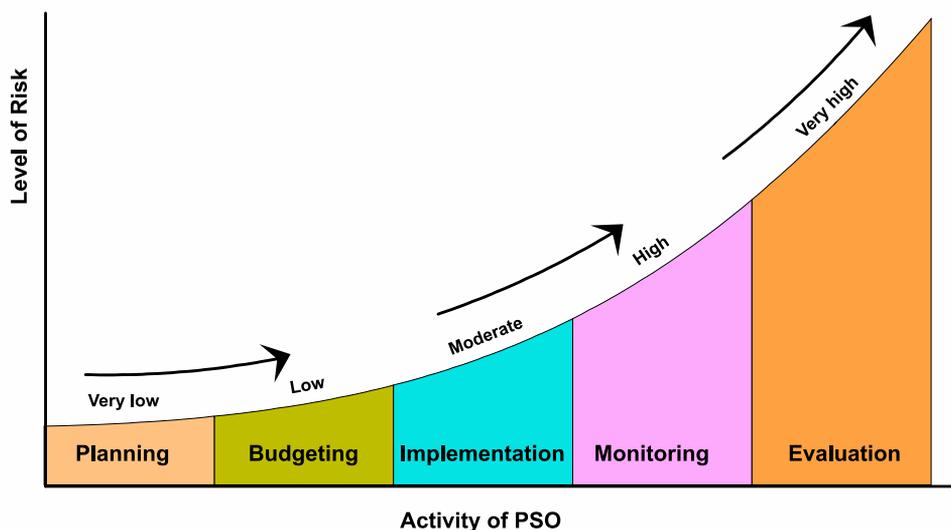
- 27% of the respondents to a great extent agreed that there were linkages between levels of results from national down to operational levels compared to 58% who only moderately agreed and 16% who only agreed to a less extent. The study found that 71% of the respondents had uncertainty as to whether strategic planning in PSOs and related activities were aligned to NDP II.
- 89% respondents believed that indicators and targets specified for each level of results in the sampled PSOs were SMART (Specific, Measurable, Achievable, Relevant, and Time-bound)
- 90% of respondents believed that PSOs were consistent and supportive of the policy framework of the sector and parent ministries and 89% believed that PSOs were performing functions in accordance with the assigned mandate functions since they were established.
- 91% of the respondents believed that organizational priorities of assessed PSOs were aligned to budget deliverables and still 90% believed that policies and processes were oriented to deliver intended results although most of them did not demonstrate strategic leadership in as far as their capacity to diversify their financial base since only 50% had financial resource mobilization strategy.
- All the assessed PSOs had strategic plans which demonstrated adequacy of the policy direction although there was no substantial evidence regarding the success of their implementation as PSOs did not have evaluation reports on their strategic plans and how the plans contributed to the objectives of the sectors and government. In the 2009 diagnostic study only 60% (72 of 119) of the PSOs had strategic plans.
- 88% of the PSOs had a human resource manual, 75% a financial management manual, 87% had a procurement manual but only 62% of the assessed PSOs had a corporate governance board manual, internal audit and a sector investment plan.
- All the PSOs assessed had audited financial statements as compared to only 27% of the total PSOs that had submitted audited accounts up to 2006 during the 2009 study and 55% that had submitted up to 2005 as per the findings of 2009 Diagnostic study.
- 89% of the assessed PSOs had quarterly internal audit reports and 66% had management accounts and financial risk plans. All the assessed PSOs used annual audited accounts as a key performance management tool which showed some improvement based from the 2009 study which found that 60% of the PSOs did not have internal audit functions. The increased vigilance by the auditor general's office and oversight committees of parliament could be a possible factor for this improvement.
- All the PSOs surveyed had performance contract for staff unlike only 5 PSOs of the 119 surveyed in 2009 that had performance contracts.
- 86% of the PSOs blamed change in funding priority as the compelling reason for deviating from original budgeted activities and strategic plans but 71% of the PSOs respondents blamed low awareness among PSOs of the linkages between the respective PSO objectives and NDP II & Vision 2040 and a similar number of 71% believed that Participation in sector-wide activities by PSO had an implication on accurately setting and measuring targets
- 51% of the PSOs blamed Limited application of the Sector Wide Approach to planning, budgeting and implementation as responsible for difficulties in setting and measuring targets.
- 83% of the respondents regarded use of Board performance appraisals and reports as a key performance management tool and 57% of the PSOs regard Risk management reports as a key performance management tool.

The efforts by PSOs and their sectors should be integrated horizontally across sector ministries and vertically through all levels of government. This requires that national development goals (as contained in NDP II) are translated into specific agency priorities. Development programs are increasingly taking a cross-sectoral nature and PSO efforts need to be coordinated through integrating agencies' Sector working groups just as results-oriented public sector management efforts at the national level should be linked with subnational levels so that all levels of government contribute to a common set of development results. Strengthening horizontal and vertical integration enables better attribution and contribution to nationally defined results, and ensures that initiatives in various agencies and at various levels of government complement each other. The rapid assessment found the following regarding vertical and horizontal integration:-



- 84% of the respondents believed that national development goals were translated into specific sector priorities and a similar percentage believed that organizational responsibilities were defined with the sectors being responsible for their achievement through effective coordination. 68% of the respondents believed that development goals were translated and cascaded to all levels of government.
- 71% of respondents believed the shortcomings in PSOs were a result of poor leadership and management.
- 86% of respondents believed that PSOs in Uganda had strategic plans aligned to sectors, ministry and government priorities but only 73% believed there was a high degree of balance of responsibilities between PSOs, the sector and the parent ministry

Overall trends of results demonstrated that most PSOs in Uganda still had challenges as they moved from budgeting to implementation up to the evaluation activities as summarized in the graph below:-



The current rapid assessment also examined the status of the recommendations of the 2009 diagnostic study. It was found that most of the recommendations had not been implemented so all gaps identified by the 2009 were still in existence. Government had gone ahead to make some other policies like creation of new agencies before it addressed the identified structural, organisational and governance bottlenecks.

CONCLUSIONS FROM THE STUDY

The following conclusions were drawn from the Rapid assessment:-

- The PSOs were grappling with numerous legal, structural, organizational, governance and financial related challenges that affected their efficiency and effectiveness. Most of these challenges had been elaborately identified during the efficiency and effectiveness study of 2009 but had not been implemented for reasons which related to 'implementation failure' of most government initiatives. The efficiency and effectiveness gains which had been anticipated to address the performance gaps had remained at large.
- Performance of PSOs has a direct connection to the performance of individual personnel in charge of various functional units in the PSOs. The existing performance appraisal methods in PSOs do not adequately link individual staff or departmental performance with performance of the PSOs in total as they tend to evaluate personal traits and attributes rather than performance of tasks of the individual and the department in connection to broad organisational goals as stipulated in the strategic plans.
- Corporate governance and those in charge of this oversight role in PSOs set the performance tone for the PSOs. The appointment of the board members of PSOs has however remained a problematic governance area that needs to be resolved considering its importance in providing a conducive environment for performance of PSOs. There is a positive correlation between the competence of the board and the actual performance of the PSOs. PSOs with strong and competent multi-skilled board members perform better than boards where political considerations appear to dominate the selection of the board membership. The sector also lacks uniformity in the numbers of board membership and guidelines for their selection and personal attributes expected of members. The trend of having ministry representation on most boards is not producing the expected oversight advantages and has denied PSOs



a chance to truly be accountable to the parent ministries. Another outstanding issue regarding corporate governance in PSOs relates to the allowances and number of times boards sit to transact business and the financial implications to the PSOs.

- Some PSOs still operate under old legal frameworks and no action has been taken by the respective ministries to address this gap that was identified in the 2009 study. The implication of this is that most of the PSOs fail to align their objectives with the new development agenda of the country (Vision 2040) and the NRM manifesto.
- There is a continued reliance on consolidated fund for financing the PSOs activities yet even this funding is not sustainable considering the numerous budget cuts. These PSOs were established to run as business entities but the study concludes that there is limited innovation on the part of PSOs leadership to achieve this government expectation. As a result, most of the PSOs have largely remained operating within the old structures that were blamed for inefficiency in the running of government business. PSOs that tended to perform better based on computed efficiency ratios had their funding outside the normal government budget allocations.
- There is a positive trend in performance measurement of the PSOs in Uganda and appropriate management tools to guide effective decision making are in place. PSOs are now assessed together with other MDAs by the OPM on a regular basis. There is also sector-oriented performance reporting which documents the contribution of individual PSOs to the performance of the sector. However, there are still coordination challenges between PSOs and SWGs. Specific performance indicators that cover the functional areas of each PSO have been developed and these are linked to key sector objectives and the number of performance indicators have been to between 5 and 8 as a means of promoting simplicity and clarity in performance management. This is a positive development from key actions that have been taken resulting from the 2009 efficiency and effectiveness study.
- Strategies to enhanced internal revenues which could have reduced pressure on Consolidated Fund account have not been undertaken. The drive to raise more revenues from other sources particularly development partners could raise their own risk that have a potential to divert PSOs from their core mandate if not closely controlled by the central government. There is increasing support among PSOs for retention of all revenues internally collected was an incentive for increased revenue outturn. The RA could not verify the percentage of PSOs that dependent on donors to compare with the 2009 findings which reported high-level dependency on donors to have been in excess of 70% which threatened long term sustainability.

RECOMMENDATIONS

A: RECOMMENDATIONS FOR GOVERNMENT (OPM and PMU)

The following strategies are recommended for government to improve and strengthen the performance of PSOs:-

1. Development of a guiding policy framework to ensure strengthening horizontal and vertical integration of PSOs is critical. This will allow effective coordination of PSOs, sectors and Government results agenda and could enable better attribution and measurement of the PSO contribution to national results (Immediate).
2. Design and roll out a compulsory training and capacity building programme for all members of boards/councils/commissions of PSOs in corporate governance best practices and results-oriented public sector management systems of Government (Immediate).
3. Develop a framework stipulating the guidelines and minimum standards and procedures for appointment of members of boards by PSOs with emphasis being on merit-based principles. The guidelines should stipulate the personal attributes and minimum number of membership for boards and key skills competences required (by end of December 2017).
4. Ensure there is compulsory submission of comprehensive annual reports by all PSOs detailing all activities undertaken in a particular financial year and their contribution to the national objectives. There will be a need to develop minimum guidelines and templates for preparing, and submitting annual reports for all PSOs (Immediate).
5. Design a web-based and automated data base for capturing key performance and efficiency related information on all PSOs to enable government get timely and faster information on all PSOs to allow oversight (Medium-term).
6. Commission more studies, impact evaluations and benchmarking studies on specific functional areas identified as critical for improving performance of PSOs and Government. (Medium and Long-term).
7. Develop and implement a compulsory performance measurement system for all members of boards and senior management of PSOs. There should be clear performance targets established for all these which should be monitored quarterly to feed into broader government decision making (Immediate).
8. Develop a policy in consultation with Ministry of Public service and equal opportunities Commission to standardize pay and remuneration across all PSOs in Uganda (By end of 2017/2018 financial year). This will ensure equality of payments across various categories of employees and will reduce the current pay disparities.
9. The Parastatal monitoring unit should be strengthened with appropriate agency status to undertake strong oversight on activities done by all PSOs. This unit should prepare a checklist of compliance on the minimum criteria needed for a PSO



to remain in existence (By beginning of 2018/19 financial year). This unit should be adequately staffed with a multi-disciplinary team of specialists to oversee the business of all PSOs.

10. Establishing Monitoring and Evaluation desks / Units within line ministries and agencies to streamline performance measurement in government (By beginning of 2018/19)
11. Re-evaluate the creation of new agencies as they are becoming costly to government to run (Immediate)

B: RECOMMENDATIONS FOR SECTOR WORKING GROUPS AND LINE MINISTRIES

The following recommendations are proposed for the sector working groups:-

1. Develop Sector specific targets for each of the PSOs under the sector working group and regularly assessing the contribution of each of the PSOs to the sector goals and targets. Annually publishing compliance reports on each of the PSOs to agreed targets will be a key performance assessment measure (Immediate).
2. Ensure there is effective coordination of all PSOs under respective sector working groups through annual planning, budgeting and monitoring sessions (Immediate).
3. Build capacity of PSOs under respective sectors in horizontal and vertical integrated results systems. Line Ministries should play a more proactive role in monitoring of budget performance in respect of PSO outputs and outcomes in addition to ensuring accountability for funds (Immediate).

C: RECOMMENDATIONS FOR PSOs

The following recommendations are proposed for action by different PSOs in Uganda:-

1. Develop and implement a system for evaluating (mid-term, and end level) strategic plans and ensure utilization of findings in effective decision making. The review should always be linked to the PSOs contribution to the sector and government changing priorities (Immediate)
2. Stakeholder involvement in activities of the PSOs need to be encouraged and improved. This can be achieved through quarterly reviews and service delivery forums targeting a set of stakeholders that have direct implications on the activities of the PSOs (Immediate).
3. Commission customer satisfaction, beneficiary surveys and impact studies on selected core functions within the respective mandate of a PSO (Medium and Long-term).
4. Promote shared learning among PSOs with similar mandates like commissions and authorities through quarterly engagements under the coordination of responsible Ministers (Immediate)
5. All PSOs with potential to raise internal revenues should be given specific revenues targets and freedom to create new sources, within specified guidelines. There should however be regularly reporting of all PSOs to Ministry of Finance , Planning and Economic Development on collected revenues and accountability on its utilisation (Immediate).

D: RECOMMENDATIONS FOR BOARDS OF PSOs

1. Develop and implement self-performance appraisal systems for their oversight and resource mobilization functions over a given period (Immediate).
2. Design and implement a system for measuring the performance of CEOs through setting quarterly targets on agreed benchmarks within each quarter of the financial year (Immediate).

E: RECOMMENDATIONS MANAGEMENT OF PSOs

The following recommendations are proposed for management of PSOs:-

1. Develop and implement resource mobilization strategies for diversifying the revenue base of PSOs given the continuous budget variance between what is budgeted and released from government. An innovation culture regarding appropriate approaches of accomplishing set targets in processes should be encouraged (Immediate).
2. Develop and submit for approval to the Boards/Commissions corporate governance manuals as a key performance area for all PSOs (By end of December 2017)
3. Overseeing production and circulation of extensive annual reports on all activities done within each PSOs in a format developed and circulated by PMU and OPM.
- 4.
5. Develop PSO-specific strategies for addressing the weaknesses and exploiting the opportunities and further strengthening the strengths identified in the SWOT matrix.



CHAPTER 1:

BACKGROUND AND CONTEXT

1.1 INTRODUCTION

This is a report resulting from a Rapid Assessment (RA) exercise and evaluation assessment of 13 Public Sector Organizations (PSOs) in Uganda as commissioned by the Office of the Prime Minister (OPM) and the International Initiative for Impact Evaluation (3ie). The Rapid assessment and evaluation tasks were conceived by Government of Uganda through the OPM to broadly review the dynamics of the PSOs in Uganda as key implementation agencies of core and specialized services of government, review their policy instruments, their service delivery mechanisms, their management practices and the linkages of these PSOs among themselves and their sectors; as well as their linkage with the national development priorities of Uganda. The findings of this assignment are intended to guide evidence-based decision-making and improving service delivery. The assignment also provides guidelines and best practices for conducting rapid assessments of public sector organizations in Uganda.

Performance management in government has received increasing interest since the late 1980s due to the 're-inventing government' movement (Osbourne and Gaebler 1992, Hood, 1991, Hughes, 200), which promoted shared responsibilities between government and the private sector in delivery of public services. The movement strongly supported injection of private sector styles into the management of the public sector and this saw emergences of new modes of service delivery like establishment of several executive agencies (regulatory oversight bodies, authorities and commissions) whose hall mark was hinged on performance measurement and results. The desire to ensure efficiency and effectiveness and to assess how well public sector organizations deliver services to the citizens has undoubtedly made performance analysis of the public sector a matter of real importance for all governments and public policy-makers (Hughes, 2013; Cai Zhonghua, Wang Ye, 2012; Rosenbloom, Kravchuk and Clerkin ,2009, OECD,1999, Government Annual Assessment Review Report, 2016).

Robinson (2015) regarded policy problems faced by governments today to be becoming increasingly complex, wicked and global, rather than simple, linear, and national in focus. Measuring the performance of the public sector is not an easy task due to the nature of the complex public sector. The attempt to assess the public sector performance often attracts some obstacles due to among others the multidimensional nature of the objectives championed by PSOs whose fulfillment level must be measured and obtained through the necessary information (Cai Zhonghua, Wang Ye, 2012). Dixit (2002) stresses two important features of the public sector; which in their own way pose difficulties for assessment and provide an appropriate context for assessing results of PSO assessments.

The first is that bureaucrats often serve several masters: including the users of the service, payers for the service, politicians at different levels of government, and professional organizations. The second, a consequence of the first, is that the agency and so the bureaucrats who work in it have several ends to achieve. For example, bureaucrats are expected to increase both efficiency and equity in the delivery of public services but these at times are contradictory. On the apparent difficulty in precise measurement of PSOs, Stefanescu, Calu, Turlea, and Nicolae (2010) identified the difficulties of defining and measuring performance in the public sector as follows:

Typology of public sector entities; diversity of perception of performance; informational asymmetry of the users of information concerning performance; nature of the offered public service; complexity of the economic-social environment; ascendant trend of consumers; discrepancy between the number of consumers and the one of contributors towards the establishment of public resources; managers' low interest for identifying new financing sources; real non-existence of the correlation financial performance – non-financial performance, respectively and the influence of the political system.

Government in Uganda remains directly or indirectly the prime provider of public services. While public sector reforms have tended to favor private sector in delivery of public goods and services as Rosenbloom, Kravchuk and Clerkin (2009:9) guides; the government obligation to promote the public interest distinguishes public administration from private management. Measurement of the performance of the PSOs has to considerably regard this observation. Alford and O'Flynn (2012:5) reported that even amidst waves of public management reforms in developing countries over the last three decades which attempted to entrench private sector styles in running of governments, these developments have in themselves led governments play both a bigger and a smaller role in society. It is smaller in that it is now an established truth that public services can be delivered by a wide array of parties external to a given public sector organization as well as by in-house production.

Difficulties in measuring the performance in the public sector

- Defining objectives for missions with complex nature (in particular, handling multiple and conflicting objectives).
- The lack of relevant and measurable objectives in terms of final product, of quality and efficacy.
- The absence of a correlation between the overall objectives with specific targets and objectives, which diminishes their value as management tool or in program evaluation.
- The relative inexperience of officials regarding the development and use of performance measures.
- The lack of competence in the accountant staff who received traditional training.
- The absence of interest of the politic users and of policies and of senior officials.
- The lack of resources for building the necessary information systems.
- The resistance of the staff and unions in accounting work time.
- The cost of measuring performance; and
- The complexity of work consisting in fast and efficient integrating and synthesizing numerous data sources.



Source: Performance Management in administration: performance measurement and results-based management, OECD Work on Public Management 3/1994, Romanian Edition Babes Bolyai University, 1999, page 35.

Public sector organizations in Uganda are diverse. Among the 13 PSOs that were assessed, some provide regulatory and oversight services (authorities), others directly provide specialized services (commissions and Parastatals). Some PSOs in a drive to promote efficiency and effectiveness have contracted out a wide range of functions and some government agencies have established collaborative arrangements with other government agencies to realize purposes they cannot achieve on their own. Some public-sector departments rely on some co-production efforts from their own clients.

Paradoxically, the more government surrenders the role of producing public services to external parties, the more its role expands in other aspects. This is because public agencies need to interact with those external entities to elicit their productive contributions. This interaction occurs through a wide variety of ways including contracting, partnering, education, persuasion, incentives, hard and soft regulation and enhancing service information and convenience-which together have important implications for policy making and management. This in itself creates a natural demand for performance measurement studies. The rapid assessment and evaluation of Uganda's public sector organizations was conducted within the above context.

The report is arranged under four chapters as follows: -

- Chapter 1-Background and context of the PSOs.
- Chapter 2-Approach and methodology.
- Chapter 3-Assessment and Evaluation findings
- Chapter 4-Best practices, lessons learnt and recommendations.

1.2. OBJECTIVES OF THE ASSIGNMENT

The study was conducted to address the following objectives: -

- (i) To establish the best practices and guidelines for rapid assessment of PSOs.
- (ii) To produce a set of guidelines, and checklist for the government to carry out rapid assessments in the future
- (iii) To assess the relevance, effectiveness, efficiency, sustainability and where possible the impact of sampled public sector organisations in Uganda.

1.3. SCOPE OF THE ASSESSMENT

The basic requirement for an organization to be categorized as a PSO, is for that organization to have specific legal framework establishing such organization, where the Government of Uganda holds shares or those established by a cabinet decision and Administrative Instruments. The 13 PSOs that were assessed all had a legal instrument establishing them.

In terms of the scope for assessment, it was for a period of four months and covered 13 selected PSOs as follows:-.

Table 1: Name and sector of studied PSOs

1. Local Government Finance Commission	Derived from Art.194 (1) of 1995 Constitution of Uganda but has LGFC Act 2003
2. National Medical Stores	A statutory Corporation in 1993 by Act of Parliament, Under Chapter 207 of the Laws of Uganda
3. Uganda Road Fund	URF Act 2008 (became operational January 2010)
4. Electricity Regulatory Authority	Created under Electricity Act 1999 (CAP 145)
5. Uganda Communication Commission	Uganda Communications Act of 2013
6. National Environment Management Agency	NEMA Act (1995) CAP 153
7. Uganda National Bureau of Standards	UNBS Act (1989) Cap 327
8. Education Service Commission	Derived from Art.167 (1) of 1995 Constitution
9. Uganda Tourism Board	Uganda Tourism Board Statute of 1994
10. National Agriculture Research Organization	NARO Act of 2005
11. Uganda Wildlife Authority	Uganda Wilde Life Act 2000
12. Amnesty Commission	Amnesty Act 2000
13. Uganda Investment Authority	Investment Code Act 1994 (amended 2001)



1.4. DELIVERABLES

The deliverables of the assignment were as follows: -

Table 2: Deliverables and due dates

Deliverable	Due date
1. Revised Proposal and Budget	15th November 2016
2. Inception Report: <ul style="list-style-type: none"> • List of shortlisted PSOs • Methodology of Assessment • Schedule of work • Report on inception workshop with OPM • Questionnaires and Interview protocols 	15th December 2016
3. Final Report <ul style="list-style-type: none"> • Detailed assessment • Guidelines and checklists for conducting high-quality RA 	15th February 2017
4. Revised Final Report	15th March 2017

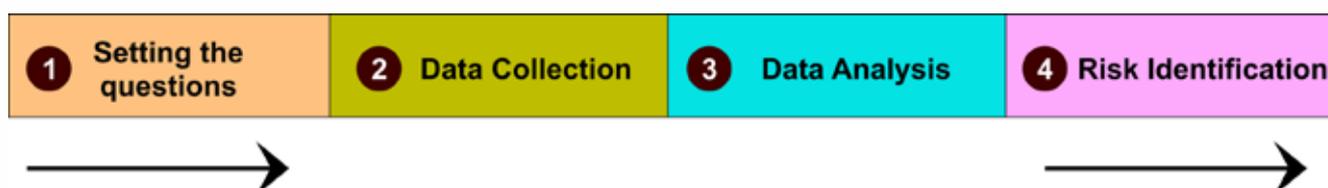
CHAPTER 2:

APPROACH AND METHODOLOGY

2.1. RAPID ASSESSMENT APPROACH

A Rapid Assessment of the sampled PSO was designed as a “quick hit” tool to provide us with an analysis of performance of the PSOs in Uganda’s Context, understanding of the best practices in the performance of PSOs, and providing a roadmap for improvement. James Beebe (2001) reports that Rapid Assessment Process (RAP) has gone under many names but invariably all use the techniques of fieldwork to provide solid, field-based findings for use by policymakers and program planners. Rapid assessments use a team of researchers, encourage triangulation of research findings, and should be conducted as an iterative process to produce high-quality findings.

The Public Sector Rapid assessment involved four basic steps:



Step 1. Setting of the Questions.

A list of guiding questions was developed based on a checklist of items recommended by the ADB for inclusion while conducting Rapid assessment of public sector organizations. This list of questions was based on the activities of planning, budgeting, implementation, monitoring and evaluation which are used for assessing the results and performance of PSOs. In addition to this generic list of questions, the evaluation questions set by the client under each of the evaluation criteria of relevance, efficiency, effectiveness, impact and sustainability had questions which were also clustered around 5 key elements of the assessment framework-planning, budgeting, implementation, monitoring and evaluation.

In addition, the formulated questions were supplemented by other observations specific to each of the 13 PSOs. The list of all questions was validated with the OPM technical team during the review workshop to ensure there was a common understanding by all stakeholders. A pilot of the questions was also conducted in one of the PSO which was outside the sample size.

Step 2. Data collection

Based on the formulated questions, the second step involved collecting both primary and secondary data from each of the 13 sampled PSOs. The primary data collection was done using three sets of instruments-the rapid assessment questionnaire, institutional assessment questionnaire and the interview protocol guide. Secondary data was collected from a set of reports at government level as well as for the each of the sampled PSOs. Secondary sources further provided background information on the PSOs.

Step 3: Data analysis and interpretation of Findings.

Based on the information obtained from both primary and secondary data collection exercise appropriate analysis techniques were applied to make sense of emerging findings. The analysis of the respondent’s views from the Rapid assessment survey and institutional survey questionnaires was conducted using frequencies and percentages to identify the trends of opinions on each of the questions and in some cases, trend analysis was done for items that assessed financial and human resource information. Qualitative data analysis involved thematic analysis of the findings based on a SWOT framework matrix which primarily assessed the strengths and weaknesses in each of the PSOs.

Step 4. Risks identification

The study based on the analysis and review of documents from each of the PSOs identified possible risks that the emerging findings posed to achieving PSO, sector and development results. Additional meanings from the emerging findings were derived from interviews, observations and secondary sources. The risks identified are useful to inform individual PSOs, their sector, Government and for better project governance risk assessments and designing of appropriate improvement strategies.

2.2. EVALUATION ASSESSMENT MODEL

The evaluation and assessment of the 13 PSOs was facilitated by the use of the Results-oriented model for measuring performance of the public sector. This model suggests that Results of PSOs can only be attained through coordinated activities at planning, budgeting, implementation, monitoring & evaluation levels. The results will then be able to guide decision making at different levels. All PSOs need to be aligned to a common purpose and mission so as to promote efficiency and effectiveness.

Figure 1: Results-Oriented Model of Public sector assessment.


The linkages and interdependencies among the elements of planning, budgeting, implementation, monitoring, evaluation and decision making were assessed both horizontally and vertically. The relationship between PSOs and their sector working groups as well as how PSOs contributed to broader national goals were also assessed.

2.3. DESCRIPTION OF THE METHODOLOGY

Table 3: Steps taken for assessment

Activity/step	Description of what is involved
1. Entry meeting.	The meeting was used to make initial contacts and seek final clarifications on the contractual obligations. Key documents for reference were also requested by the consultant from the client.
2. Determination of PSOs	The consultants in consultation with OPM developed a criterion of selecting the sample of 13 Public sector organizations to be covered by the rapid assessment.
3. Preliminary document Review	The consultants conducted a preliminary review of selected documents and reports to gain context background information about the selected PSOs.
4. Inception Report	The consultants developed an inception report based on the outcomes of the entry meetings and the findings from preliminary review of documents. The inception report formed a basis for further inception meetings with OPM and the conception of a scoping review exercise to be conducted by OPM with guidance of the consultant.
5. Scoping Review	The consultants guided on the design and approach to a scoping review exercise which was to be managed by OPM staffs. The purpose was to contextualize knowledge in terms of identifying the state of PSOs; the sorts of things government appeared to know about PSOs and those that appeared not known as well as the teething problems or areas of concern around the PSOs which could be used to map out the issues and challenges identified by the Rapid assessment and evaluation exercise.
6. Rapid assessment Framework	The 2011 framework for public sector management developed for Asia-pacific community of practice for managing development results was adopted as a framework for conducting PSOs assessment in Uganda. Using this guiding framework, the consultants developed survey tools. The institutional survey tool contained items used and recommended by the 2009 diagnostic study of the efficiency and effectiveness of PSOs. The Rapid assessment survey tool included items developed by the 2011 framework and those listed by the client under each of the evaluation criteria.
7. Data Collection	Both secondary and primary data collection techniques were used by the various survey teams. Each PSO was assigned a team of senior researchers as well as a team of research assistants. As part of knowledge transfer, the team of researchers further comprised the OPM technical teams from the M and E unit. These teams were jointly used to cover a wide range of stakeholders and documents for each of the PSOs that was under review.
8. Data analysis	The collected data was analyzed both qualitatively and quantitatively using a detailed data analysis plan that had been developed as part of the inception planning stages. The quantitative data was restricted to basic statistical techniques while for qualitative data analysis was themed under the key elements of the assessment framework (planning, budgeting, implementation, monitoring and evaluation) as well as the evaluation criteria (relevance, efficiency, effectiveness, impact and sustainability). For quantitative analysis, some relationship and trend analyses were done to relate expenditure and planned activities.



9. Draft Report	The consultants developed a draft evaluation report as well as a draft rapid assessment report as per the structure proposed in the inception report. The proposed guidelines and checklist for conducting rapid assessment of Public sector organizations will be attached as appendices to the report.
10. Internal Review	At the consultancy level, there was a joint review of all products by the panel of experts from the various themes. The deliverables were internally validated and more so the best-practice model, guidelines and checklist for conducting the assessment of PSOs. The lessons from the assessment were also jointly developed and agreed and so was the synthesis of conclusions and recommendations made.
11. Client Review	The developed reports and other deliverables were shared and presented to the client joint team and consultants received joint comments. Appropriate corrections were made into the deliverables and a fairer copy developed ready for validation.
12. Stakeholder validation Workshop	The final report and checklists were submitted for validation to the Monitoring and evaluation working group. A wide range of stakeholders from assessed PSOs and other actors need to also be invited for the dissemination workshop to further validate the findings.
13. Final report	The feedback from the validation workshop will enable consultants make final corrections on the report. The final report will then be submitted to a language expert and once this expert has completed the review, the final report will undergo formatting by experts before it is submitted to the client.
14. Exit meeting	Finally, there will be an exit meeting with the client. The meeting will be used to share some of the emerging observations that affected or facilitated the evaluation and rapid assessment exercise and a discussion on how future interventions could be designed and implemented.

2.4. SAMPLED PSOS BY SECTOR WORKING GROUP

There was a sample of 13 PSOs which was done by the client. The sampling took into account the clusters in the sector working groups. The details of these PSOs are presented in chapter one of this report.

2.5. SELECTED SECONDARY DOCUMENTS REVIEWED

In addition to the primary information which was collected through administration of the Rapid assessment instrument, the institutional assessment and interview protocols, the following documents were reviewed to supplement primary data.

Table 4: List of key documents

1.	The PSOs strategic Plan and annual reports
2.	GOU Monitoring and Evaluation Policy and Guidelines
3.	The Budget Monitoring and Accountability reports
4.	Sector Performance Review Reports for sampled PSOs
5.	Ministerial Policy Statements
6.	Government Annual Performance Reports (2015 & 2016)
7.	2009 Diagnostic study Report on Efficiency and Effectiveness of PSOs
8.	AUDITOR GENERAL'S REPORTS AND SPECIAL VFM REPORTS

2.6. LIMITATIONS OF THE ASSESSMENT

The assessment had some challenges during data collection: -

- I. The study was conducted at the beginning of new year where most PSOs were still on holiday and the researchers had to make several visits due to postponed appointments
- II. The investigation by the parliamentary committee on state enterprises regarding the Oil 'presidential handshake saga' made it difficult to access the committee members of parliament and chairperson who were targeted respondents for this assessment
- III. The busy schedules of the PM and other senior government officials and members of the boards of various PSOs affected the number of responses expected for this category. This however does not compromise the findings although their participation could have brought an alternative perspective to the assessment.
- IV. There was a failure by some PSOs to fill all the sections of the institutional assessment questionnaire especially financial information. The consultants relied on other government documents to delineate some of the details that were required.
- V. The inclusion of the need to conduct the evaluations of the 13 PSOs during the inception meeting as opposed to only focusing on the rapid assessment exercise increased the volume of work for the consultants and yet the RA was for a short period.

CHAPTER 3:

RAPID ASSESSMENT AND EVALUATION FINDINGS

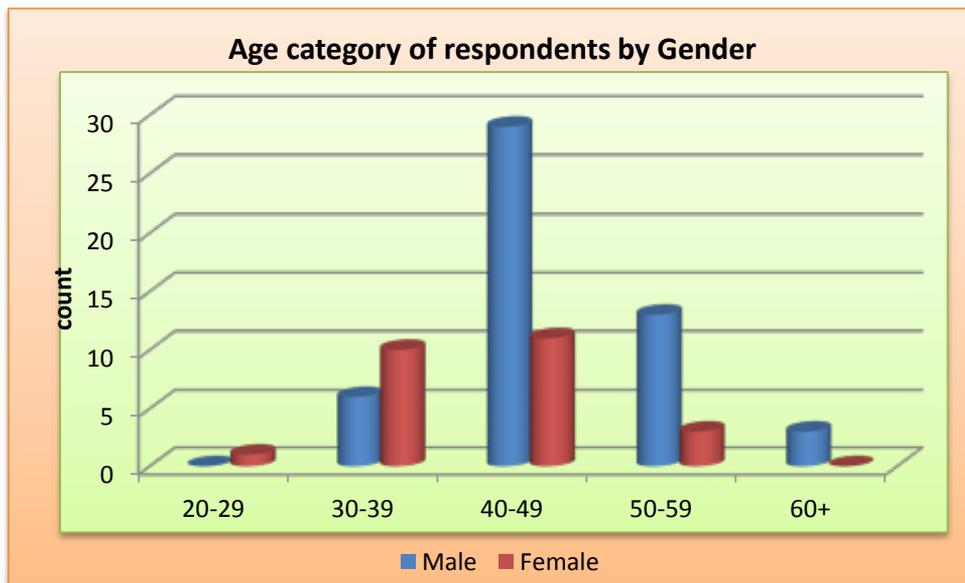
3.1. INTRODUCTION

The chapter presents two sets of findings. The first regards the rapid assessment survey findings and the second relates to an evaluation of the sampled PSOs. The Rapid assessment findings from the survey are supplemented by both secondary sources and institutional survey results. The evaluation findings on the 13 PSOs emerge from the institutional survey supplemented by secondary sources and some selected Rapid assessment rankings that specifically had a leaning to each of the evaluation criteria. Before the findings for the Rapid assessment are presented, the background characteristics of the respondents are dealt with.

3.2. BACKGROUND INFORMATION OF PSOS AND RESPONDENTS

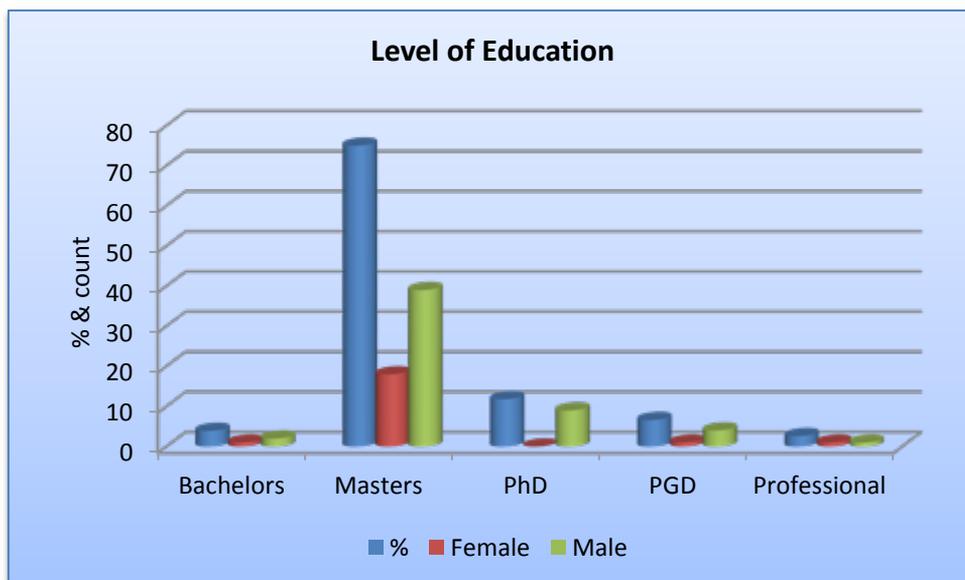
The respondents from whom findings were obtained varied by age distribution with 53% being from the age group between 40-49 years; compared to 21% in the age category of 30-39%; and 21% of them being between 50-59 years.

Figure 2: Age category of respondents by Gender



Of the survey respondents, 75% had master’s qualifications and 12% had PhD’s as their highest qualification. This again implies the respondents were of an adequate qualification stature to understand the questions that were being asked. The study had 72% of the respondents being males while 28% were females.

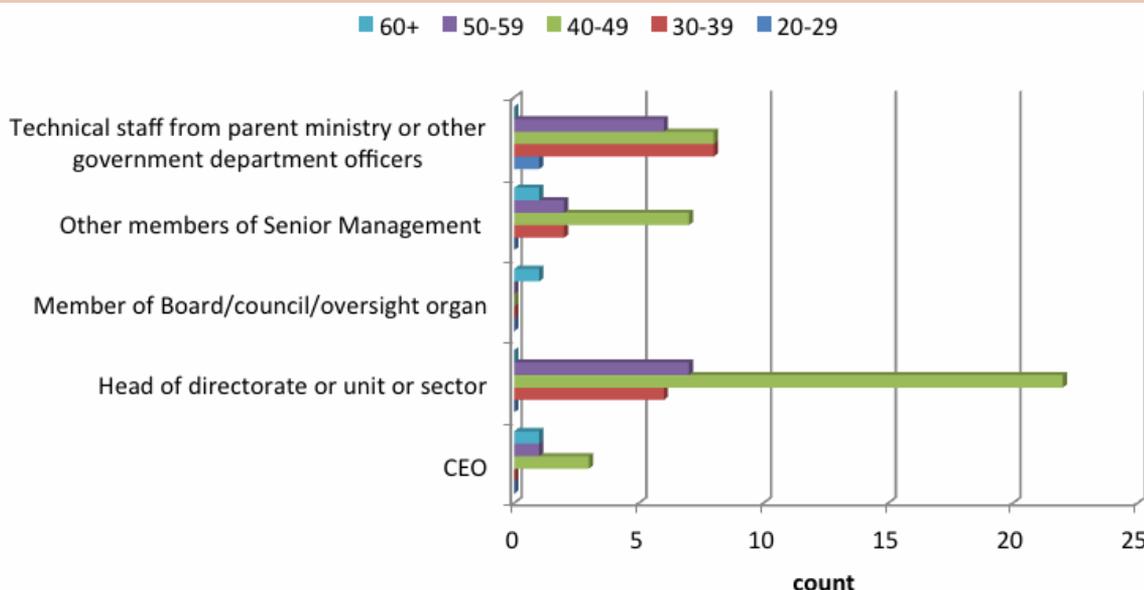
Figure 3: Highest level of educational attainment of respondents





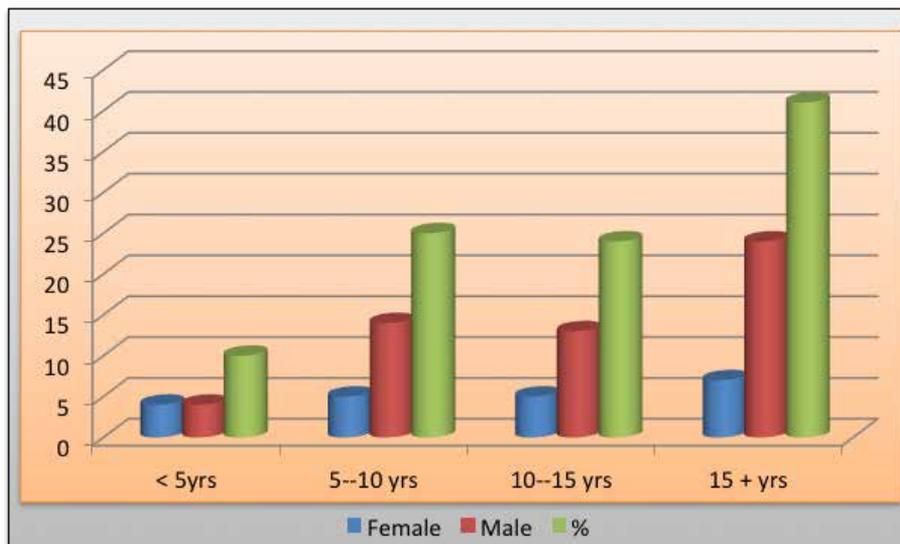
The technical staffs in the PSOs and parent ministries often have a deeper understanding of the processes of planning, budgeting, and implementation of government programmes, monitoring and evaluation. The assessment findings in terms of category of respondent’s distribution were as follows: -

Figure 4: Category distribution of respondents



The heads of department or directorates constitute the majority (50%) and these were more than 24% who were technical staff from parent ministries and 18% were other members of senior management of PSOs and parent ministries/oversight agencies. The assessment had 94% of the respondents being Christians while the remaining 6% was shared among the other religions categories.

Figure 5: Years of experience in the public sector



In terms of the years of experience, which, presumably reflects the respondent’s wide ranging of public sector operations in Uganda, 41% had over 15 years of experience in the public sector, 25% had been 10-15 years of experience, 25% had been 5-10 years and only 10% had less than 5 years of experience. This implies the majority of respondents had an outstanding experience in the public-sector context.

3.3. RAPID ASSESSMENT FINDINGS

The results of the rapid assessment and evaluation generally were obtained from a diverse range of constituents of public sector organizations. This diversity of respondents provides an appropriate parameter for interpretation of the perceptions different stakeholders have regarding the performance of Uganda’s PSOs. It is important to observe that members of the governing bodies and political class did not respond to the survey questions. While their views could have provided some context of the oversight perspectives, the technical staff who deal with day-today service delivery requirements of government did respond in a significant way.



Figure 6: Extent of Planning Activities for PSOs in Uganda (N-77)

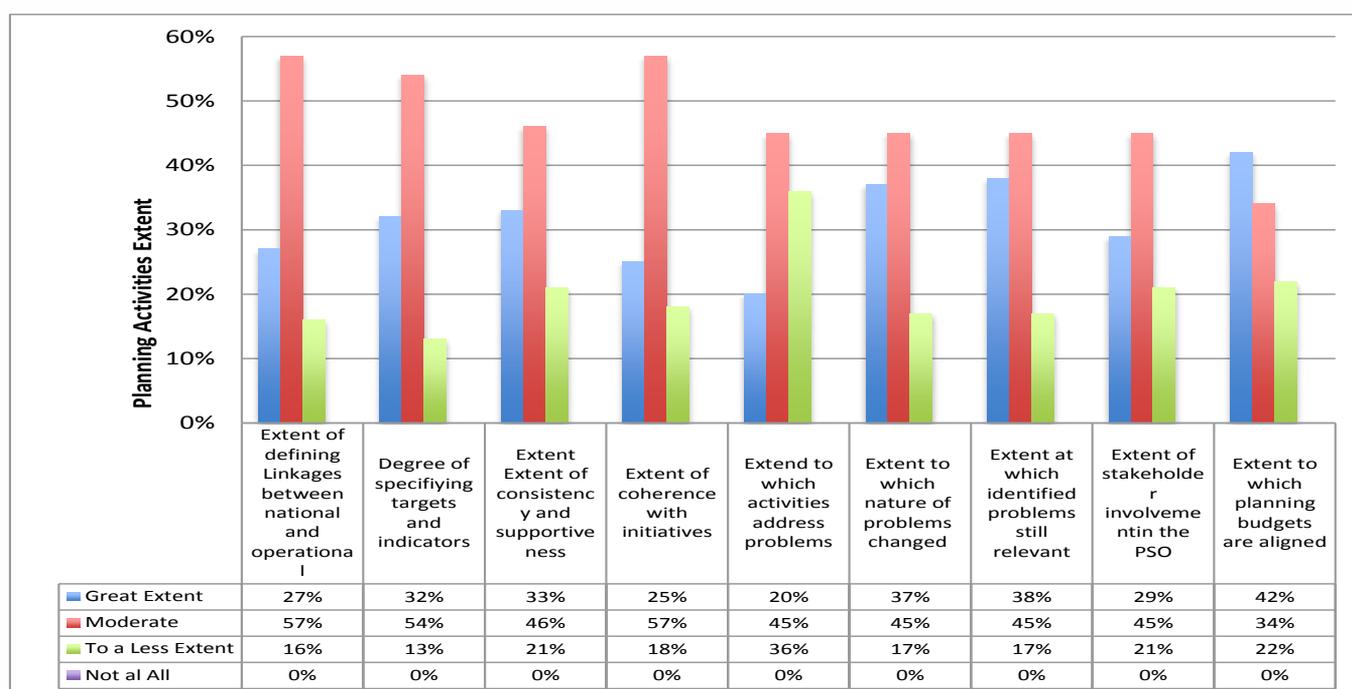


Figure 7: Extent of Budgeting Activities for PSO in Uganda

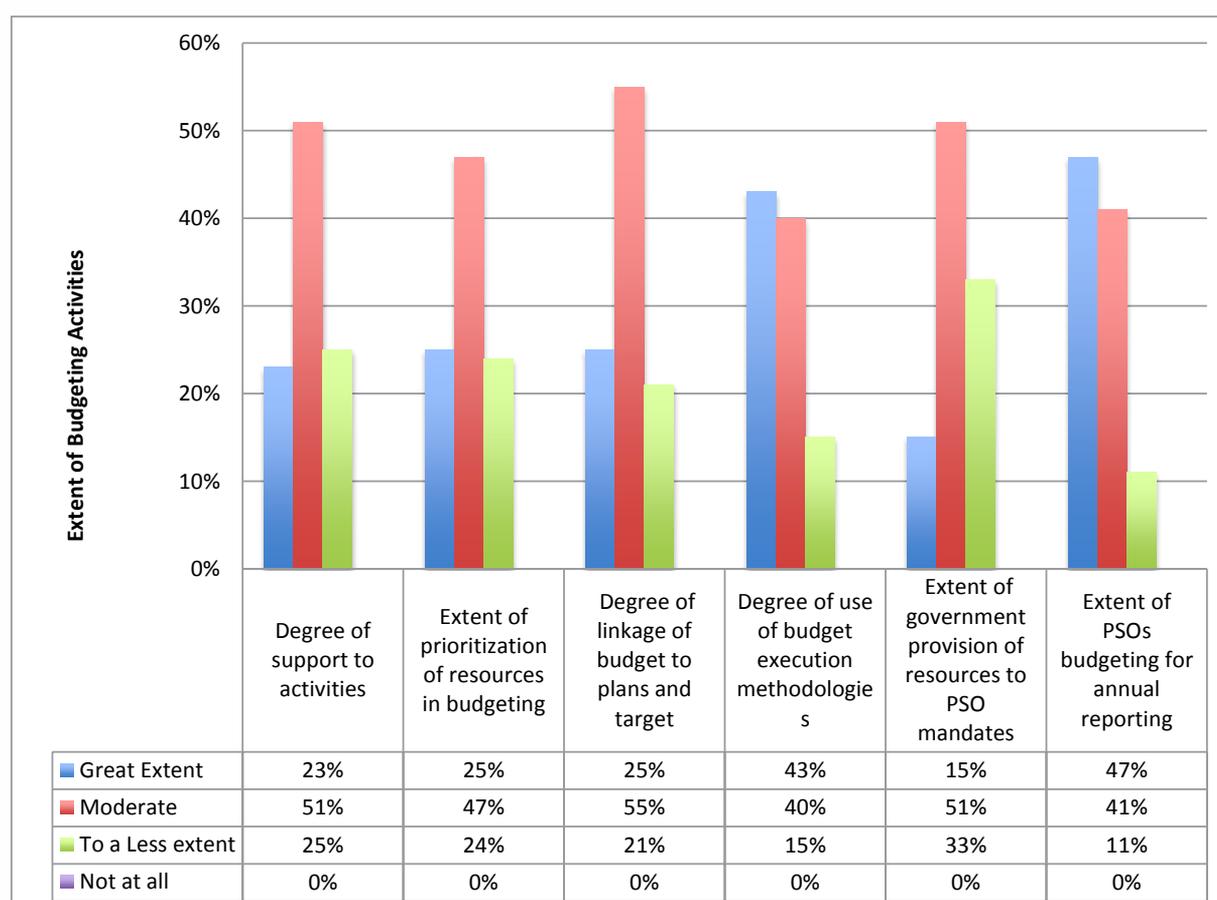




Figure 8: Extent of Implementation Activities for PSO in Uganda

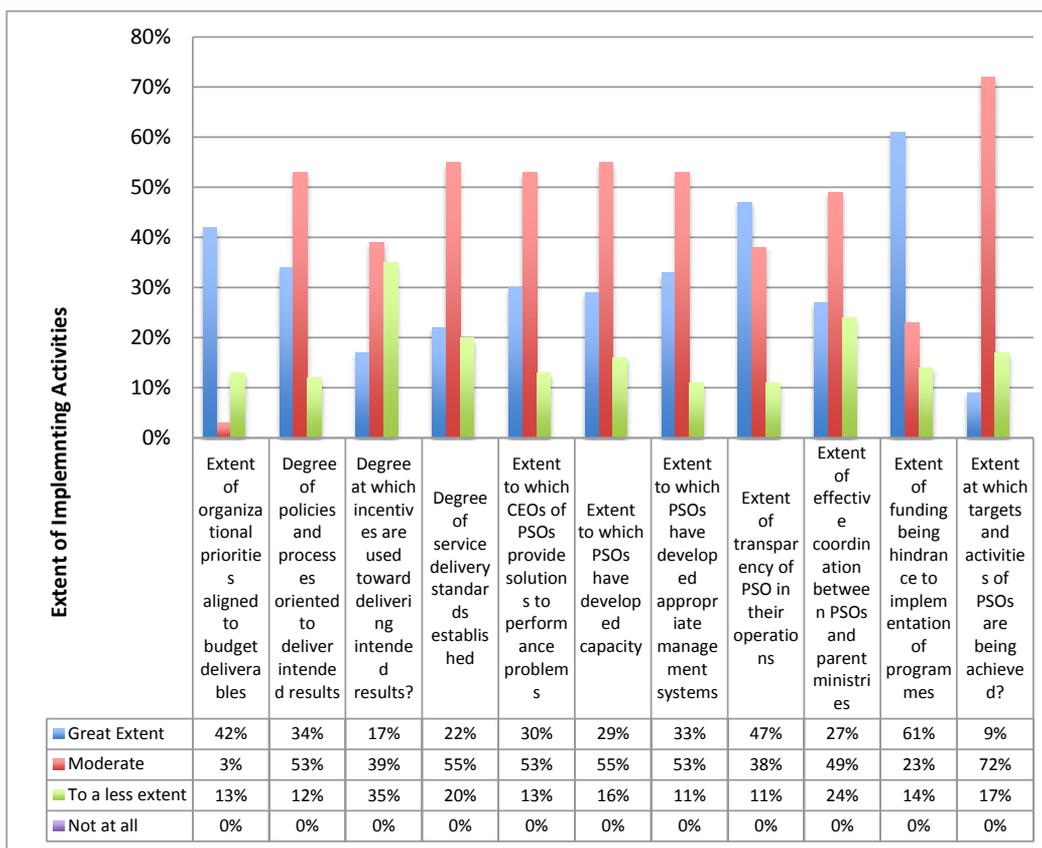


Figure 9: Extent of Monitoring activities for PSO in Uganda

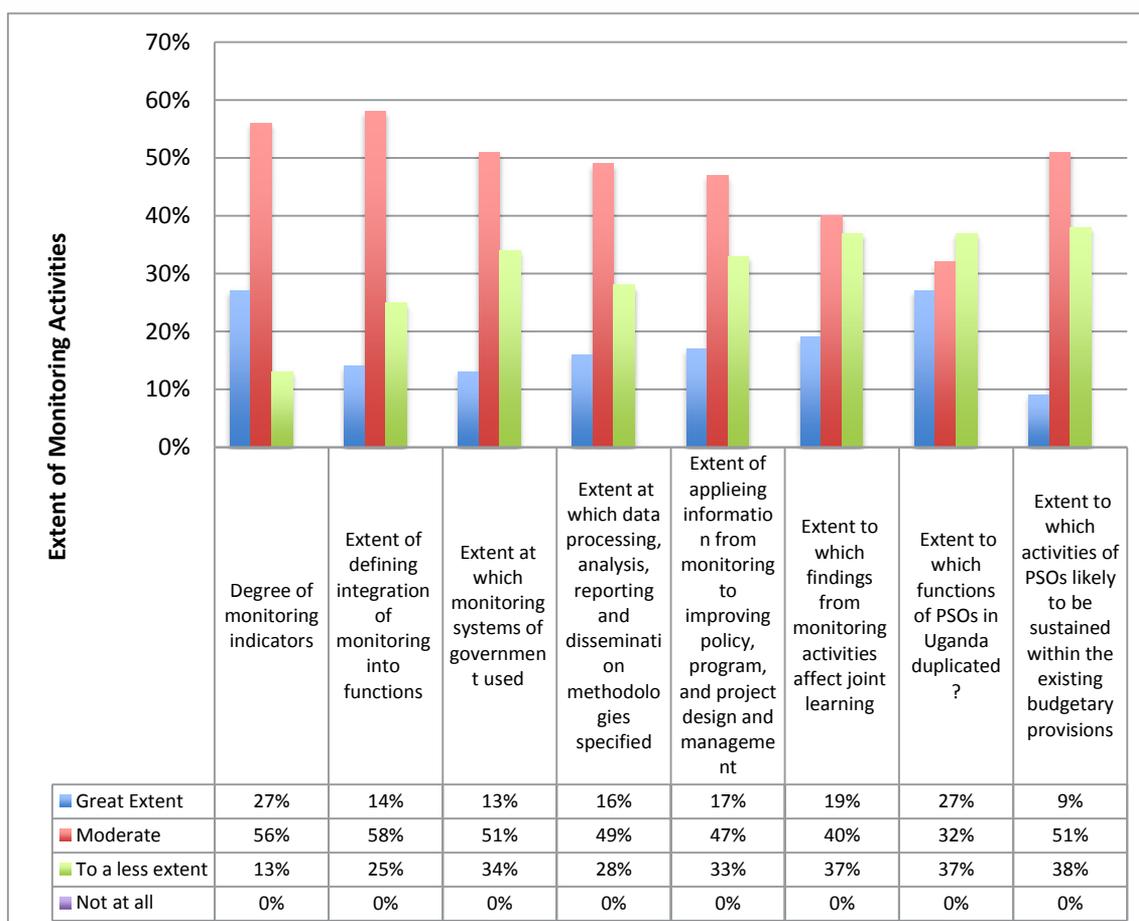
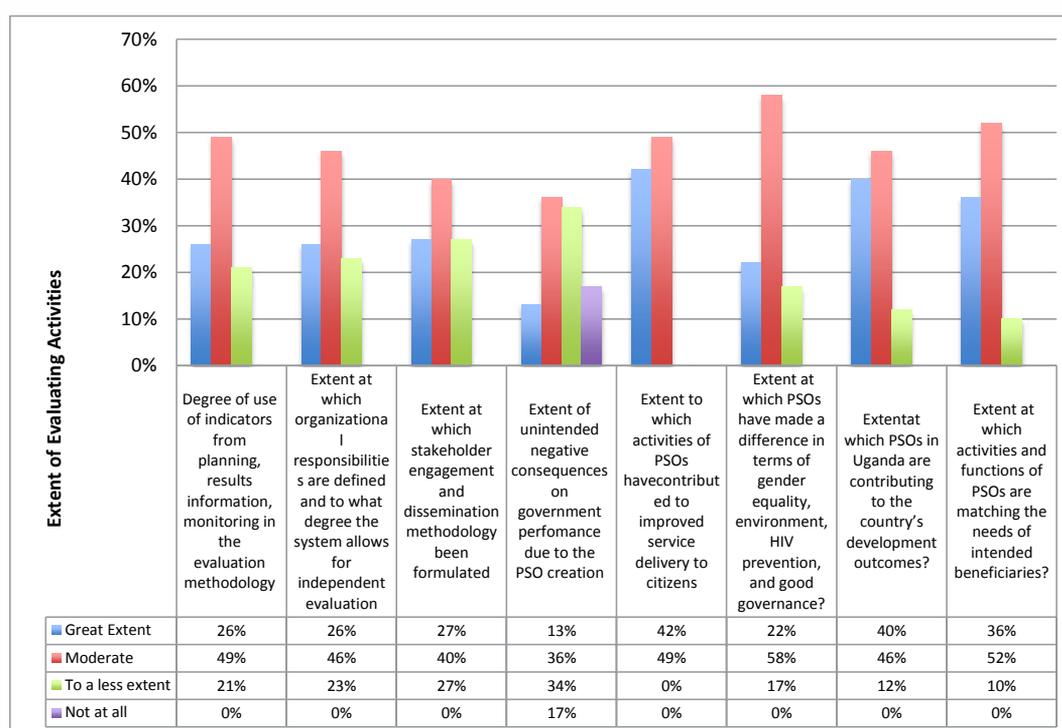


Figure 10: Extent of Evaluating Activities of PSOs in Uganda



Of the survey respondents, 75% had master’s qualifications and 12% had PhD’s as their highest qualification. This again implies the respondents were of an adequate qualification stature to understand the questions that were being asked. The study had 72% of the respondents being males while 28% were females.

- 27% of the respondents to a great extent agree that there are linkages between levels of results from national down to operational levels compared to 58% who moderately agree and 16% who only agree to a less extent. By combining those who greatly agree and moderately agree, generally, 85% of the respondents generally agree that within the sampled PSOs, there are linkages between levels of results from national down to operational levels although 71% of respondents again had uncertainty as to whether strategic planning and related activities by PSOs were aligned to NDP II.
- 90% of the respondents generally agree that the sampled PSOs budgeted for annual reporting on inputs and outcomes as required by government although the majority of sampled PSOs did not demonstrate clear distinction between outcomes and impact.
- 89% respondents believe that indicators and targets specified for each level of results in the sampled PSOs are SMART (Specific, Measurable, Achievable, Relevant, and Time-bound)
- 90% of respondents believe PSOs assessed have been consistent and supportive of the policy framework of the sector and parent ministries
- 89% of the PSOs assessed were performing functions in accordance with the assigned mandate functions from the time they were established
- 91% of the respondents believed that organizational priorities of assessed PSOs were aligned to budget deliverables and still 90% believed that policies and processes were oriented to deliver intended results.
- Most of the assessed PSOs did not demonstrate strategic leadership in diversification of the financial base of their organizations as demonstrated by only 50% of the sampled PSOs had a financial resource mobilization strategy.
- 100% of the assessed PSOs had strategic plans which demonstrates adequacy of the policy direction although there is no substantial evidence regarding the success of their implementation as PSOs do not have evaluation reports on their strategic plans. This percentage shows improvement compared to the findings of the 2009 diagnostic study where only 60% (72 of 119) of the PSOs had a strategic plan.
- 88% of the PSOs had a human resource manual, 75% have a financial management manual, 87% had a procurement manual but only 62% of the assessed PSOs had a corporate governance board manual, internal audit and a sector investment plan.
- 100% of the PSOs had audited financial statements as compared to 27% of the total PSOs that had submitted audited



accounts up to 2006 and 55% that had submitted up to 2005 as per the findings of 2009 Diagnostic study.

- 89% of the assessed PSOs had quarterly internal audit reports and 66% of the PSOs had management accounts and financial risk plans. 100% of the PSO use annual audited accounts as a key performance management tool. This shows some improvement based on the fact that the 2009 found 60% of the PSOs did not have internal audit functions. The auditor general’s role in exposing audit queries to most PSOs could be a possible factor for this improvement.
- 43% of the assed PSOs supported remittance of all moneys collected from fees in PSOs while 29% supported its immediate use at departments where it is collected and 28% supported that it should be utilized at the PSO level.
- 100% of all PSOs surveyed had performance contract staff as compared to only 5 PSOs of the 119 surveyed in 2009 which had performance contracts.
- 86% of the PSOs blamed change in funding priority as the compelling reason for deviating from original budgeted activities and strategic plans
- 71% of the PSOs blame low awareness among PSOs of the linkages between the respective PSO objectives and NDP II & Vision 2040.
- 71% believe Participation in sector-wide activities by PSO has an implication on accurately setting and measuring targets
- 51% of the PSOs blame Limited application of the Sector Wide Approach to planning, budgeting and implementation as responsible for difficulties in setting and measuring targets.
- 83% of the PSOs regard use of Board performance appraisals and reports as a key performance management tool
- 57% of the PSOs regard Risk management reports as a key performance management tool.
- 100% of PSOs indicated they used reports of evaluation of their strategic plans although evidence of such reports could not be adduced. Some PSOs like LGFC had an ongoing review of the strategic plan, UWLA had their strategic plan ending but was yet to be reviewed.
- 100% of PSOs indicated they often use publication of activities and costs as a key management tool although no evidence of such could be found on the websites of PSOs
- 71% of the PSOs indicated they conducted customer and beneficiary surveys as a key performance tool although no reports of such could be obtained from all the assessed PSOs
- 86% of the PSOs surveyed indicated they used corporate social responsibilities and reports as key performance tool.
- 100% of the PSOs indicated they were using Performance targets and reports for the CEO and senior management team as a key performance management tool

The Results-based framework recognizes that to achieve optimal development results, planning, budgeting, implementation, monitoring, and evaluation must be coordinated and should exhibit results features intended for maximum efficiency and effectiveness. The view is that development results and processes should be the basis for formulating initiatives, actions, and mitigation measures to improve results delivery. In line with this broad goal, the PSOs ought to be assessed on the (1) extent to which they focus on common results, (2) extent to which their activities are interdependent, and (3) extent to which their activities are integrated horizontally across sector line ministries and vertically along levels of government. The findings on each of the ratings that measured the status of sampled PSOs in Uganda is summarized below.

Figure 11: Interdependency of Aspects of PSO Planning and Budgeting

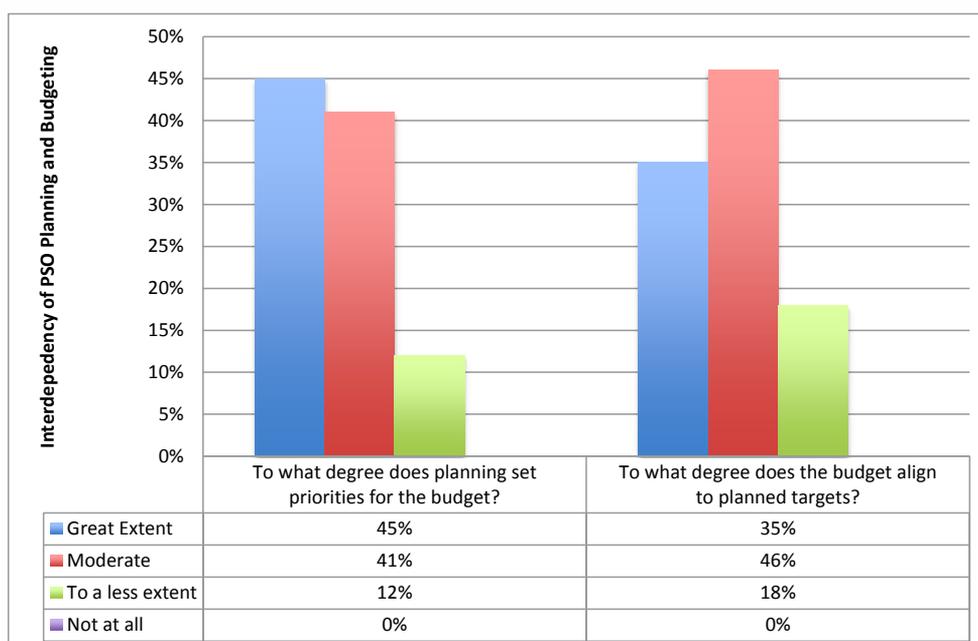


Figure 12: Interdependency of PSO Budgeting and Implementation

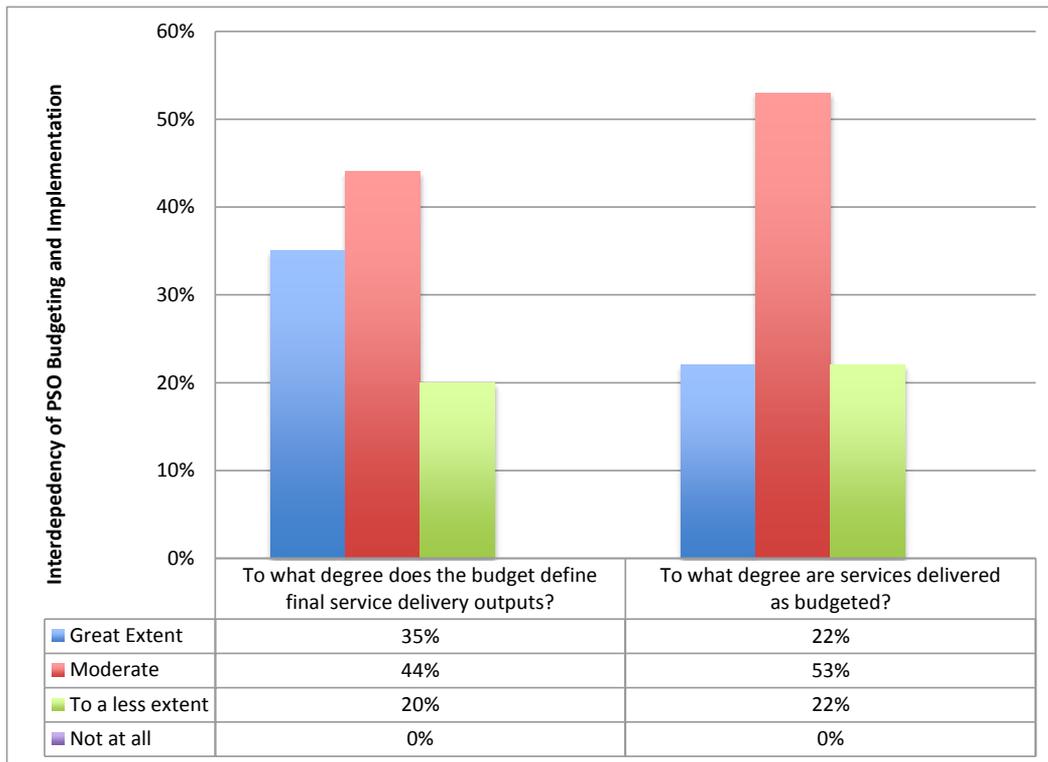


Figure 13: Interdependency of PSO Implementation and Monitoring

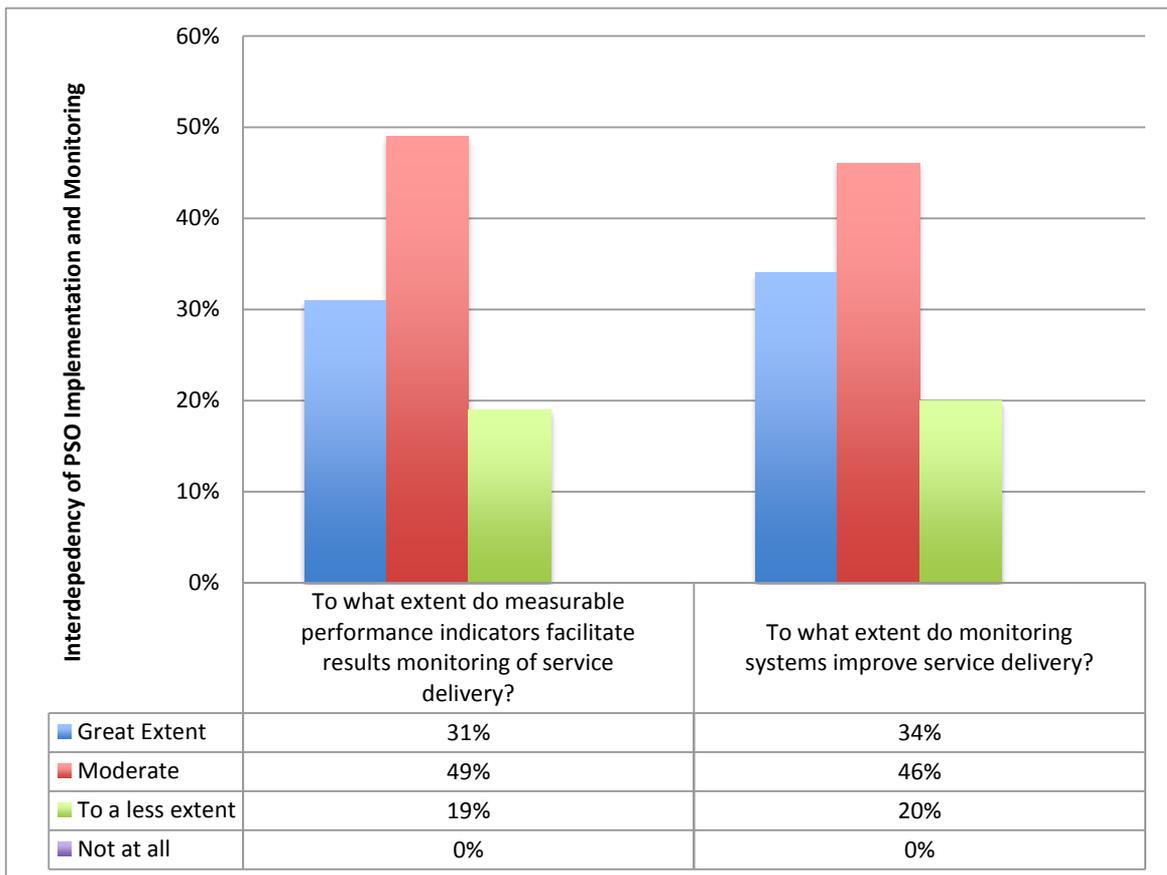




Figure 14: Interdependency of PSO Monitoring and Evaluation Performance

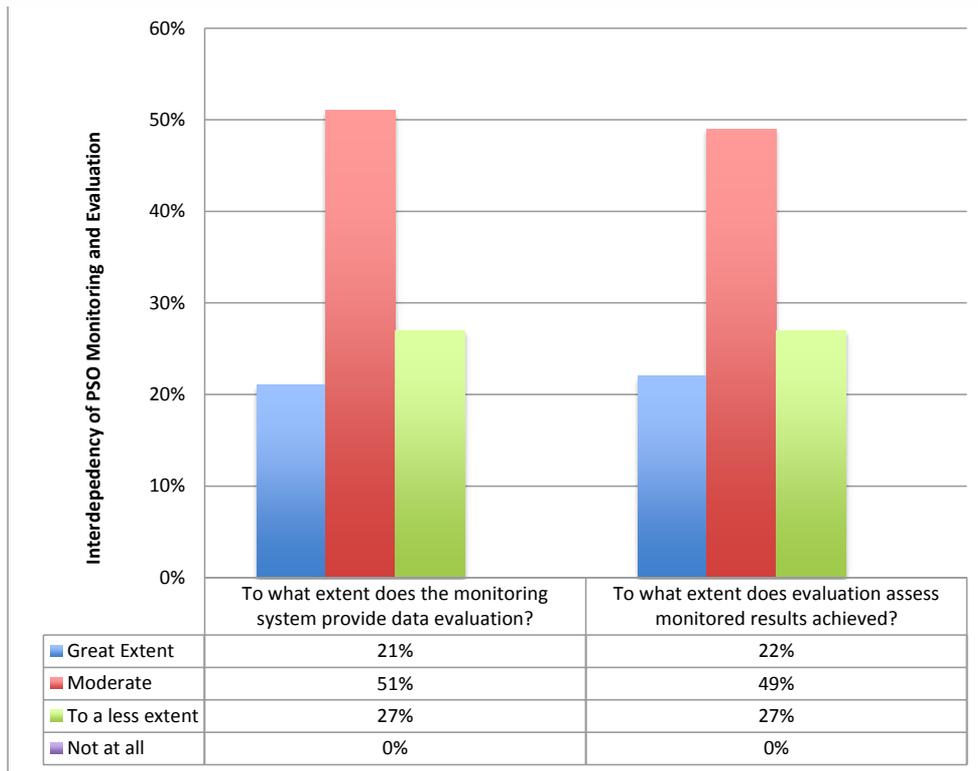
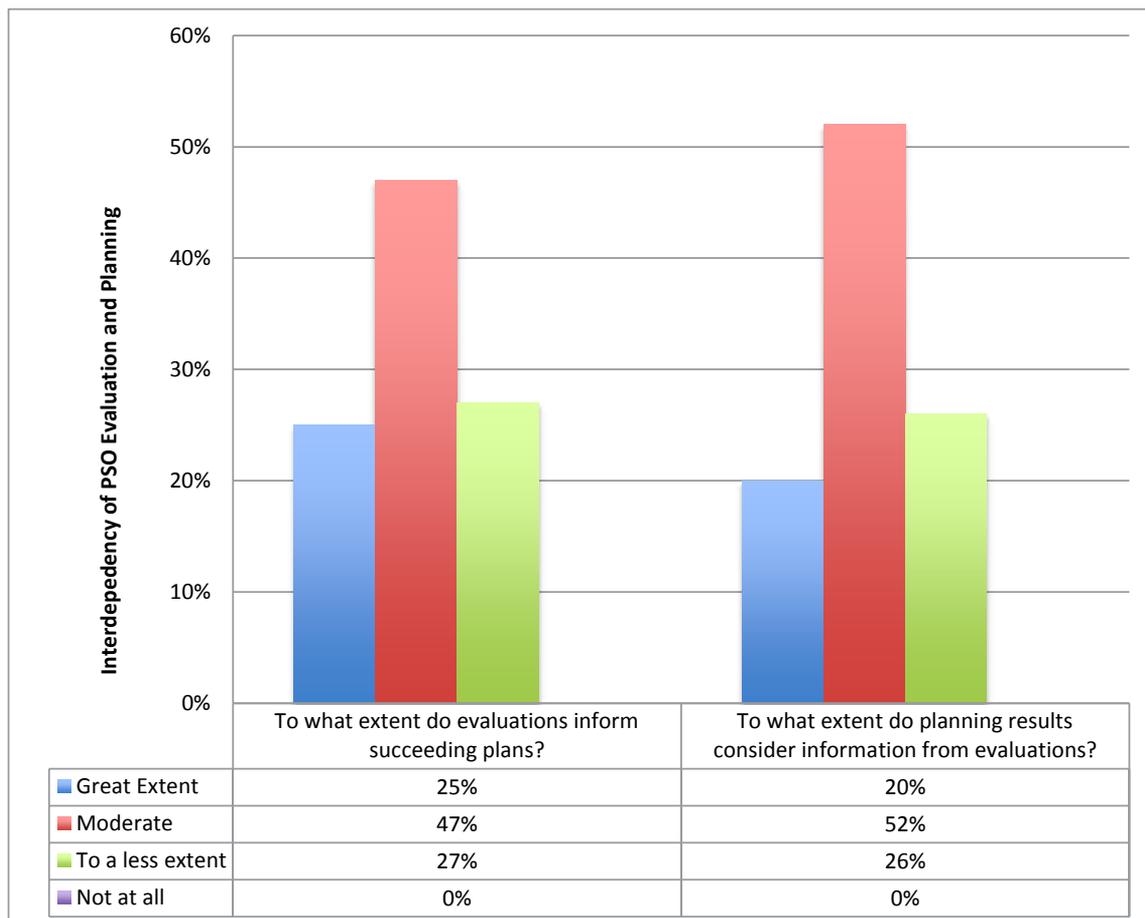


Figure 15: Interdependency of PSO Evaluation and planning



- 88% of the respondents generally agree that planning initiatives in assessed PSOs sets priorities for the budget allocations while 82% believe budgets are aligned to the PSO plans.
- 79% of the respondents generally agree that budgets in the assessed PSOs define final delivery outputs while 76% believe services are delivered as budgeted
- 83% of the respondents believed that measurable indicators in assessed PSOs facilitated monitoring of service delivery while 79% believed that monitoring systems in place improved service delivery
- 73% of the respondents believe that monitoring systems provide data for evaluation while 74% believe that evaluation initiatives often assessing results monitored.
- 72% of the respondents believed that evaluation results informed succeeding planning initiatives in assessed PSOs while 74% believed that planning results considered information from evaluations

The efforts by PSOs and their sectors should be integrated horizontally across sector ministries and vertically through all levels of government. This requires that national development goals (as contained in NDPII) are translated into specific agency priorities. Development programs are increasingly taking a cross-sectoral nature and PSO efforts need to be coordinated through integrating agencies' Sector working groups just as results-oriented public sector management efforts at the national level should be linked with subnational levels so that all levels of government contribute to a common set of development results.

Strengthening horizontal and vertical integration enables better attribution and contribution to nationally defined results, and ensures that initiatives in various agencies and at various levels of government complement each other. The rapid assessment assessed the extent to which the sampled PSOs met these requirements.

Figure 16: Horizontal Integration of PSO across Sector Ministries

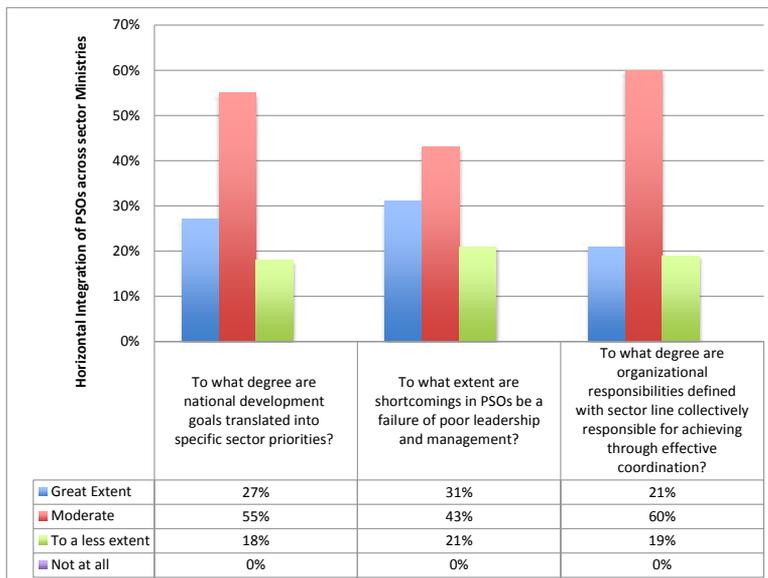
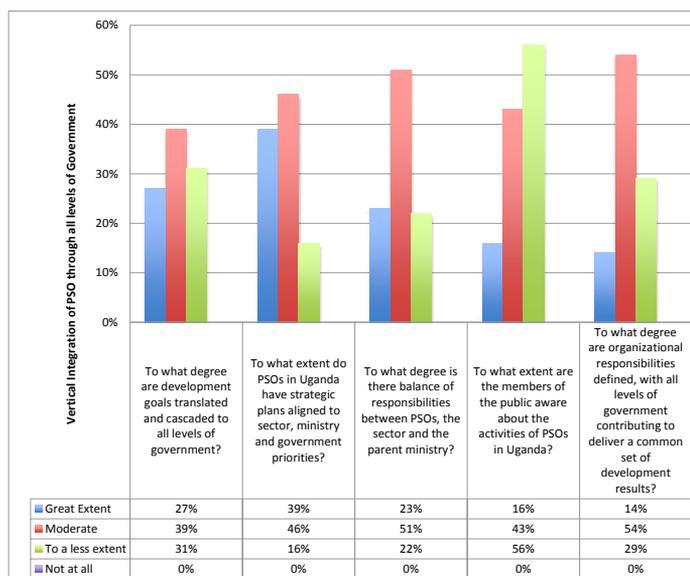


Figure 17: Vertical Integration of PSO through all levels of Government





- 84% of the respondents believe national development goals in assessed PSOs were translated into specific sector priorities.
- 84% of the respondents believed that organizational responsibilities were defined with sector line collectively being responsible for their achievement through effective coordination.
- 71% of respondents in assessed PSOs believe the shortcomings in PSOs is a result of poor leadership and management.
- 68% of the respondents believed that development goals are translated and cascaded to all levels of government
- 86% of respondents believe that PSOs in Uganda have strategic plans aligned to sector, ministry and government priorities but only 73% believe there is a high degree of balance of responsibilities between PSOs, the sector and the parent ministry
- 64% of respondents in assessed PSOs believed that members of the public were aware about the activities of the PSOs in Uganda
- 68% of the surveyed respondents believe that organizational responsibilities are defined, with all levels of government contributing to deliver a common set of development results

3.4 EVALUATION FINDINGS

The 2009 Diagnostic survey on efficiency and effectiveness of the public-sector organizations was premised on a number of concerns which had been raised about public administration expenditure and interim findings had highlighted the proliferation of public agencies, commissions and enterprises as an area in which to rationalise expenditure and generate substantial savings. In a bid to improve the effectiveness of PSOs and rationalise Government’s expenditure therein so as to determine, among others, their sustainability in response to how efficiently and effectively the allotted funds were being used, and the actual impact of the organisations functions performed, an in-depth fact finding study on all PSOs was commissioned under the auspices of the Directorate of Economic Affairs (DEA) through the Parastatal Monitoring Unit (PMU), the Directorate of Budgets of the Ministry of Finance, Planning and Economic Development (MFPED) and in close consultations with Ministry of Public Service.

This current evaluation was premised on the above justifications but primarily on attainment of results by PSOs and their contribution to the development objectives of government. The Office of the Prime Minister in December 2016 issued government-wide performance indicators for all MDAs including the sampled PSOs.

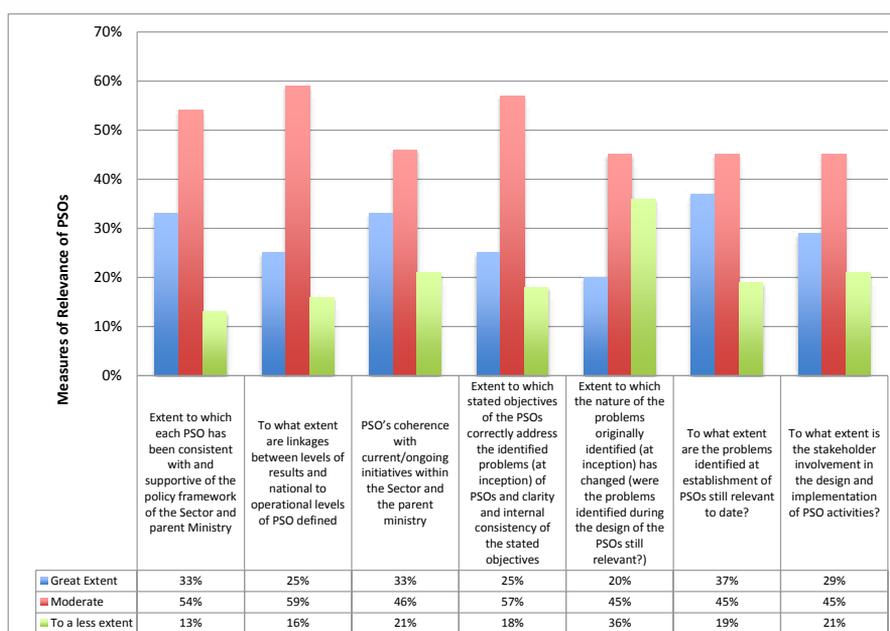
In this section, findings on the overall performance of the 13 PSOs based on the five evaluation criteria-relevance, **efficiency, effectiveness, impact and sustainability**. After this general approach, the next section will deal specifically with each of the PSOs again on each of the evaluation criterion elements.

3.5. OVERALL PERFORMANCE OF PSOS

3.5.1. Relevance

This evaluation criteria related to both relevancy and appropriateness of PSOs in Uganda. The criteria broadly was focused on measuring the extent to which the objectives of the PSOs were consistent with Sector and parent Ministry’s current requirements, priorities and policies. A number of measures were used to make this assessment and findings are summarized below.

Figure 18: Measures of Relevance of PSOs



Relevance of the sampled PSOs was also measured by the PSO contribution to SWGs and NDP11 pillars. On wealth creation as a pillar of NDP II for example, responses from those PSOs that answered generated the responses as below.

Table 5: PSOs response on contributing to SWGs and NDP11

PSO	Reported changes
UTB	a) Tourism is an export hence when visitors spend, there is an increase in spending incomes in the populations and resulting in wealth. b) Promotion of tourism and investment in tourism leads to creation of jobs in the country hence leading to improved livelihoods. c) Improved services through standards quality control in the sector leads to longer days of visitor stay and hence spending leading to improved livelihoods.
NEMA	Ensuring that there are jobs created that favour the environment, and that the environment is well maintained (through monitoring, coordinating, and supervising) to foster agriculture and productivity which is backbone of Uganda's economy.
AC	By resettling people, there are more sustainable economic activities carried out
ESC	Advising the president and relevant stakeholders on policies directed towards the creation of wealth in education sector
LGFC	Supports the promotion of Local Economic Development through linking local development with incomes of the respective local governments. It also contributes through addressing weaknesses in service delivery in special programs by districts; limitations in regional planning; limited citizen participation and engagement in policy process
UIA	The development of industrial parks attracts investments which contributes to the industrialization of the country
ERA	To supply adequate and affordable electricity to drive the economy through growth, employment, socio-economic transformation for prosperity.

NB: Difficulty in appreciating the outcomes and impact among most PSOs was observed. Majority of the stakeholders in PSOs understand output measures as opposed to outcome and impact measures.

3.5.2 Efficiency

The efficiency measures focused on soundness of management and value for money, and how well the various activities of the PSOs transformed the available resources into the intended results in terms of quantity, quality and timeliness.

Figure 19: Aggregate measures of efficiency in PSOs

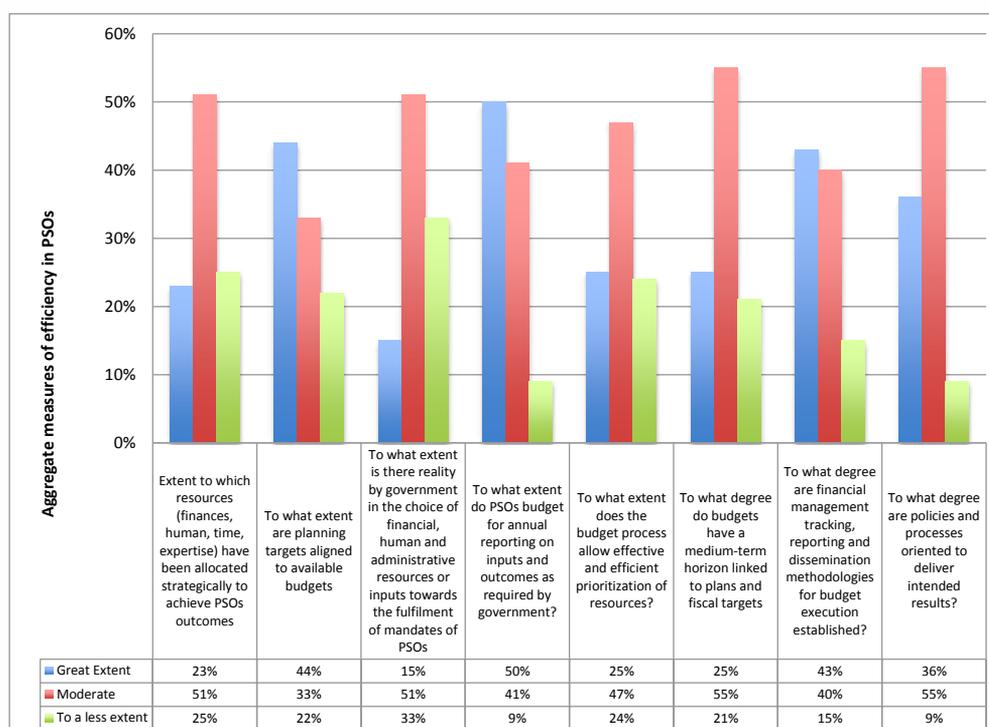



Table 6: Annual Budget Performance (Government of Uganda & Non-Tax Revenue)* FY2015/16

	Public Sector Organisation	SECTOR PERFORMANCE (%)						PSO PERFORMANCE (%)						BASELINE	Variation (Bn)
		SECTOR APPROVED	SECTOR RELEASED	SECTOR SPENT	% OF BUDGET RELEASE	% OF RELEASE SPENT	% OF BUDGET	SECTOR APPROVED	SECTOR RELEASED	SECTOR SPENT	% OF BUDGET RELEASE	% OF RELEASE SPENT	% OF BUDGET	Average funding (2003-2007)	
1	NEMA	494.870	333.170	332.010	67.3	67.1	99.7	9.046	6.828	6.701	75.5	74.1	98.1	7,543	-1
2	NARO	460.5	406.991	400.091	88.2	87.1	98.7	98.24	71.11	67.8	72.4	69.0	95.4	27,237	44
3	UNBS	158.12	150.95	141.699	95.5	89.6	93.9	20.73	18.61	18.59	89.8	89.7	99.9	2,216	16
4	UTB	158.12	150.95	141.699	95.5	89.6	93.9	12.02	11.29	10.34	94	86	99.1	3,55	8
5	LGFC	690.278	469.714	457.341	68	97	66.3	5.183	4.704	4.669	91	99	90.1	1,360	3
6	ESC	625.21	577.95	572.76	92	99	92	6.49	5.996	5.331	92	89	82.1	2,427	4
7	NMS	818.86	821.2	821.2	105	93.1	82.8	218.61	216.61	218.61	99	100	100	2,972	216
8	ERA	2,826	2,826.00	2,826.00	2,826	2,826	2,826	2,826.00	2,826	2,826	2,826	2,826	2,826		
9	AMNES TY	13.383	14.059	13.818	105	103.2	98.3	2.73	2.6	2.57	95.3	94.4	99.1	3,303	-1
10	UWA	158.12	150.95	141	95.5	89.6	93.9	62.95	57.92	51.51	92.01	88.9	81.8		0
11	UCC	17.009	14.936	14.952	88	100	88	97.28	86.1	88.51					0
12	UIA	158.12	150.95	141.699	95.5	89.6	93.9	12.284	10.24	83.36					0
13	URF	928.02	191.75	190.39	20.7	20.5	99.3	417.93	358.08	375.589	85.7	85.6	99.9		358

Relevance of the sampled PSOs was also measured by the PSO contribution to SWGs and NDP11 pillars. On wealth creation as a pillar of NDP II for example, responses from those PSOs that answered generated the responses as below.

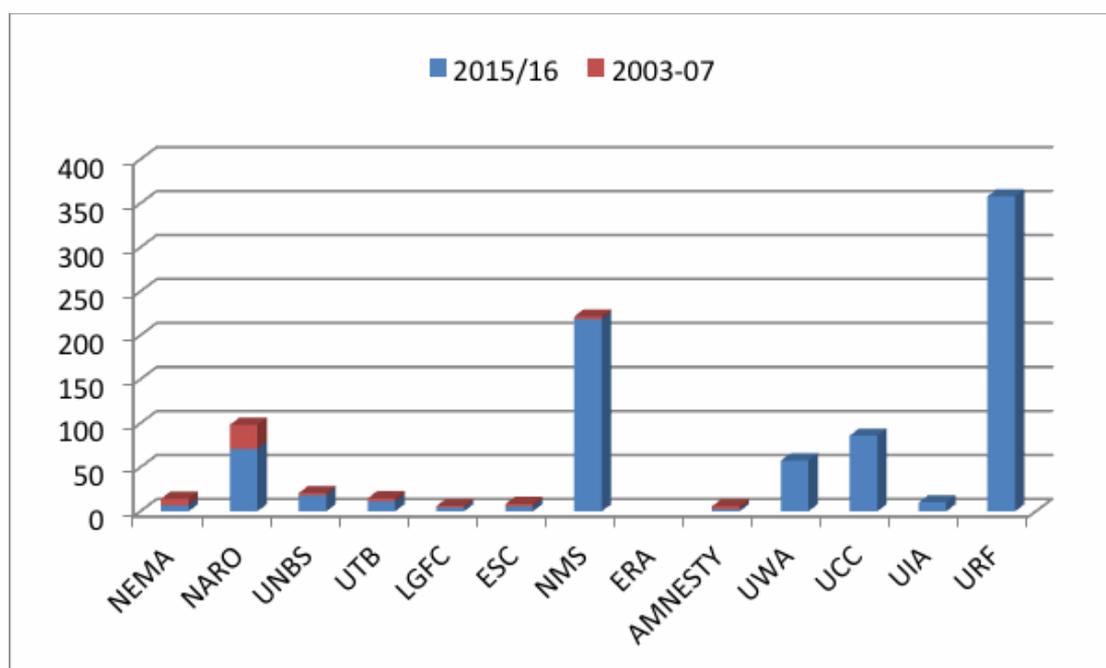
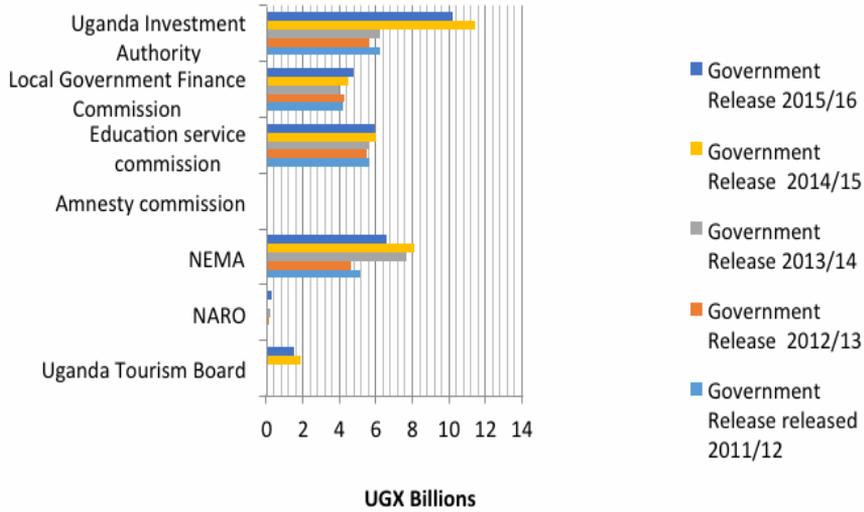
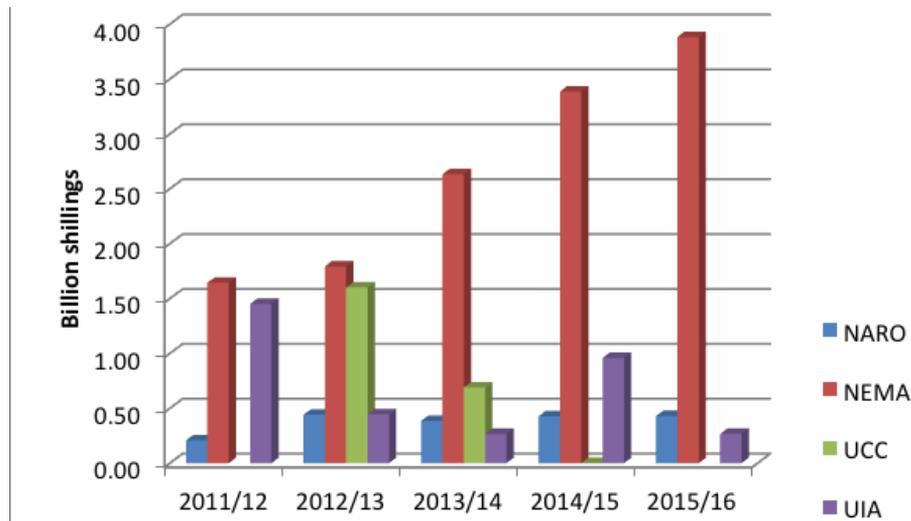
Figure 20: Released Average for PSOs in 2003-07 Vs 2015/16 (Bn)


Figure 21: Government releases for PSOs 2011/12-2015/16



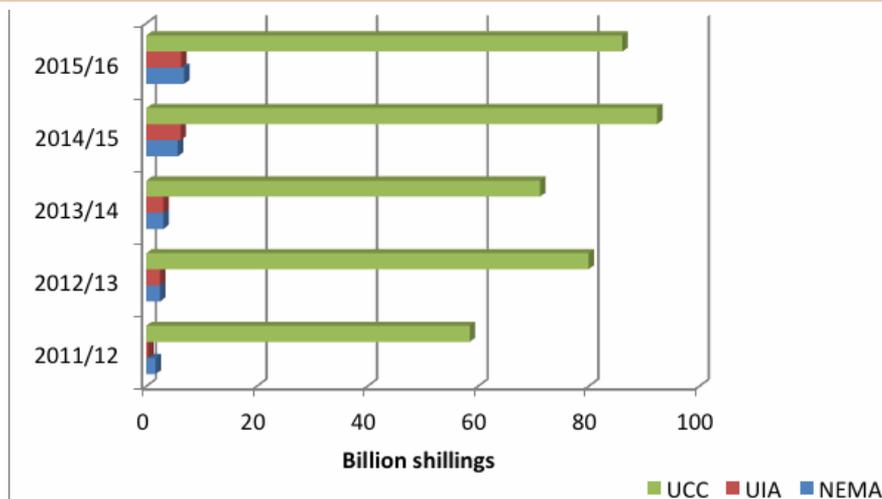
As seen from the above figure, the Uganda investment authority received more of the Government funding between 2011/12-201/16 than most PSOs assessed. This implies the majority of PSOs relied on donor funding which was reported in the 2009 Diagnostic study to be over 70%.

Figure 22: Donor releases for selected PSOs 2011/12-2015/16



As seen from the above figure, NEMA received more funding from donors over the review period and this has been rising from 1.8 to over 3.8 UGX billion from 2011/12 to 2015/16 respectively. Uganda investment authority still also had some reasonable funding from donors as compared to other PSOs.

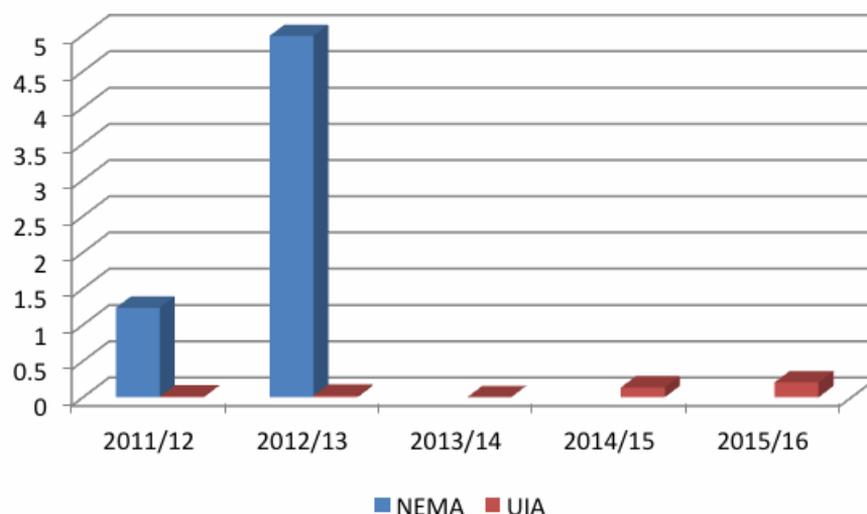
Figure 23: Internal revenue release 2011/12-2015/16





UCC as seen from the above still released more internal revenue than any other PSO under review closely followed by NEMA and UIA, at UGX 6.4 Billion and UGX 6.1 Billion respectively.

Figure 24: Other sources of funding of selected PSOs



NEMA received funding from other sources.

3.5.3. Effectiveness

The efficiency measures focused on soundness of management and value for money, and how well the various activities of the PSOs transformed the available resources into the intended results in terms of quantity, quality and timeliness.

Figure 25: Measuring degree of effectiveness in sampled PSOs

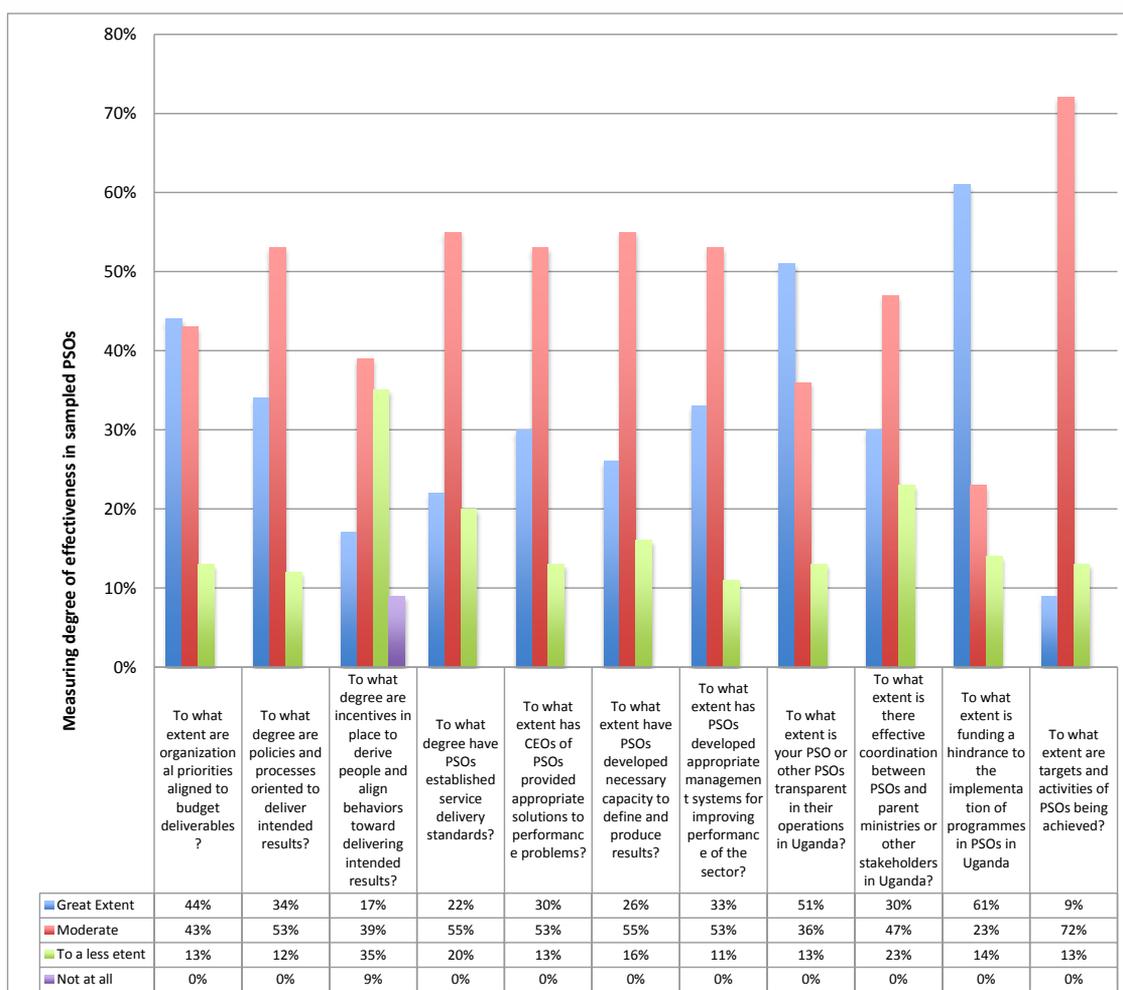
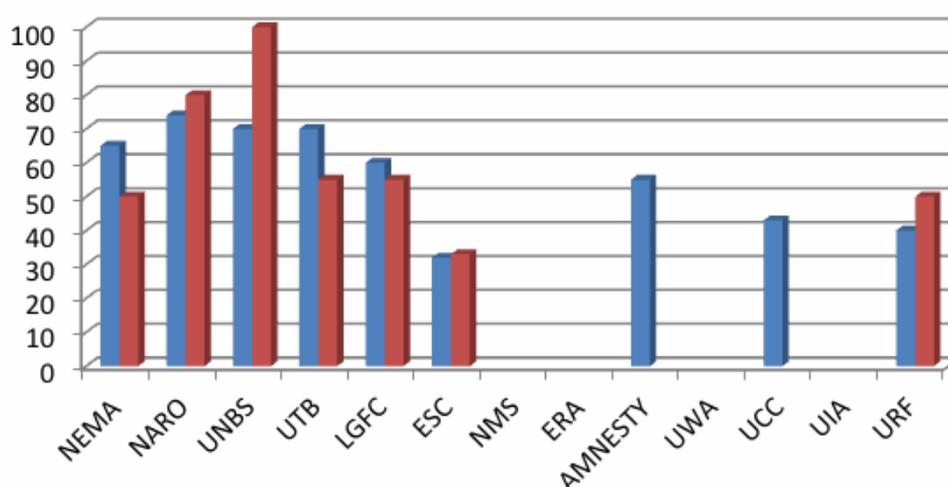


Table 7: Outcome and Output performance of PSOs and their sectors

PSO	SECTOR PERFORMANCE (%)					PSO PERFORMANCE (%)					PSO Efficiency	
	Achieved	Moderately satisfactory	Not achieved	No assessment	Denominator	Achieved	Moderately satisfactory	Not achieved	No assessment	Denominator	% of the approved budget spent	% of Budget spent/ % of achieved
1 NEMA	65	15	21	8	34	50	25	25	0	4	74%	148%
2 NARO	74	7	19	0	103	80	20	0	0	5	69%	86%
3 UNBS	70	14	16	0	56	100	0	0	0	7	90%	90%
4 UTB	70	14	16	0	56	55	9	18	18	5	86%	156%
5 LGFC	60	19	10	10	118	55	9	18	18	11	90%	164%
6 ESC	32	13	19	35	77	33	67	0	0	3	82%	249%
7 NMS											100%	
8 ERA											143%	
9 AMNESTY	55	24	21	0	132						94%	
10 UWA	70	14	16	0	56							
11 UCC	43	7	36	14								
12 UIA	70	14	16	0	56							
13 URF	40	33	27	0	45	50	17	33	0	6	90%	180%

The evaluation results as seen from the above table show that UNBS and NARO did perform well against their outputs achieving 100% and 80% respectively. The education sector performed poorly achieving only 32% at the sector level and 33% at PSO (ESC) as shown demonstrated below.

The quantitative measure of (in) efficiency of PSOs is computed in terms of cost-effectiveness to establish the extent to which the PSO has been able to use the available resources to maximize their outputs. A cost effectiveness ratio (CER) > 100% indicates inefficiency of the PSO while CER < 100 indicates the PSO operates at the frontier. The results in table 18 above indicate that apart from NARO (86%) and UNBS (90%), the remaining PSOs operate inefficiently. For instance, the ESC spent 82% of the approved budget but only 33% of the planned indicator were achieved. The inefficiencies among the PSOs reflect the wastages and loss of resources that would have been put to productive use.

Figure 26: Percentage of Output performance




3.5.4. Impact

It is extremely difficult to assess the impact of the use of targets in public sector organizations, due to the fact that it is difficult to assess what would have occurred had they not been introduced. Unlike scientific experiments, where there is a control experiment, no such control experiment exists in the public sector. In some situations, governments introduce pilot schemes in an attempt to gain some sort of comparison, but it is often difficult to get precise comparisons. Impact was measured based on changes at both short term (outcome) and long-term (impact) that PSOs had posted as a result of their activities.

Table 8: Reported changes by PSOs interventions

PSO	Reported changes
UTB	a) Uganda's visibility increased internationally, domestically and regionally. b) Improved service provision standards in the hotel sector with 61 hotels now classified with star ratings. c) A database of tourist facilities has been developed and populated. d) Introduction of the single EA tourist visa which has increased cross-border tourist transits between the 3 JTMC countries of Uganda, Kenya and Rwanda.
NEMA	a) The increasing awareness or ENR management among MDAs b) The improving commitments to ENR by local governments during planning and budget processes All local Governments have integrated ENR management in their development plans; the challenge is still the actual budget implementation that has remained low to constraints in resource availability. (c) The increasing environmental compliance level of approved projects(EIAs) from 40% in FY2009/10 to 70% in FY2015/16 especially in oil and gas sector as a result of increasing enforcement by NEMA and its partners (the key MDAs) d) The increasing number of companies which have developed self-regulatory systems and cleaner technologies as a result of increasing enforcement NEMA using initiatives such as Environment policies, ISO14001 etc. e) The increasing participation of partners and the public in ENR management activities and the increasing number of environmental litigation especially court cases of public interest; f) The increased participation of Uganda in the Key NEMA conventions and support for funding
AC	Reduction in conflicts Demobilisation of ex combatants, resettlement of reporters, improved access to social economic re integration of reporters
EDSC	Competent male and female education service personnel recruited, education personnel policies implemented and managed, professional management of education service personnel, handling confirmation, validation, regularization and disciplinary cases
LGFC	Transparency and equity in allocation of grants to local governments Increase in local revenues allocated. Improved coordination between sector ministries and local governments improved skills and capacity for budget formulation.
UIA	Ease of doing business in Uganda has improved More industries in Uganda have been able to access their plots in the industrial parks

NB: Difficulty in appreciating the outcomes and impact among most PSOs was observed. Majority of the stakeholders in PSOs understand output measures as opposed to outcome and impact measures.

Table 9: Changes in the long term-Impact measures

PSO	Reported impact
NEMA	a) Some fragile ecosystems like wetlands that have been restored have regained their ecological and socio-economic functions, products and services; b) There is some remarkable positive attitude change towards the importance of clean, healthy and productive environment among Ugandans; c) Increased compliance to environmental laws and standards; d) Increased levels of environmental literacy by the public; e) Domestication of MEAs
AC	Reconciliation of people, reduced conflict in different areas, economic development of resettlement, social economic growth

ESC	Reduction in teacher student ratio, quality education delivered by competent and professional education service personnel, improvement in the terms and conditions for the education service personnel
LGFC	Adequacy , equity and efficiency in the sharing of the national financial resources between Central Government and Local Government Coordination and collaboration between sectors and local governments on implementation of decentralized services Improved capacity of local governments to collect local revenues Improved policy coordination on local government financing
UIA	The investment law has had to be amended to accommodate and facilitate the changes There is going to be need for more staff and bigger budget to carry out the activities

3.6. SWOT ANALYSIS OF PSOs IN UGANDA

The rapid assessment generated a SWOT analysis of the key strengths, weaknesses, Threats and opportunities of Public sector organizations in Uganda whose findings are summarized in the table below:-

Table 10: SWOT of PSOs

Strengths -S		Weaknesses -W	
1.	Highly experienced public servants	1.	Poor corporate Governance culture
2.	Young and dynamic employees	2.	Information sharing culture
3.	Competent and professional staff	3.	Leadership and Management Gaps
4.	Fairly facilitated and motivated staff;	4.	Poor revenue enhancement strategies
5.	Existence of appropriate policies and legal framework	5.	Poor culture of M & E
6.	Effective management policies and structures;	6.	Poor culture of horizontal and vertical integration of performance systems
7.	Top management support;	7.	Lack of some critical documents like procurement plan
8.	Transparency in decision making;	8.	Lack of functional and updated websites
9.	Staff willingness to ensure efficiency and effectiveness	9.	Reliance on government financing
10.	Supportive institutional framework	10.	Poor and inadequate systems for Board composition
11.	Relevant mandate to SDGs	11.	Lack of Board performance systems
12.	Existence of willing development partners	12.	Poor implementation of recommended strategies
13.	Common Planning and Development agenda by Government	13.	Outdated legal establishments
14.	Decentralised policy framework	14.	Uncoordinated reform and improvement measures
		15.	Lack of harmonized board governance procedures and practices
		16.	Poor reporting culture
		17.	Financial risks and limited mitigation measures
		18.	Political interference in PSOs core mandates
		19.	Unplanned Budget cuts
		20.	Salary and Wage differentials
		21.	Poor compliance to regulatory requirements
		22.	Poor culture of adopting ICT solutions
		23.	Inadequate infrastructure and office space
		24.	Poor financial management practices
		25.	Poor citizenship and work culture
		26.	Inadequate
		27.	Weak in-service performance programmes
Opportunities -O		Threats -T	
1.	Some political commitment and cooperation from political leaders	1.	Budget cuts
2.	Support from GoU	2.	Poor staffing;
3.	Funding support for MEAs from UN agencies and partners	3.	Reduced support from Development partners
4.	Good collaboration and cooperation with some MDAs and LGs	4.	Poverty that enhances environmental degradation;
5.	Enabling legal and regulatory framework	5.	Increasing population pressure
6.	Involvement of academia in policy matters	6.	Political interference in key decisions
7.	Reforming the PSOs to promote efficiency	7.	Poor institutional coordination and lack of synergies
8.	Performance measurement systems	8.	Personalization of PSOs decision making
9.	Sector working strategic Frameworks for operations		
10.	Skilled, educated and youthful innovative population		
11.	Regional and continental frameworks		
12.	Agreed global policy agenda		
13.	Harmonized planning frameworks by Government		


Table 11: Outstanding challenges by individual PSOs in Uganda

PSO	Three key challenges affecting the performance of PSOs
Uganda Tourism Board	<ul style="list-style-type: none"> • Inadequate funds for all activities. • Inadequate skills. • Political pressures.
NARO	<ul style="list-style-type: none"> • Inadequate funding • Inadequate research facilities • Inadequate staffing
NEMA	<ul style="list-style-type: none"> • Inadequate staff and resources • Emerging trends not provided for under the existing laws • LGs are not fully institutionalized to perform their role in monitoring
Amnesty commission	<ul style="list-style-type: none"> • Funding deficiencies • Budget cuts

PSO	Three key challenges affecting the performance of PSOs
Education service commission Local Government Finance Commission	<ul style="list-style-type: none"> • Large number of applications • Low remittance from government • In adequate office space • Lack of clear framework for Implementing recommendations • Poor feedback from Government on proposed strategies • Institutional framework for coordination on implementation of the decentralization policy • Under funding • Low remuneration of staff
Uganda Investment Authority UCC	<ul style="list-style-type: none"> • Under funding, • Under staffing, • Inadequate legal regime • The lengthy review and development approval process for regulations prescribed in the law of the communications sector • High taxation • Policy directives that reduced contribution levy for rural communications development fund that remains with UCC.



3.7. PEST ANALYSIS OF PSOs IN UGANDA

The assessment examine key political, economic, social and technological factors that facilitated or inhibit the performance of PSOs in Uganda. The outstanding factors are summarized in table below:-

Table 12: PEST Analysis of PSO Environment in Uganda

<p>Political Factors</p> <ol style="list-style-type: none"> 1. Political commitment or interference 2. Unfavorable policies and laws 3. Government Support 4. Political will/ recognition 	<p>Economic Factors</p> <ol style="list-style-type: none"> 1. Taxation 2. Private sector Credit 3. Inflation 4. Exchange rates
<p>Social Factors</p> <ol style="list-style-type: none"> 1. Weak accountability for locally raised revenues 2. Community participation 3. Population growth 4. Youthful population 5. Literacy level 	<p>Technological Factors</p> <ol style="list-style-type: none"> 1. Technology adoption 2. Low penetration of ICT 3. Technological capacity 4. technology transfer

The assessment generated a list of function (s) of Public sector organizations in Uganda that respondents felt required independence from political pressure or board interference if the PSO were to perform effectively and efficiently. The summary is indicated below and a close analysis shows some functions are specific to particular PSOs assessed.

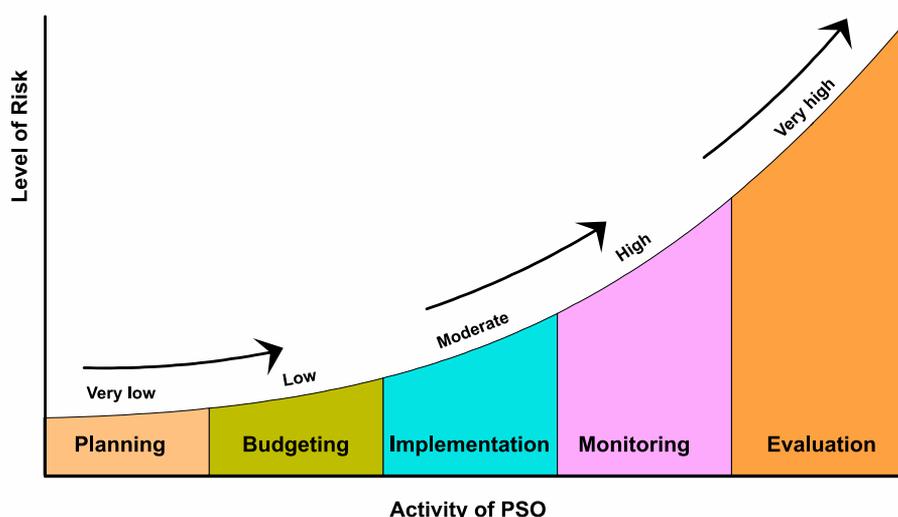
1. Decision making on EIA and other approvals which relate to environmental compliance in Uganda
2. Advisory role needs no political pressure
3. Measures to implement Local Revenue Enhancement
4. Recruitment of staff
5. Land allocation to investors
6. Facilitation of investors
7. Development of Regulatory instruments
8. Enforcement of compliance

An outstanding observation from this assessment also related to two core functions of PSOs that overlap with functions of other PSOs or line ministries and these included:-

1. Quality assurance of consumer devices done by UBOS
2. Regulation of IT services by NITA-U



Figure 27: Trend analysis of the risks as per PSO functional activities



3.8. ASSESSMENT STATUS OF RECOMMENDATIONS OF THE 2009 EFFICIENCY AND EFFECTIVENESS STUDY

It is evident from our assessment that the problems of the 2009 study are prevalent. Moreover, a review of the 2009 study finds that most of the recommendations were not implemented. This rapid assessment was regarding 13 PSOs. In this section, we provide a status of the recommendations of the above study

3.8.1. KEY FINDINGS, IMPLICATIONS AND RECOMMENDATIONS

A. Public sector organisations legal framework

Finding:

The legal framework governing some PSOs was out-dated; in other cases it did not exist, and / or was not well aligned to changes in objectives, or were not aligned with PEAP (now the NDP/II) objectives.

- Four PSOs, Population Secretariat, Joint Clinical Research Centre, NAADS, PMA were operating under a cabinet decision and / or Administrative Instruments. The study was not able to establish the existence of a Governing Act for Mulago Hospital.
- Objectives of seven PSOs had changed as a result of operating under concessions. They were Uganda Seeds Ltd, Uganda livestock Industries, Dairy Corporation, Uganda Development Corporation, Uganda Railways, Mweya Safari Lodge and Nile Hotel International
- Four PSOs were governed under laws formulated prior to 1962, they were ; Uganda Medical and Dental Practitioner Council (1913), the Uganda Nurses and Midwives Council (1924); Uganda National Cultural Centre (1953); and Nakivubo Stadium (1947)
- Uganda Development Corporation’s legal mandate had changed as a result of its transformation into a limited liability company
- Road Agency Formation Unit (RAFU) fulfilled its mandate and was wound up and its functions transferred to Uganda National Roads Authority.
- The Legal mandate of Non- Performing Assets Recovery Trust (NPART) had expired.
- Generally PSOs established prior to 1997 had objectives that were not directly aligned to PEAP pillars and policy actions.

Implications:

PEAP was the major policy framework for the Government of Uganda which defined the criteria for establishing and / or rationalisation of PSOs. It set out policy, regulatory actions and targets for the overall public sector of which PSOs were part. It followed therefore that all PSOs were supposed to be set up by a specific legal framework / Act of Parliament. PSOs whose legal framework were not appropriate or not aligned to PEAP were not legally constituted.

Recommendations:

1. A review of the legal and regulatory framework establishing PSOs that were out dated, not aligned to PEAP (Government policy objectives) those without governing Acts, and those recommended for merger and / or transfer of functions, under this review, be undertaken to establish the legal implications of such actions and to align the law with the new status of such PSOs
2. Review and update the governing legal framework enacted prior 1962 with the intension of aligning the respective governing legal framework to the current business needs, developments and the PEAP (Government policy objectives)
3. Enact laws for PSOs without Governing Acts



Benefits:

The PSO actions and programmes would be aligned to PEAP (current government policy objectives) so that their performance efficiency and effectiveness could be assessed basing on the defined objectives.

B. Governance of public sector organisations**Finding:**

The known best practices of good corporate governance and financial management were not fully complied with. There was no evidence of sanctions against non-compliance.

Out of one hundred and nineteen (119) PSOs:

- Only nineteen had Board Audit Sub-committees. Sixty-eight were found to have an operational internal audit function.
- Only 66 submitted audited accounts for up to 2006, 14 up to 2005, 13 up to 2004, and 6 up to 2003.
- The following PSO provided evidence of existence of audited accounts for up the indicated periods: The Public Libraries Board, 1998, Management Training and Advisory Centre 2002, Uganda National Culture Centre, 2001, and National Council of Women 2001.
- There were no performance measurement systems for boards.

Implications:

1. The lack of compliance with good governance best practices created doubt about transparency and effective use of public funds. The main aspect of accountability and transparency was undermined.
2. Delayed submission of audited accounts and absence of internal audit function and Board Audit Sub-committees raised control risks which could not be handled in a timely, effective and transparent manner.
3. Appointment of PSO Boards by the Ministers compromised their independence as a result of the ministries authority over them.
4. Performance assessment was difficult due to the absence of performance measurement systems for Boards in all cases, and within PSOs in most cases.
5. Delayed remittances of PAYE and NSSF deductions exposed PSOs to litigation

Recommendations:

1. Introduce specific sanctions for non-compliance with accountability and good governance practices, [independent audit sub-committees of the Board, internal audit function, timely submission of account]
2. The Parastatal Monitoring Unit (PMU) was to be given agency powers by the Auditor General to select auditors for annual external audits from a pre-qualified list so as to expedite the accountability process. (The identified external auditors would still remain accountable and under supervision of the Office of the Auditor General.)
3. Financial performance against activities should annually be published in public media so that the taxpayer and other public can assess performance. Publication of Accounts would also increase the perception of accountability and value for money assessment.
4. Appointments of Board members should be conducted competitively by an independent body, which should also establish performance measurement systems for Boards of Directors
5. Training programmes for Board Members and Chief Executive Officers in Corporate governance were to be designed and implemented.

Benefits:

1. Increased effectiveness of PSO governance and accountability systems.
2. Establishment of criteria for enforcing compliance to good governance and accountability.
3. Increased effectiveness of accountability and transparency mechanism.
4. Enhanced positive public perception of management of public funds.
5. Enhance independence of boards.

C. Organisational issues**Finding:**

There were noticeable duplication of functions, complimentary roles and dormant PSOs. Improvement of operational efficiency of PSOs could be achieved through merging, down- sizing, and transfer of functions of PSO with complimentary roles, duplication and overlaps, those whose relevance has diminished or whose functions can be contracted / privatised and down-sizing those whose functions can be performed elsewhere or by other arms of government.

**Table 13: PSOs with functional duplication and overlaps**

PSOs	Area of overlap and duplication
1. Uganda Property Holdings Ltd 2. Amber House Ltd	<ul style="list-style-type: none"> • Large number of applications • Low remittance from government • In adequate office space • Lack of clear framework for Implementing recommendations • Poor feedback from Government on proposed strategies • Institutional framework for coordination on implementation of the decentralization policy • Under funding • Low remuneration of staff
3. NARO 4. National Animal Genetic Resource Centre	NARO mandate and activities encompass those of NAGREC, agricultural research including animals
5. MTAC 6. Makerere University Business School	Offer similar courses, aimed at entrepreneurship development
7. Population Secretariat 8. NPA	Planning functions. Mandates are complementary
9. Uganda Export Promotions Board 10. AGOA Secretariat	Both PSOs manage export promotion processes. Mandates are complementary
11. Uganda Electricity Generation Company Ltd 12. Uganda Electricity Distribution Company Ltd 13. Rural Electrification (agency) Fund	Design and implement, commission generation plants and responsible for distribution and extension of electricity into rural areas

2. PSO with complimentary roles

These were PSO whose mandates were different but their organisational objectives could compliment and add value to each other, through enhanced information sharing, joint venture on specific projects, managed together or even merged.

- **Social Services Councils:** The National Council of Children, National Council for Disability, National Youth Council, National Women's Council and Equal opportunities commission.
- **Crop Regulators:** Coffee Development Authority and the Cotton Development Organisation,
- **Para-medical Professionals Regulators:** The Uganda Pharmacy Council, Uganda Nurses and Midwives Council, Uganda Medical and Dental Practitioners Council and the Allied Health Professionals Council.
- **Wildlife Conservation:** Uganda Wildlife Education Centre (Trust) and Uganda Wildlife Authority:
- **Service Commissions:** The Judicial Service Commission, Education Service Commission, Health Service Commission and the Public Service Commission.

Implication:

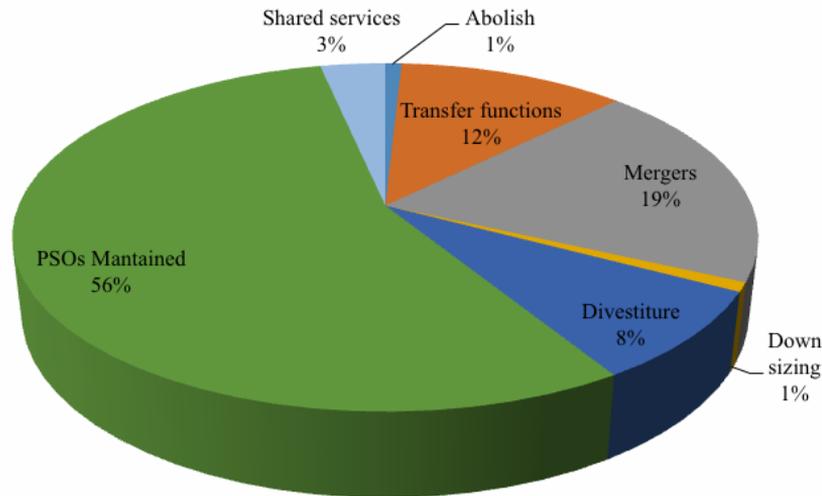
1. The existence of overlaps and duplication of functions, shared mandates or complimentary roles indicated that there were potential savings that could be made by merging, functions of the PSO.
2. There were high unit costs, poor coordination and information use, unhealthy competition and inefficient use of assets and resources, resulting from reduced impact of divided budgets and capacities.
3. Duplication of activities and programmes lead to rivalry and unnecessary competition for funding and attention. Dispersal of the meagre resources creates inefficiencies and un-met priorities.
4. The opportunity to harmonise programmes and reduce duplication was lost in cases where budgets were not processed through SWGs, where PSOs with complimentary roles belong to different SWGs.

Recommendations:

1. To create financial and organisational synergy, PSOs with evident duplication of functions should be merged or their functions transferred to other PSOs which may have comparative advantage. Maintain the strategic PSO and strengthen identified operational, structural or funding weaknesses.
2. Further study was required to analyse the full impact of activities that may be duplicated across PSOs within same sector working groups and to determine a fair estimate of the level of savings.
3. PSOs should coordinate budget processes through SWG conferences so as to harmonise, rationalise activities and spending so as to realise overall savings.
4. Divest PSOs earmarked for divestiture under the PERD Act
5. Create an Umbrella Organisation to manage all functions of PSOs currently under concession and those recommended by this study for management by concession



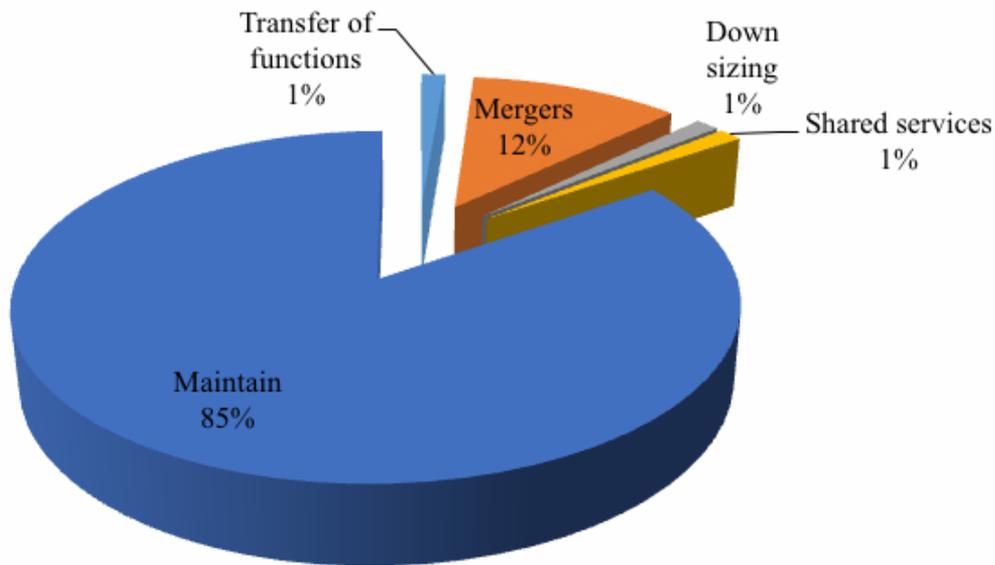
Figure 28: Summary on broad recommendations on PSOs that existed in 2009



The summary of the recommendations of the 2009 efficiency and effectiveness study was that 66 (58%) of the 119 PSOs should be maintained, 23(19%) were to be merged, 14 (12%) were to see their functions transferred, 10 (8%) were to be divested, 4 (3%) were to see their services shared while 1 (1%) was to to be downsized and another 1 (1%) were to be abolished.

The Number of PSOs that would arise out of the proposed reform actions from the efficiency and effectiveness study would be a total of 78 PSOs out of the then 119. The summary is indicated below:-

Figure 29: Number of PSOs arising out of the proposed reform actions



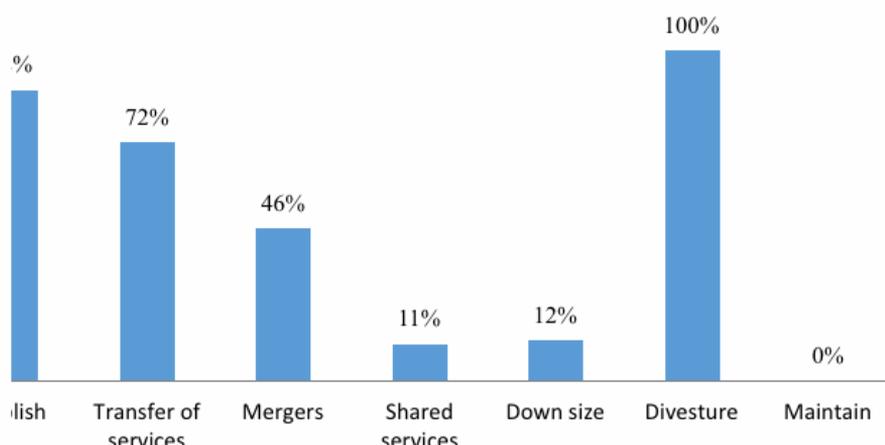
Benefits:

1. Improved management of the PSO sector with focus on efficiency, effectiveness and cost harmonisation.
2. There were potential savings that could be made by merging, transfer of functions and downsizing while continuing to provide services in a more cost effective manner.
3. As a result of the proposed functional reform actions the total number of PSOs would be reduced from the current 119 to 78.
4. Savings from cost harmonisation and cost effectiveness could be used to improve funding of strategic PSOs, such as those in the social services and regulatory sector
5. Overall savings were estimated at UGX 384 billion; UGX 318 billion from divestiture and 66 from the other reform actions.



In terms of financial benefits and costs savings that would accrue to government as a result of implementing the reforms, the study summary the estimated savings as summarised in the figure below:-

Figure 30: Financial savings from implementing the 2009 reforms



As seen from the above, government would save up to 100% through divestiture of PSOs recommended, a saving of up to 88% would accrue through abolishing some PSOs, 72% savings would emerge through transfer of services while merger would see a saving to government of up to 42%.

3. Establishment

Finding:

The PSO sector establishment had total of 21,539 approved posts, whereas the actual number of persons employed was 24,149, indicating that there was 2,610 persons occupying unapproved posts. At the same time there were 3,081 vacancies against the approved positions, this implied that some PSOs were understaffed. The total annual wage bill was shillings 230 billion. The average gross expenditure on personnel was 30% (Shillings 409 billion) of the average annual budget (Shillings 1, 620 billion)

Implication:

The incidence of relatively high over-established (unauthorised) positions indicated inadequate establishment control system within the PSO sector.

Recommendation:

Develop a staffing and establishment control system within the Ministry of public service to monitor the establishments in the PSO sector.

D. Financial management

Finding:

The continued sustainability of PSOs was heavily dependent on capacity to enhance collection of internally generated revenue. Out of one hundred nineteen PSOs, nine depended on donor support for over 60% of their annual budgets and thirty finance their annual budgets by over 70% from internally raised revenues.

The overall total financial resources available to PSO sector amounted to an average of UGX 1,620 billion per year based on data between 2003 and 2007. Negative variations between approved budgets and actual releases were a major constraint to the effective and efficient delivery of services. Budgets were discussed either through SWGs or submitted directly to Parliament.

Implications:

1. Enhanced internal revenues reduced pressure on Consolidated Fund account.
2. The drive to raise more revenues could raise the risk for PSOs diverting from the core mandate if not closely controlled.
3. Retention of 100% of all revenues internally collected was an incentive for increased revenue outturn.
4. High level dependency on donors in excess of 70% threatened long term sustainability.
5. Budget cuts had wide sector implications and undermined effectiveness, efficiency.

(Source: Data compilation from Audited Accounts 2003/2004, 2004/2005, 2005/2006, payrolls and responses to the survey questionnaire).



6. The opportunity for harmonization of spending within the PSO is lost in cases where budgets are not processed through SWGs.
7. Delayed releases of funds negatively impacted on effectiveness and led to late or non -implementation of programmes.

Recommendations:

1. All revenues collected by PSOs should continue to be retained at 100%.
2. Line Ministries should play a more proactive role in monitoring of budget performance in respect of PSO outputs and outcomes in addition to ensuring accountability for funds.
3. All budgets should be processed through SWG for cost rationalisation and harmonisation.
4. All PSOs with potential to raise internal revenues should be given specific revenues targets and freedom to create new sources, within specified guidelines.

Benefit:

Retaining 100%of internal revenues increase the motivation to collect more and to free funds to PSOs that do not collect any revenues

E. Performance measurement

Findings:

Most PSOs had not developed performance indicators. Reporting focus was on financial accountability and not outputs and outcomes.

- Only five (NWSC, NFA, UETCL, NCST, NARO) PSOs had adopted use of performance contracts which facilitated performance assessment
- The then performance appraisal methods within PSOs were based on assessment of employee person traits and attributes such as resourcefulness, decision-making abilities, and time management, etc. and were not on per-determined / expected outputs.
- Reporting of performance on major activities was not based on responsibility or cost centers.

Implications:

1. The existing performance appraisal methods did not adequately link individual or departmental performance measurement with that of the organisation because they tend to evaluate person traits and attributes rather than performance of tasks
2. The existing performance appraisal methods within the PSOs made it difficult to establish a performance measurement framework without further in-depth study on each PSO.
3. It was difficult to assess value for money because budget allocations are not directly linked outputs and outcomes.

Recommendation:

1. In the short term, rule-based compliance and financial accountability within PSOs should be strengthened, before introducing performance measurement indicators and contracts.
2. It is recommended that use the following compliance yard sticks for rating PSO performance be adapted;
 - a. Submission of audited accounts
 - b. Availability of strategic plans
 - c. Regular process reports
 - d. Publication of activities and costs
 - e. Publicising activities to be carried out, implementation period and costs,
 - f. Publicise target beneficiaries and expected outcomes,
 - g. Publicising sources of funding and how internal revenues will be raised,
 - h. Customer satisfaction and beneficiary surveys
3. A further study was recommended to generate data and information necessary for the formulation of performance indicators specific to each PSO, or PSOs with in the respective SWGs.
4. Specific performance indicators that covered the functional areas of each PSO should be developed. They should be linked to key sector objectives. The number of performance indicators should preferably be limited to between 5 and 8 as a means of promoting simplicity and clarity in performance management.
5. Introduce performance contracts for both organisation and at individual staff levels.
6. Establish performance measurement system and methods for boards of directors



Benefits:

This will enable the development of a more realistic tracking of value for money system, accountability and good governance.

F. Monitoring and evaluation

Findings:

1. There is no comprehensive and coordinated monitoring and evaluation system for the PSO Sector. PSOs are not included in the National Integrated Monitoring and Evaluation System (NIMES) under the Office of the Prime Minister, which is responsible for monitoring and evaluation of Government programmes aimed at assessing progress towards achieving the PEAP targets.

Implications:

There was no central data bank of information about PSO performance and how they contributed to the overall national social-economic performance.

Recommendations:

Create new functional units within line ministries, responsible for collection and processing information, offer technical advice; and monitoring and reporting on PSOs performance. They should be coordinated through the PMU.

Benefits:

1. Enhanced capacity in planning, performance measurement and Output Based Budgeting, to facilitate assessment of performance based on outputs / outcomes (impact, benefit, improvements and changes brought about by funds expended) as well as on financial accountability.
2. More focus will be placed on policy and performance measurement issues in relation to PSOs.

3.8.2. Summary of Recommendations of the 2009 diagnostic study

Implementation plan

It was recommended that the following plan be followed in implementing the recommendations contained in this report.

Short Term

1. Secure approval of the proposed recommendations
2. Draw up detailed lists of implementation actions
3. Establish estimated cost implications
4. Establish responsibility centres
5. Establish legal implications / requirements for the recommended reform actions

“Quick wins”

1. Implement administrative reforms
 - Compliance with rule-based compliance and financial accountability
 - Establishing Monitoring and Evaluation desks / Units within line ministries
 - Set up the PSOs Establishment Control Desk in the Ministry of Public Service to monitor the staffing and wage bill for the sector
 - Review the legal and regulatory framework establishing PSOs that are out dated, not aligned to PEAP (Government policy objectives) those without governing Acts, and those recommended for merger and / or transfer of functions.
2. Transfer the following PSOs to the Uganda National Road Authority:
 - Transport Licensing Board
 - National Road Safety Council
3. Create the asset holding company for all PSOs under concession arrangement/ management contracts and transfer all functions of PSOs under this category.
4. Implement the PERD Act. Divest the Following PSOs
 - Kilembe Mines Ltd
 - Tropical Bank
 - UGMA
 - Cable Corporation of Uganda
5. Merge All Health Professionals Councils under the ministry of Health
 - The Uganda Pharmacy Council



- Uganda Nurses & Midwives Council
- Uganda Medical and Dental Practitioners Council
- Allied Health Professionals Council,

Mid-term

1. Merge PSOs under Ministry of Finance, Planning and Economic Development, recommended for merger.
 - National Planning Authority
 - Population Secretariat
2. Merge Councils under Ministry of Gender, Labour and Social Development, recommended for merger, under the Equal Opportunities Council
 - Equal Opportunities Council
 - National Council for Children
 - National Youth Council
 - National Women's Council
 - National Council for Disability
3. Merge the following PSOs with functional overlaps and complimentary roles
 - Uganda Export Promotions Board and AGOA Secretariat
 - Management Training and Advisory Centre and Makerere University Business School
 - National Agricultural Research Organisation and National Animal Genetic Resource Centre
 - Uganda Coffee Development Authority and the Cotton Development Organisation,
 - Uganda Wildlife Education Centre (Trust) and Uganda Wildlife Authority:
4. Rationalise the functions of the following PSOs to remove overlaps of functions,
 - Uganda Electricity Generation Company Ltd
 - Uganda Electricity Distribution Company Ltd
 - Rural Electrification Trust (fund)
5. Create the Uganda National Health Research Organisation to act as an umbrella organisation for all human health research agencies.
6. Introduce performance contracts for both organisation and at individual staff levels. Establish performance measurement system and methods for boards of directors and develop PSO specific performance indicators,

Long Term

Establish common services to be shared by the four Service Commissions, with the and set up a secretariat for the joint commissions

Consultant's observations.

Most of the recommendations above have not been implemented so all gaps identified by the 2009 are still in existence. Government has gone ahead to make other policies like creation of population council as an autonomous body against the recommendation to merge it with NPA. The decision to convert MUBS into any other degree awarding institution (those not yet concluded) also ignored recommendation of the 2009 study to merge with MTAC. Constituting boards of PSOs has also remained a 'political' activity.

3.6. SPECIFIC ASSESSMENT OF EACH PSO

1. National Environmental Management Authority (NEMA)

There are three Performance Indicators by OPM released in December 2016 for NEMA which include the following.

1. No. of environmental inspections and audits carried out on facilities and investments
2. No. of environmental cases reported in the courts of justice
3. No. of EIA reports concluded Areas (Ha) of degraded lake shores and river

In assessing the performance of NEMA, this evaluation focused on the evaluation criteria where information could be obtained from the Authority. Both primary and secondary information was used.

Relevance

The Environment and Natural Resources (ENR) sub-sector of which NEMA contributes is responsible for ensuring rational and sustainable utilization, development and effective management of environment and natural resources for socio-economic development of the country. The sub-sector is composed of; Forestry, Wetland Resources Management, Meteorology, Environmental Management,



and Climate Change. The ENR Sector Working Group (SWG) which includes a cross section of stakeholders with diverse skills and knowledge provide technical policy and advisory oversight to the subsector. The National Environment Management Authority (NEMA), is responsible for environmental quality and management.

The relevance of NEMA is derived from its legal mandate as per establishment and the authority’s contribution to the National Development Agenda as well as the Global Agenda. The National Environment Management Authority (NEMA) is a semi-autonomous institution, established in May 1995 under the National Environment Act CAP 153 and became operational in December 1995, as the principal agency in Uganda, charged with the responsibility of coordinating, monitoring, regulating and supervising environmental management in the country. NEMA’s role is to advise Government of Uganda and spearhead the development of environmental policies, laws, regulations, standards and guidelines as well as guiding Government on sound environmental management.

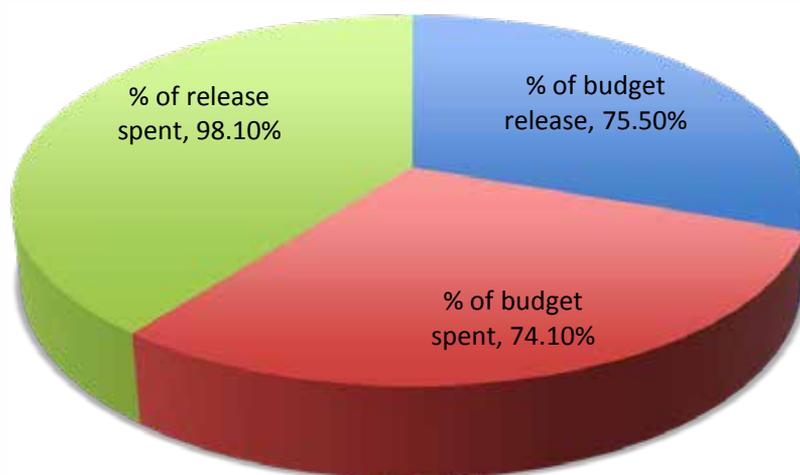
NEMA provides support to Government’s primary goal of ensuring sustainable development through the National Development Plan (NDP) in accordance with the policy framework of the Government of Uganda and Sustainable Development Goals (SDGs). NEMA has established a culture that pursues the following values:

- a) Client focus;
- b) Integrity and transparency;
- c) Professional motivation and commitment;
- d) Innovation and creativity;
- e) Open, cross-functional and all participatory decision making and problem solving;
- f) Partnerships and collaboration and,
- g) Passion for sustainable environment.

Efficiency

The Water and Environment sector focuses on the encyclopaedic management and sustainable utilization of water and environment resources for the sustainable socioeconomic development of the country. The sector is comprised of four other institutions which include National Environment Management Authority (NEMA) charged with development, monitoring, regulation and supervision of environmental management in the country of environmental policies, laws, regulations and guidelines. The authority received UGX 6.828 billion of the approved budget of UGX 9.046 billion and 74.1% was spent. The cost-effectiveness was 148% considering that only 50% of the indicator targets were achieved for the 74% of the approved budget spent. It was also noted that 25% of the indicators were not achieved while 25% were rated moderately satisfactory. This implies NEMA has to devise cost-effective measures to improve output performance.

Figure 31: NEMA Budget Release VS Budget Spent VS Release Spent

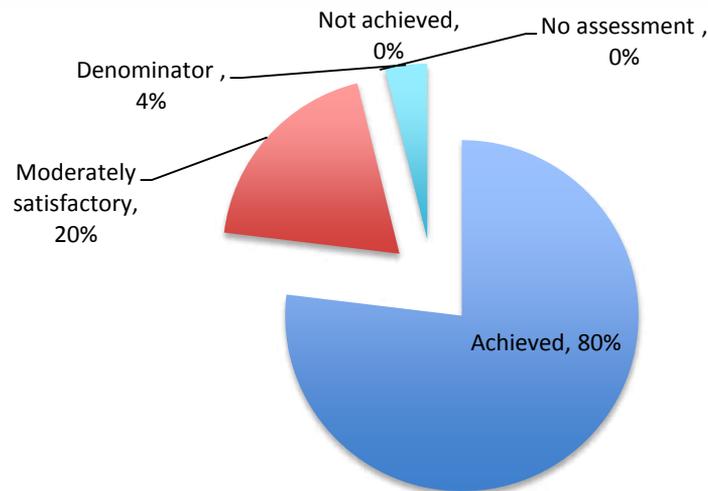


Source: Sector Annual Performance Reports FY2015/16

Effectiveness

Much as the sector is a national priority consistent with the current goal of propelling the country into middle-income status by 2020), it had an overall 65% achievement. For NEMA in particular there was 50% achieved. This was as result of an improvement in Wetland management with a total of 2,954 km2 currently under approved management plans, an increase from the 2,130Km2 in FY2014/15. There was a moderate increase in the number of projects approved by NEMA, from 405 in FY2010/11 to 655 in FY2015/16 an improvement in compliance to environment guidelines, and continued expansion of the industry sector.

Figure 32: NEMA's Performance in attaining its objectives



Source: Sector Annual Performance Reports FY2015/16

NEMA performed by 65% during the 2016 Government Annual performance review as compared to the sector performance rating of 50%.

2. National Agricultural Research Organization (NARO)

Performance Indicators (OPM) December 2016.

1. No. of research studies under competitive grants scheme
2. No. of new varieties submitted to Variety Release Committee for release
3. No. of improved productivity technologies generated

Relevance

The core object of the Agriculture sector in Uganda is to guarantee sustainable and market-oriented production, food security and household incomes in the country. The sector is divided into three subsectors (Crop, Animal and Fisheries Resources). Local Governments and semi-autonomous agencies are other state actors providing agricultural services to the population. The semi-autonomous agencies include: Control of Trypanosomiasis in Uganda (COCTU), Cotton Development Organisation (CDO), Dairy Development Authority (DDA), National Agricultural Advisory Services (NAADS), National Agricultural Research Organisation (NARO), National Genetic Resource Centre and Databank (NAGRC&DB), and Uganda Coffee Development Authority (UCDA).

Focusing on NARO, the organisation was established by an act of Parliament, which was enacted on 21st November 2005. NARO is a body corporate with perpetual succession and a common seal and comprises of a council as its governing body, committees of the council as its specialised organs, a secretariat for its day-to-day operations with the semi-autonomous public agricultural research institutes under its policy guidance.

The organization is the chief body for guidance and coordination of all agricultural research activities in the national agricultural research system in Uganda whose goal is to “enhance the contribution of agricultural research to sustainable agricultural productivity, sustained competitiveness, economic growth, food security and poverty eradication.” This is in line with the SDG.

NARO’s responsibility is to “Coordinate, oversee and guide agricultural research in Uganda”. NARO therefore seeks to generate and disseminate appropriate, safe and cost effective technologies.

NARO’s core values are inclusivity, transparency, integrity, accountability and excellence. While executing its mandate, the organization is a forum for agricultural researchers in Uganda. Consequently, NARO is mandated to convene a meeting at least once a year of representatives of agricultural research service providers, farmers, private sector and civil society and other stakeholders for the purpose of discussing issues relevant to agricultural research and setting agricultural research priorities

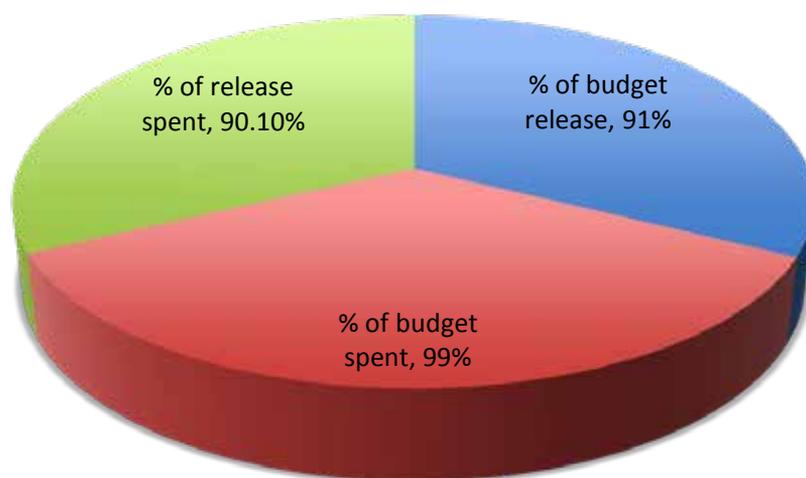
Efficiency

The Agricultural Sector’s vision is to be competitive, profitable and sustainable. The Sector is composed of the Ministry of Agriculture Animal Industry and Fisheries (MAAIF), National Agriculture Advisory Services (NAADS), Dairy Development Authority (DDA), National



Agricultural Research Organization (NARO) National Animal Genetic Research Centre and Data Bank (NAGRIC-DB), NARO in particular received UGX 71.11 billion of the approved budget of UGX 98.24 billion and 95.4% was spent on research extension interface promoted and strengthened (5 of 100) an indication that more research results were accessed and subsequently taken-up by stakeholders in the farming community. The cost effectiveness ratio was 86% considering that the PSO spent 69% of the approved budget and achieved 80% of the indicator targets. It was also noted that the overall performance was above the average with 20% of the indicators rated moderately satisfactory.

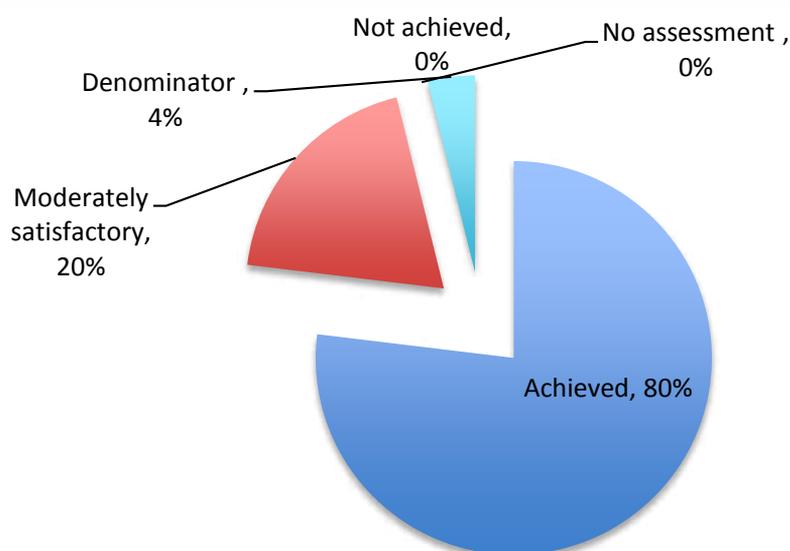
Figure 33: NARO Budget Release VS Budget Spent VS Release Spent



Effectiveness

The Agricultural sector as a whole achieved 74% on output performance for the FY2014/15. On the other hand at output level NARO alone did achieve 80% on output performance. 100 of the targeted 5 technological innovations delivered to uptake pathways were reached. This was an indication that more research results were accessed and subsequently taken-up by stakeholders in the farming community.

Figure 34: NARO’s Performance in attaining its objectives



Source: ABPR 2015/16, Water & Environment Sector Report - 2015/16

3. Uganda National Bureau of Standards (UNBS)

Performance Indicators (OPM) December 2016.

1. No. of samples tested
2. No. of products certified
3. No of management systems certified
4. No. of imported goods consignments inspected.

Relevance

Trade is a major driver of growth associated with increased employment opportunities and higher incomes. The trade and cooperatives sub-sector aims to ensure availability of goods and services by expanding and diversifying domestic and export markets. The sub-sector is comprised of Government, Private Sector, CSOs, Academia and Development Partners. The Government’s role through the Ministry of Trade, Industry and Cooperatives is to offer a suitable environment through policy formulation, provision of infrastructure and negotiation of market access.

Among other state players include; Uganda National Bureau of Standards (UNBS), Uganda Export Promotion Board (UEPB), Management Training and Advisory Centre (MTAC), Uganda Warehouse Receipt System Authority (UWRSA), Uganda National Commodity Exchange (UNCE), the Uganda Cleaner Production Centre (UCPC), Uganda Cooperatives Alliance (UCA), Uganda National Chamber of Commerce and Industry (UNCCI) and Uganda Free Zones Authority (UFZA).

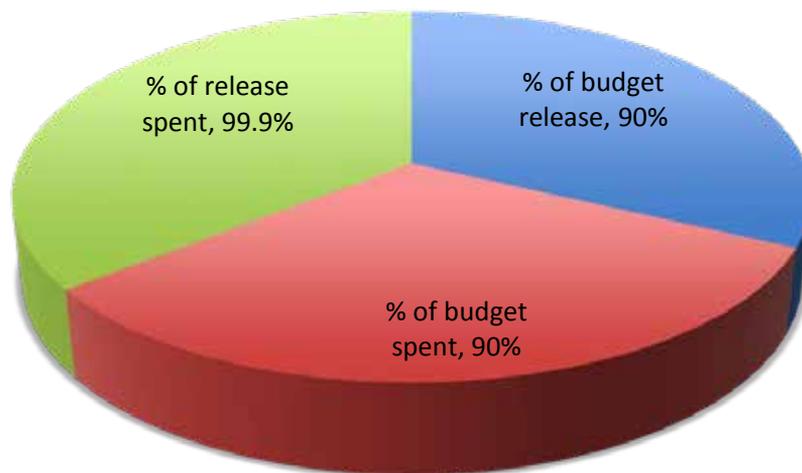
The Uganda National Bureau of Standards (UNBS) is a statutory body under the Ministry of Trade, Industry and Co-operatives. UNBS was established by the UNBS Act Cap 327 and became operational in 1989. It is governed by the National Standards Council and headed by the Executive Director who is in charge of the daily operations of the bureau. The bureau’s mandate is to:

- Formulate and promote the use of standards;
- Enforce standards in protection of public health and safety and the environment against dangerous and sub-standard products;
- Ensure fairness in trade and precision in industry through reliable measurement systems; and
- Strengthen the economy of Uganda by assuring the quality of locally manufactured products to enhance the competitiveness of exports in regional and international markets

Efficiency

UNBS is responsible for quality control, market surveillance and creation of public awareness to quality of goods and standardization issues. The Bureau received UGX 18.608 billion (89.7%) of the approved annual budget and spent UGX 18.586 billion. The cost-effectiveness of the PSO was rated at 90% considering that 100% of the indicators were achieved for the 90% of the approved budget spent.

Figure 35: UNBS Budget Release VS Budget Spent VS Release Spent



NB: Budget figures exclude Taxes and Arrears

Source: Sector Annual Performance Reports FY2015/16

Effectiveness

Generally, the Tourism, Trade and Industry sector achieved 70% on output performance for FY2015/16, which was an improvement from 62% in the FY2014/15. On the other hand, at output level UNBS alone did achieve 100% on output performance. This was attributed to increased collaboration with other partners like Uganda Revenue Authority, an increase demand for UNBS services and compliance from SMEs; as well as increased monitoring and vigilance activities by the Bureau.

Targets were achieved especially in areas of standards harmonization, sample testing and products certification, verification of weighing instruments and calibration of equipment. Of the planned 500 products, 706 were certified, 12 management systems were certified



of the planned and a total of 90,884 imported goods consignments were inspected against the planned 50,000 to reduce entry of counterfeits into the country. 451 standards were also harmonized over and above the targeted 120 standards.

4. Uganda Tourism Board (UTB)
Performance Indicators (OPM) December 2016.

1. No. of tourism facilities owners sensitized in standards
2. No. of tourism facilities inspected and registered
3. No. of Local Government staff in the major Tourism Districts trained in Quality Assurance

Relevance

The tourism sector is responsible for identifying, developing, promoting and providing sustainable tourism services and products. The sub sectors include: Tourism Development, Wildlife Conservation and Museums and Monuments. The sector has both state and non-state players with the latter taking lead role. The tourism sector-working group (SWG) plays a coordination and advisory role in planning and implementation of sector policies and priorities.

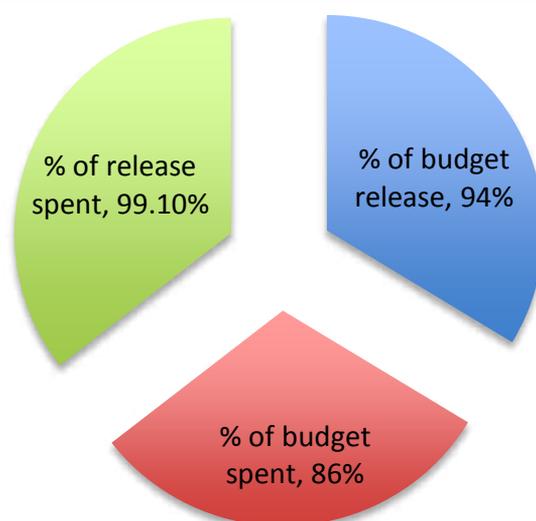
The Government through the Ministry of Tourism Wildlife and Antiquities (MTWA) formulates policies and regulations, undertakes supervision and skills development to promote the tourism industry as an economic force in the Nation. The other state actors include: Uganda Tourism Board (UTB); Uganda Wildlife Authority (UWA); Uganda Wildlife Education Centre (UWEC); the Hotel and Tourism Training Institute (HTTI) and the Uganda Wildlife Training Institute (UWTI). Uganda Tourist Board (UTB) is a statutory organisation established by the Uganda Tourist Board Statute 1994. UTB’s obligation is to promote and popularise Uganda as a viable holiday destination both locally and internationally in order to:

1. Increase the contribution of tourism earnings and GDP
2. Improve Uganda’s competitiveness as an international tourism destination
3. Increase Uganda’s share of Africa’s and World tourism market.

Efficiency

The Government approved budget for Tourism, Trade and Industry sector from UGX 15 Billion to UGX 33 Billion for the period 2010/11 to 2015/16. There was a general positive trend in performance at over 90% over the same time period save for FY2011/12 where only 78.2% (UGX 18 Billion) of the approved budget was released. The Uganda Tourism board alone had an approved budget of (UGX 12.02 billion) and (UGX11.29 Billion) was released, and 91.6% of the released was spent. The PSO has cost-effectiveness ratio of 156% considering that 86% of the approved budget was spent and yet achieved only 55% of the indicators. 18% of the indicators could not be assessed due to unavailable sufficient data. The efficiency analysis reveals that the PSO is not only inefficient in delivering outputs but also data tracking system is ineffective.

Figure 36: UTB Budget Release VS Budget Spent VS Release Spent



*Budget figures exclude Taxes and Arrears
 Source: Sector Annual Performance Reports FY2015/16



Effectiveness

As mentioned earlier, output performance for FY2015/16, the whole sector achieved 70% of the performance indicator targets. On the contrary the Uganda Tourism Board (UTB) alone achieved 60% of its targets. The UTB achievement was attributed to promoting and marketing of Uganda's tourism services and quality assurance of the tourism facilities through grading and licensing.

In FY2015/16, the agency produced and distributed 10,000 assorted promotional materials/brochures worldwide and participated in exhibitions both local and international namely; the British Bird Watching Fair August, New York HQ General Assembly Exhibition, ITB and the UNAA Convention.

At national level, UTB organized the World Tourism Day in with the theme "One billion tourists, one billion opportunities", Miss Tourism Regional Activations in Buganda, Busoga, Bugisu, Teso, Northern Uganda, West Nile, Kigezi, Toro, Bunyoro and Ankole. On the hand UTB had a UTB a 20% moderate satisfaction and 20% targets not achieved. This was attributed to slow development of tourism infrastructure and construction and revival of Wildlife Clubs of Uganda in schools. Also feasibility studies for tourism infrastructure on MT Rwenzori and for the source of the Nile development project were not undertaken. None of the planned 12 Wildlife Clubs was revived in schools and the nomination dossier for Bigo-Bya Mugenyi, Ntusi, Bwogero and Mubende was not developed

5. Local Government Finance Commission

Performance Indicators (OPM) December 2016.

1. No of local Governments provided with skills in Budget formulation
2. No of local Governments complying with budgeting legal requirement.
3. Average length of time taken to provide feedback on

Relevance

According to the Chairman of the Local Government Finance Committee (LGFC), Mr Matte Tom, "Fiscal decentralisation (intergovernmental fiscal relations), and local government finance generally, is the lifeblood to any decentralisation programme. In Uganda, which has adopted decentralisation as the bedrock of local governance, it becomes imperative that the fiscal arrangements intended to actualise the programme are not only properly crafted but should as well be constantly monitored and appropriately guided to achieve improved service delivery within the context of poverty eradication goals and promote sustainable development."

Effective mobilization and utilization of resources is the backbone for services delivery at Local Government level. The LGFC's vision is to have financially suitable local Governments that provide efficient and effective services and this is achieved by ensuring effective mobilization and equitable distribution of financial resources for service delivery at LG level, where the services are most needed.

The LGFC's obligation is derived from Article 194 (1) of the Constitution of the Republic of Uganda (1995) and it functions as defined under Article 194 (4) of the Constitution. The Commission's mandate and functions are elaborated in section 9 of the Local Government Finance Commission Act (2003). The Commission is mandated to carry out the functions below:

- a) Advise the President on all matters concerning the distribution of revenue between the Government and Local Governments and the allocation to each Local Government of money out of the consolidated fund.
- b) Consider, in consultation with the National Planning Authority, and recommend to the President the amount to be allocated as equalization and conditional grants and their allocation to each Local Government.
- c) Consider and recommend to the President potential sources of revenue for Local Governments.
- d) Advise the Local Governments on appropriate tax levels to be levied by Local Governments.
- e) Mediate in case a financial dispute arises between Local Governments and advise the Minister accordingly.
- f) Analyse the annual budgets of Local Governments to establish compliance with the legal requirements and notify the Councils concerned and the President through the Minister for appropriate action.
- g) Recommend to the President through the Minister, the percentage of the National Budget to be transferred to Local Governments every financial Year.
- h) Recommend to the President, Central Government taxes that can be collected by Local Governments in their respective jurisdiction on an agency basis.
- i) Perform such other functions as may be prescribed by law.

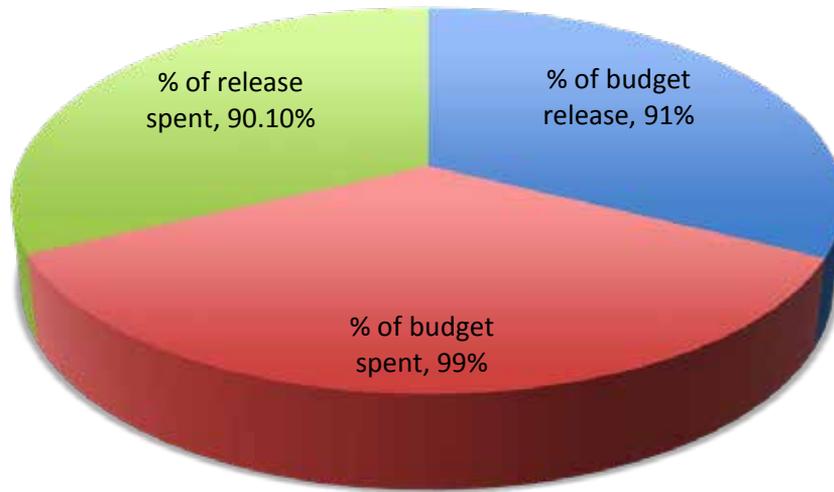
Efficiency

Public Sector Management (PSM) is in charge of development and control of public service delivery systems through the promotion of sound principles, structures and procedures. PSM comprises both state and non-state actors whose role is to plan, budget and set priorities for the sector, and ensure coordinated implementation of programs and projects. Document review showed that the sector successfully implemented a number of reform programmes and strategies for improving service delivery.



The LGFC is one of the pillars of PSM whose vision is to have financially suitable local Governments that provide efficient and effective services and this is achieved by ensuring effective mobilization and equitable distribution of financial resources for service delivery at LG level, where the services are most needed. One of the functions of LGFC is to help LGs to effectively mobilize resources, ensure equitable distribution of financial resources as well as analyse their budgets to ensure compliance to budgetary regulations.

Figure 37: Local Government Finance Commission Budget Release VS Budget Spent VS Release Spent



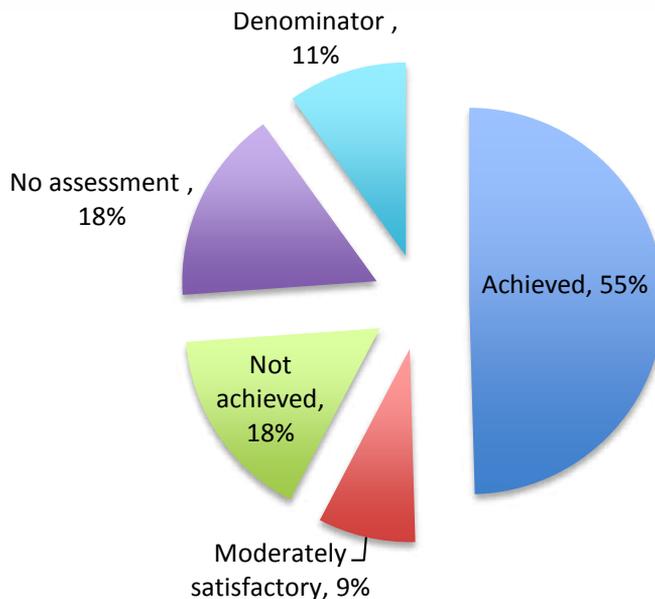
Source: Budget Figures from the OBT FY2015/16 Outcome and output performance data from the highlights of the Sector annual performance reports

Under the vote function of coordination of LG financing, UGX 4.704billion (91%) of the budget was released out of the 5.183billion approved and 4.669 billion (99%) spent by the year by the end of the financial year 2015/16. The cost-effectiveness of the LGFC was found to be low given that 55% of the indicators were achieved against the 90% of the approved budget spent resulting into cost-effectiveness ratio of 164%. Besides, of the 11 indicators of the LGFC, 18% were not achieved while 18% not assessed due to inadequate data. The LGFC needs to improve on the data tracking framework as well as measures to improve overall output performance.

Effectiveness

Document review showed that the LGFC achieved 55% on output performance. This performance was attributed to the 40 LGs as per the target received the skills in budget formulation, 133 LGs complied with legal budget requirement, and the feedback on the analysed budgets provided to the 133 LGs was provided within 30 days as planned

Figure 38: Local Government Finance Commission’s Performance in attaining its objectives



6. Education Service Commission
Performance Indicators (OPM) December 2016.

1. No. of personnel validated
2. No. of personnel confirmed
3. No. of personnel appointed

Relevance

The Education and Sports sector is in charge of for delivering equitable, relevant and quality education, training and sports services for all Ugandans. The sector is made up of seven sub-sectors which include;

- 1) Pre-Primary and Primary Education
- 2) Secondary Education
- 3) Business, Technical, Vocational Education and Training (BTVET)
- 4) Teacher Instructor Education and Training
- 5) Higher Education
- 6) Science, Technology and Innovation
- 7) Physical Education and Sports.

The key stakeholders include Government, Private Sector, CSOs and Development Partners. The Government, through the Ministry of Education, Science, Technology and Sports, relevant Line Ministries and Local Governments, sets the standards, provides technical guidance, supports, coordinates, monitors and evaluates policies and regulates the sector players. Other public institution sin regulation, standard setting and delivery of education services include the National Council for Higher Education, National Council of Sports, National Council for Science and Technology, National Curriculum Development Centre, Education Service Commission (ESC), National Examination Bodies, Directorate of Education Standards, Professional Institutions and public education, training and research institutions.

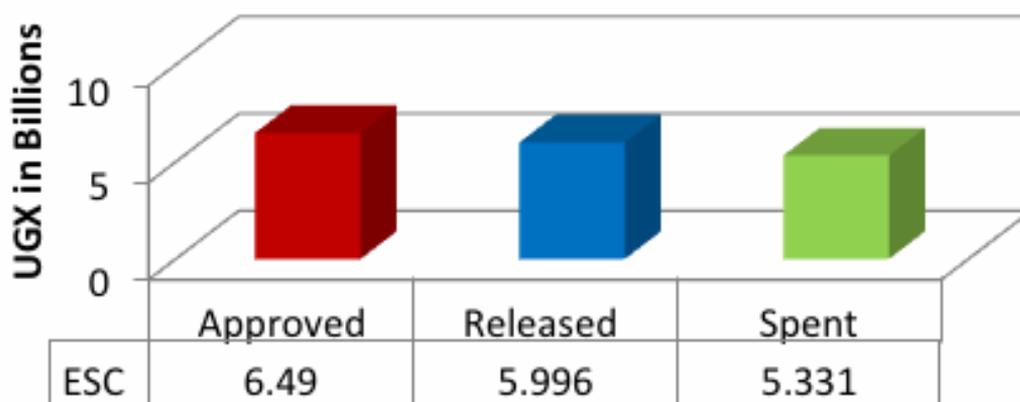
The Education Service Commission was established by article 167 91) of the 1995 constitution of the republic of Uganda and article 168 (1) sets out its functions, authority and autonomy in implementing its mandate.

The vision of Education Service Commission is to see “quality education delivered by efficient and effective education service personnel.” The mandate of Education Service Commission is to: advise the president in performing his / her functions in relation to Article 172 of the constitution and on appointing all personnel in the education service and charged in developing, maintaining and improving the quality of those personnel and that of the service generally. The mission statement of the Education Service Commission is “to provide an efficient, professional, accountable, transparent and motivated education service.”

Efficiency

Education is critical in enhancing the quality of labour productivity and its contribution to economic development. The review showed that there were a number of institutions which contribute to achieving sector objectives and mandate. Among these institutions is the Education Service Commission. The figure below shows the performance of the commission.

Figure 39: ESC Budget Performance



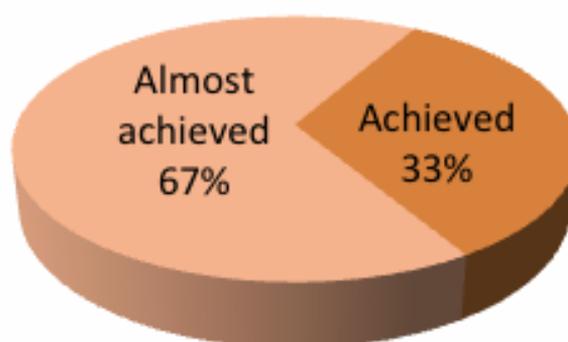


Document review further revealed that the Education sector received (UGX 577.95Bn) of its approved budget of (UGX 625.21 Bn) and spent 99% of the release. The Education service commission alone as one of the pillars of the education sector received (UGX 5.966 Bn) of the approved (UGX 6.490 Bn). The assessment shows that 92% of the budget was released and 89% of release was spent. The cost-effectiveness was computed at 249% given that 33% of the indicators were achieved against the 82% of the approved budget that was spent.

Effectiveness

Overall the Education sector had 77 output indicators of which 32% was achieved, 13% moderately satisfactory, 19% not achieved and 32% not assessed due to insufficient data. The annual performance for the Education service commission was 33% and 67% was almost achieved with a sector denominator of 3.

Figure 40: ESC Annual Performance



7. National Medical Stores

Performance Indicators (OPM) December 2016

1. Number of HC 11 supplied with EMHS basic kits
2. Number of HC 111 supplied with EMHS basic kits
3. Number of HC IV supplied with EMHS
4. Number of General Hospitals supplied with EMHS
5. Number of Regional Referral Hospitals supplied with EMHS

Relevance

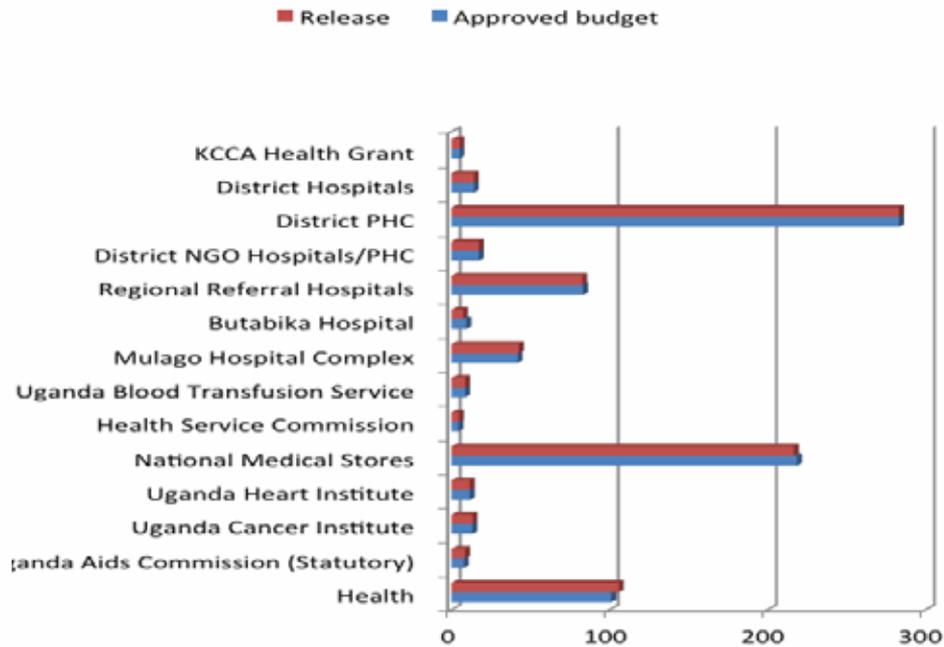
The goal of Government's currently is to achieve its Vision 2040. This can only be realized by prioritising Human Development. The human development cluster according to government constitutes among others the health sector. The Health Sector is focused on the attainment of a good standard health for all Ugandans through promotion of a healthy productive life and in the reduction in mortality and morbidity from the major causes of ill health and premature death. To achieve this the National Medical stores was established as a Statutory Corporation in 1993 by Act of Parliament, under Chapter 207 of the Laws of Uganda, with a Vision of "a Population with Adequate & Accessible Quality Medicines & Medical Supplies" and a mission "To effectively and efficiently supply essential medicines and medical supplies to health facilities in Uganda".

The Mandate To Procure, Store and Distribute Essential Medicines and Medical Supplies to all Public Health Facilities in the Country. This mandate has since expanded to serve 100% of government health facilities including the police, army and prisons. It was revealed that in August 2012 the NMS mandate was further extended to the distribute Vaccines across the country.

Efficiency

According to the Annual Health Sector Performance Report for Financial Year 2015/16 it was revealed that for the FY 2015/16 the NMS was able to Procure, store and distribute RH supplies worth Shs 8 billion to health centers; Immunization supplies amounting to Shs 9 billion to health facilities; Laboratory commodities worth Shs 5billion to health facilities; Specialized items amounting to Shs 18.104 billion for UHI,UCL,UBTS and treatment of jiggers; Essential Medicines and Health Services basic kit (to HC IIs worth Shs 11.163, HC IIIs worth shs 18.36, HC IVs worth shs 7.992, General hospitals worth Shs 13.106, RRHs worth Shs 13.024 and National referral hospitals worth SHS 12.366 all in billions) as well as Supplied ACTs, ARVs and Anti TB drugs to accredited facilities worth Shs 100 billions. Also noted in the report was that NMS cleared the donated emergency supplies worth SHS 2.5 billion to health facilities

Figure 41: GoU Budget Performance FY 2015/16



Effectiveness

Document review revealed that NMS has enough stock of Medicines and distributes to all Government hospitals and health centers on a routine basis against the orders made to it by health facilities. National Medical Stores is mandated to Procure, Stores & Distribute Essential Medicines and Medical Supplies to all Public Health Facilities in the Country. Mulago National Referral Hospital is mandated to provide quality super specialized health care services as stated in its vision and mission.

According to a report of the auditor general on the financial statements of mulago national referral hospital for the financial year ended 30th June, 2015 UGX.11,366,157,000 was allocated to National Medical Stores (NMS) to procure, store and distribute essential medicines and health care supplies to the hospital. However, details at the hospital showed that medicines worth UGX.5,607,963,285 were requisitioned and only UGX.4,125,495,171 were received from NMS leaving a balance of UGX.7,240,661,829 worth of drugs. Of the orders placed, medicines worth UGX.1,482,468,115 were not delivered by NMS Under NMS, essential medicines and health supplies worth Ug.Shs.106.438bn were distributed to all government health facilities (Referral Hospitals, General Hospitals, Health Centre IVs, Ills and IIs, Uganda Cancer Institute, Uganda Heart Institute and UBTS).

**8. Electricity Regulatory Authority
Performance Indicators (OPM) December 2016.**

1. Increase in generation capacity (%)
2. Proportion of renewable energy in the generation mix (%)
3. Supply equals demand plus 10% reserve margin
4. % reduction in the real cost of generation
5. % of licensed projects with environmental clearance
6. of energy saved through DSM and EE measures

Relevance

The Electricity Regulatory Authority (ERA) was established as a statutory body in accordance with the Electricity Act, 1999 (Chapter 145 Laws of Uganda). The Act empowers ERA to regulate the generation, transmission, sale, export, import and distribution of electrical energy in Uganda.

The chairman in his statement says “Electricity is an essential factor of production in Uganda’s development agenda. To ensure adequate supply of this resource now and in the future at affordable prices calls for pristine planning. As the industry regulator, the Electricity Regulatory Authority (ERA) is central in the planning process for this industry. To this end, ERA has formulated a ten-year Strategic Plan, which is expected to drive the industry to the next level” (Strategic Plan 2014/15-2023/24).

Vision 2040 recognizes that energy and in particular electricity is a key driver of socio-economic transformation of a nation. To move



from a peasantry to an industrialised and urbanised society, Uganda needs to be driven by electricity as a form of modern energy hence the need to develop and generate modern energy to drive the industry and service sectors. ERA is mandated to:-

1. Regulate the provision, use and consumption of electricity in Uganda;
2. Oversee the efficient functioning and development of the electricity industry;
3. Promote both private and public investment in the industry in order to ensure security of electricity supply;
4. Guarantee efficiency and effectiveness in the electricity industry;
5. Safeguard the interests of different stakeholders; and,
6. Promote competition in the electricity sector.

Efficiency

The energy and mineral development sector remain critical driving force to the development of the economy particularly in the supply of renewable energy. ERA is semi-autonomous regulator institution which contributes to achieving the sector objectives and mainly responsible for promoting safe, efficient, reliable and sustainable electricity supply. In FY 2015/16, the approved budget for the Sector was UGX 2,825.99bn (UGX 364.26 bn from GoU and UGX 2461.73 bn from Donors). The overall release from GoU was 415.94 bn (114.7%) and UGX 415.29 bn (99.9%) of the release was spent. The budget for Large Hydro Power Infrastructure function was UGX 2,357.44 bn (both GoU and Donor), however UGX 115.33 bn (7%) was release against this vote function indicating low absorption capacity of the donor funds. ERA operates internal revenue and expenditure system. The ERA incomes are generated from levies, license fees, application fees, wire permits, rental incomes and interest revenues. It worth to note that ERA operates cash budget which is internally planned, generated, spent and accounted for. The generation levies (31%) and License fees (64%) remain the larger contributors to ERA revenues while personnel/staff salaries and wages (51%) are the largest expenditure component.

Revenues and Expenditures (UGX Million)

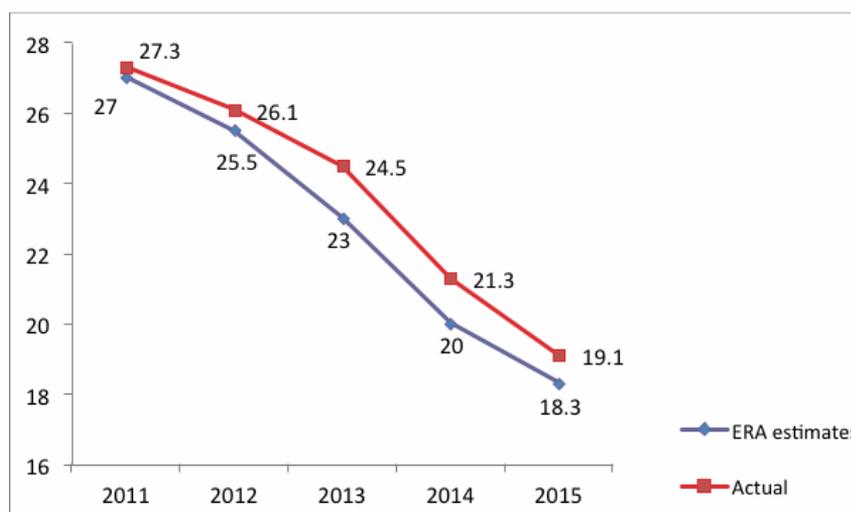
	2012/13	2013/14	2014/15**	2015/16**
Generation levy	2,781	2,858	3,481	3,509
License fees	5,647	5,209	7,953	8,203
Application fees	209	464	320	352
Wire permits	80	89	100	110
Rental incomes	48	48	48	60
Interest revenues	11	18	60	70
Total revenues	8,776	8,686	11,962	12,304
Total expenses	8,771	9,544	11,958	12,292
% spent	100%	110%	100%	100%

Source: ERA Strategic Plan (2014/15 – 2023/24)& ** are projections

Electricity Energy losses

As one of the key outputs, the Authority continues to promote efficiency of the energy sector industry which saw a reduction in energy losses from 27.3% in FY2010/11 to 19.1% in FY 2014/15. The reduction was on account of the investments in refurbishment of feeders and upgrade of conductors to accommodate greater loads; investments in prepaid metering system, automatic meter reading and aerial bundled conductors.

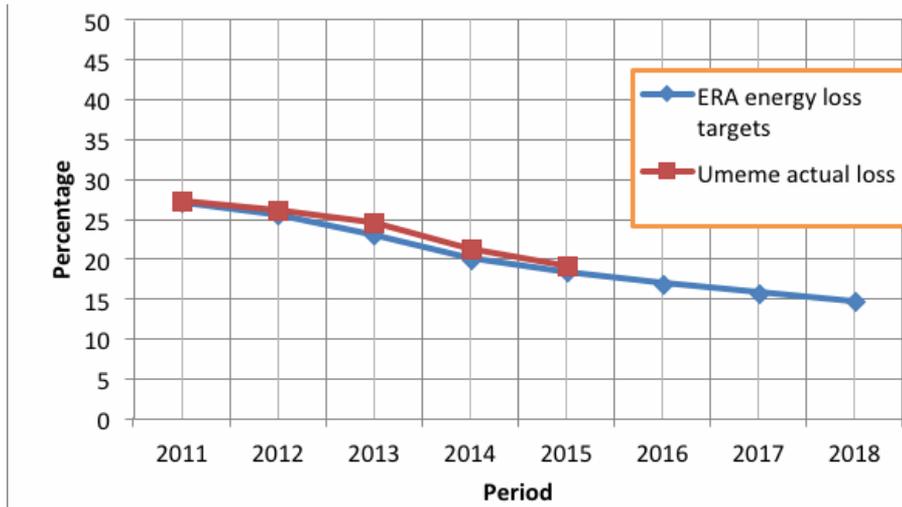
Figure 42: Reduction in Energy Sources



Document review showed that in an effort to increase the technical, commercial and operational efficiency in electricity generation, transmission and distribution, the Authority focused on five (5) key areas, namely: financial and commercial performance of licensees, monitoring enforcement of compliance, loss reduction, investments in the distribution network, and value-for-money audits.

In February 2015, the Authority approved Umeme Limited’s Investment Plan for 2015, amounting to US\$ 78 million. The plan was aimed at addressing load growth needs that covered new substations and new connections; as well as improvement in the reliability and quality of supply. With a view to ensuring that the investments undertaken by the licensees during the review period provided value-for-money, the Authority undertook verification of the investments in accordance with Section 6 (1) of the Electricity (Tariff Code) Regulations, 2003 and the investment Approval and Verification Guidelines of 2013. The Authority continued to promote improvements in the efficiency of the ESI, which saw a reduction in energy losses from 21.3% in the FY 2013/14 to 19.1% in the FY 2014/15,

Figure 43: Umeme energy losses vs ERA target loss (%)



Source: ANNUAL REPORT 2014 -15

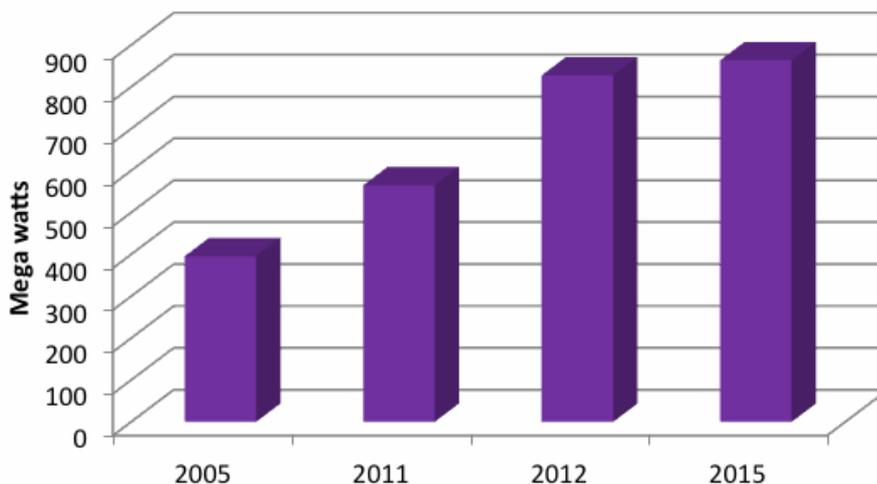
There was a sustained improvement (from 81% in 2004 to 98.2% in 2015) in revenue collection which is attributed to the approved interventions like prepayment metering for all distribution companies and the reasonable targets set by ERA. It was revealed that in FY 2014/15, energy purchases by UETCL increased by 3%, from 3,177 GWh in the FY 2013/14 to 3,273 GWh in the FY 2014/15. The power purchase cost increased to UGX 715,483 Million in the FY 2014/15 from UGX 628,270 Million in the FY 2013/14.

Effectiveness

Document review revealed that during the FY 2014/15, ERA endeavoured to increase electricity generation to meet present and future demand, through attraction of both private and public sector investment and integration. The Authority registered the following progress.

On electricity generation, the installed generation capacity of Uganda increased to 863.6 MW (862.0 MW in FY 2013/14), representing a 0.2% growth. The increment was occasioned by the commissioning of a 1.6 MW solar and thermal hybrid power plant on Bugala Island by Kalangala Infrastructure Services Limited. The installed generation capacity of Uganda has increased over the last ten years as represented in Figure below.

Figure 44: Mega Watts produced 2005-2015





It was revealed that during the Financial Year 2014/15, the Authority licensed eight (8) projects with a combined capacity of 176.3 MW. It is believed that the issued licenses will enable the intending developers to construct power plants, and generate and sell electricity to the national grid.

As in 2016, the overall sector outcome performance declined from 38% of the sector outcome measures achieved in FY 2014/15 to 36% in 2015/16 including; population access to electricity and energy losses in the distribution network. The sector performance on 18% of the outcome indicators was moderately satisfactory, while 46% of the outcome indicators. Regarding the trend of outcome indicators, 73% of the sector indicators were on a positive trajectory like population access to electricity, whereas 27% was on negative trajectory. Good performance was realized in energy efficiency promotion, acquisition of land for large hydropower infrastructure. The performance of 13% of the output measures was moderately satisfactory, while 24% of the indicator targets were not achieved including; construction of Low Voltage (11KV) and medium Voltage (33kV) lines.

9. Amnesty Commission

Not much data exists from government assessments of the commission and the institutional assessment questionnaire filled by the entity was incomplete. Uganda's Amnesty Act was enacted in 2000 as a tool to end rebellions in Uganda by encouraging rebels to lay down their arms without the fear of prosecution for crimes committed during the fight against the government. The promise of amnesty and reintegration has played a vital role in motivating fighters to escape or defect from the Lord's Resistance Army.

The Amnesty Act has three main functions: providing amnesty to rebels who renounce rebellion and give up their arms; facilitating an institutionalized resettlement and repatriation process; and providing reintegration support, including skills training for ex-combatants, and promoting reconciliation. The act established the Amnesty Commission tasked with implementing the act and issuing certificates of amnesty. As of May 2012, a total of 26,288 rebels from 29 different rebel groups had received amnesty. Of these, 12,971 were former combatants from the LRA.

The act was renewed on May 25, 2012 for 12 months, but Part II of the act – the "Declaration of Amnesty" – was removed by the Minister of Internal Affairs, Hillary Oniek, despite its overwhelming success in cutting down the number of LRA fighters. The minister did not publicly provide any rationale for ending amnesty, but the provision was reportedly removed largely in response to pressure from donor countries that claimed it was incompatible with norms of international justice.

Uganda Law Reform Commission conducted a study aimed at developing a comprehensive legal framework for Amnesty in line with international law beyond the stop gap levels that formed the basis of the current law. The Study seeks to introduce provisions that will strengthen the conditions for the grant of Amnesty and strengthen the role of the Commission in the integration of reporters. The Bill is before Cabinet (JLOS, SECTOR ANNUAL REPORT, 2015).

10. Uganda Wildlife Authority Relevance

The Government through the leadership of the Ministry of Tourism Wildlife and Antiquities (MTWA) formulates policies and regulations, undertakes supervision and skills development to promote the tourism industry as an economic force in the nation. The other state actors include: Uganda Tourism Board (UTB); Uganda Wildlife Authority (UWA); Uganda Wildlife Education Centre (UWEC); the Hotel and Tourism Training Institute (HTTI) and the Uganda Wildlife Training Institute (UWTI).

Uganda Wildlife Authority (UWA) is a statutory body established by the Uganda Wildlife Act 2000. It became operational in August 1996 after the merger of the then Game Department with the Uganda National Parks.

UWA's mission is; "To conserve and sustainably manage the wildlife and the protected areas of Uganda in partnership with neighboring communities and other stakeholders, for the benefit of the people of Uganda and the global community". UWA has the mandate to:

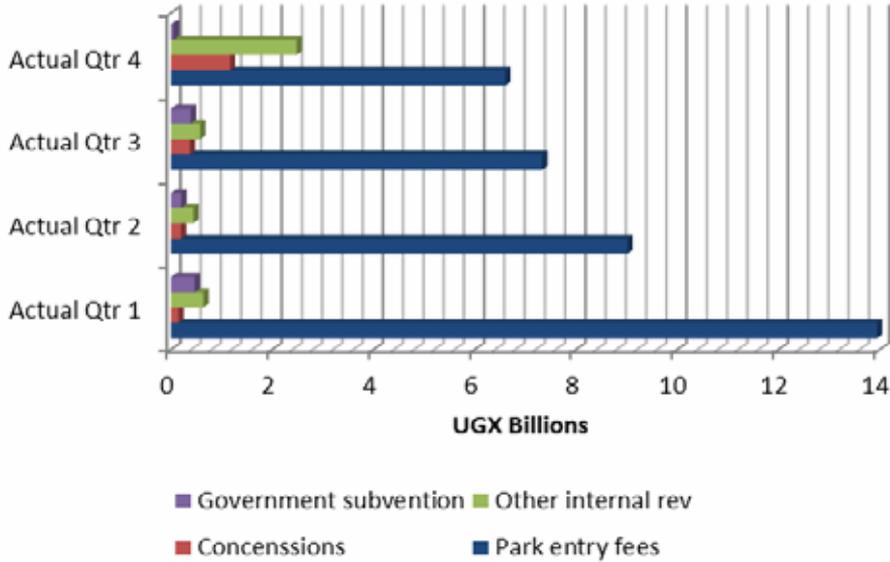
- 1) Manage and conserve wildlife in Uganda, both in and outside the wildlife protected areas (PAs) i.e. 10 National Parks, 12 Wildlife Reserves and 7 Wildlife Sanctuaries.
- 2) Promote public participation in wildlife management using mechanism such as wildlife use rights, as a means of eradicating poverty, through community conservation programs, and promoting wildlife as a form of land use.
- 3) Ensure the protection of rare, endangered and endemic species of wild plants and animals, through providing appropriate wildlife policies, management plans and promoting wildlife management best practices.
- 4) Ensure timely and appropriate response to reported problem animals, in collaboration with the concerned communities and respective local authorities.
- 5) Enhance economic benefits from wildlife management through promotion of tourism.
- 6) Implement relevant international treaties, conventions, agreements or other arrangements to which Uganda is a party.



Efficiency

According to the Uganda wildlife authority annual report 2014/15 UGX 44.03bn was collected against a projection of 52.754bn. gorilla tracking UGX 19.923bn; entrance visitors UGX 8.647bn chimp tracking UGX 3.354bn; concession income UGX 1.392bn and launch hire 997m. 2014/15 resulted into an 83.46% collection of the approved budget with a shortfall of UGX 8720bn.

Figure 45: Revenue Analysis FY 2014/15



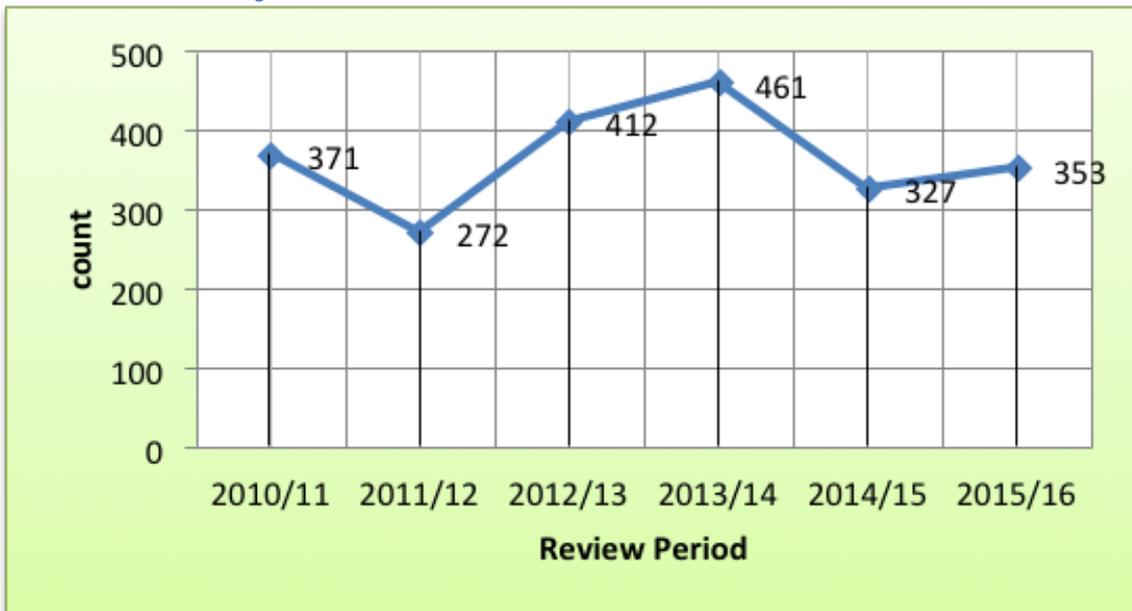
On the other side the UWA had a recurrent expenditure of UGX 48.525bn. this expenditure accounted for 114.5% of the approved expenditure for FY 2014/15. The payroll alone accounted for 39.287% of the year wage bill.

Effectiveness

Licensed projects

Document review revealed that there was an 8% increase in the number of projects licensed in FY 2015/16 relative to FY 2014/15 which had a 29% drop. Furthermore, foreign investors registered the highest number of licensed projects (246) and they accounted for 69.7 percent of all the licensed projects in 2015/16. The number of projects owned by the local investors increased by 66 percent from 55 in 2014/15 to 91 in 2015/16 and this was basically attributed to the 28 projects in the Manufacturing sector and the 27 projects in the Agriculture, Forestry and Fisheries sector.

Figure 46: Licensed Projects 2010/11-2015/16

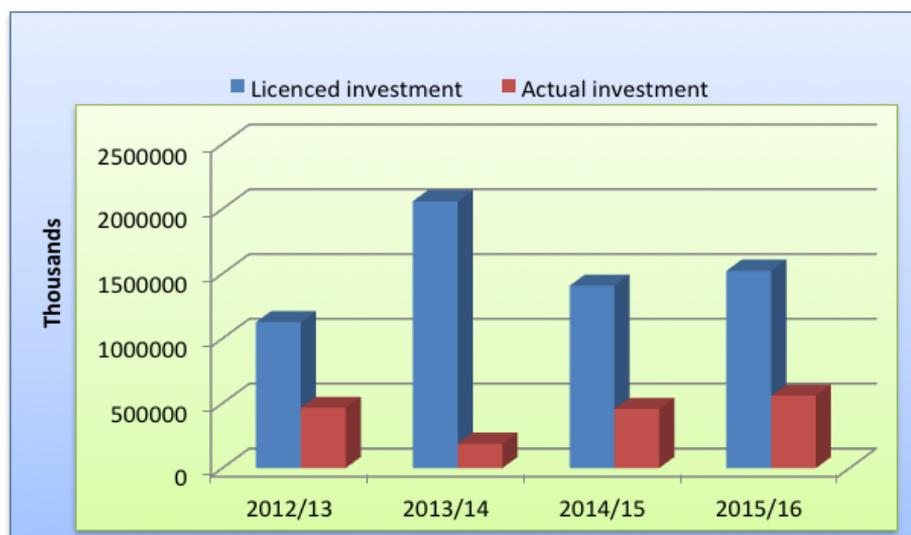




Licensed and Actual Investment

Financial Year 2015/16 registered an 8.2 percent increase in licensed investment, from US \$ 1,406 million in 2014/15 to US \$ 1,522 million, in 2015/16. This increase was attributed to a local agricultural project which was worth US \$ 205 million (Table 18 and Figure 14). Financial Year 2015/16 registered a 22 percent increase in actual investment from US \$ 456 million in 2014/15 to US \$ 558 million in 2015/16

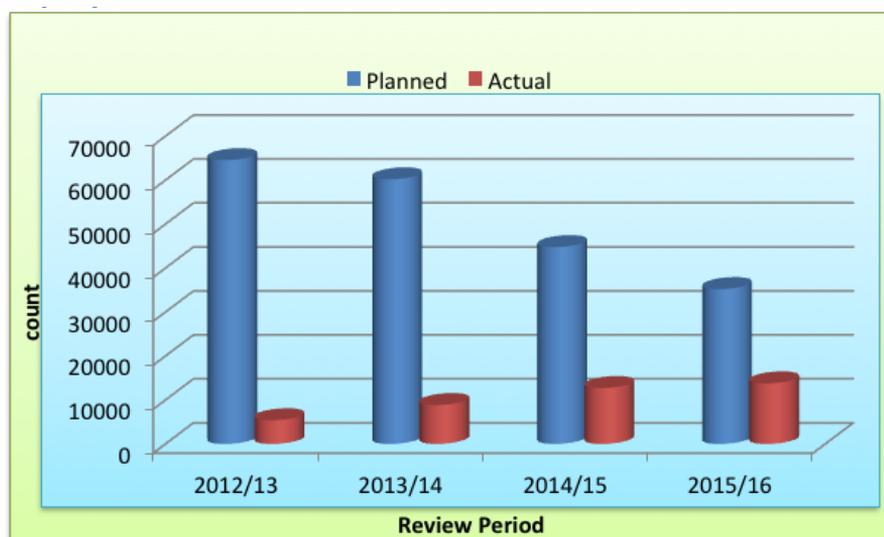
Figure 47: Licensed vs Actual investment 2012/13-2015/16



Planned and Actual Employment

There was an 8.4% increase in Actual employment from 12,717 in 2014/15 to 13,779 in 2015/16. The employment realization rate (actual compared to planned employment) increased from 28.4% in 2014/15 to 39.1% in 2015/16

Figure 48: Employment 2012/13 - 2015/16



11. Uganda Communications Commission Relevance

The National Development Plan (NDP), 2010/11-2014/15 listed ICT among the primary growth sectors to drive socio-economic transformation of Uganda so as to enable and enhance governance and productivity service sectors. The sector is organized along three functional levels namely; Policy, Regulatory, and Service Provision level.

The Ministry of Information and Communications Technology (MoICT) leads and provides the required policy framework in collaboration with the regulatory bodies namely; the Uganda Communications Commission (UCC) and the National Information Technology Authority Uganda (NITA-U). At the service provision level, are the MDAs; Local Governments (LGs); Academia; and the Private Sector.

The UCC in this respect, was established to implement the provisions of the UCC Act 2013 Laws of Uganda with a principal goal of developing a modern communications sub-sector and Infrastructure in Uganda, in conformity with the operationalization of the Telecommunications Policy. UCC is thus not only the regulator, but also a facilitator and promoter of coordinated and sustainable growth and development of Uganda’s communications sector. The Commission is mandated to undertake a range of functions in the following areas:

1. Licensing and standards;
2. Spectrum management;
3. Tariff regulation;
4. Research and development;
5. Consumer empowerment;
6. Policy advice & implementation;

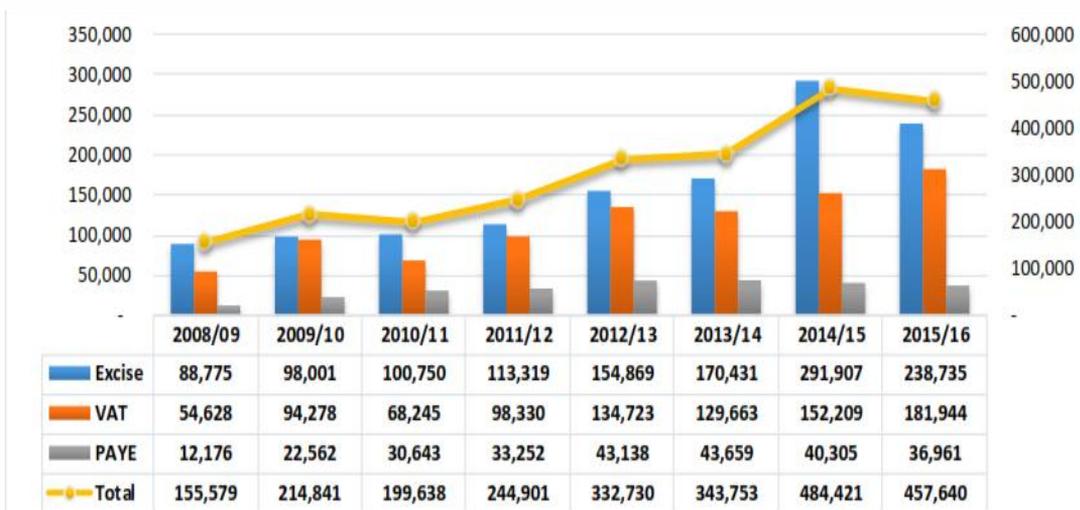
Efficiency

The budget performance of the commission as compared to the sector performance has been presented in previous sections. Below is a revenue performance in millions as obtained from secondary information by the commission to assess the level of efficiency. This revenue figures are compared to the outputs achieved as reported in the sections below.

Rural communications development; and

Capacity building.

Figure 49: Tax Revenue in Millions



The number of transactions and the value attached to each transaction for selected financial years was also used as a basis for assessing the efficiency and effectiveness of the commission.

Figure 50: Number of transactions and value of transactions





Effectiveness

The effectiveness was assessed based on the outputs on selected performance indicators based on the mandate of the commission. The information was obtained from secondary information and each of the variables is summarized in subsequent sections of this report.

Figure 51:Tele-traffic flow between 2008 and 2016

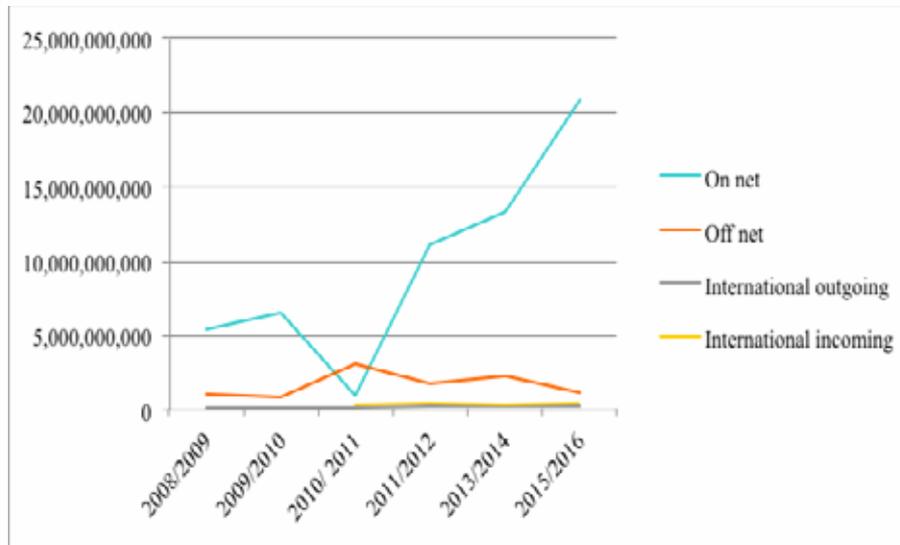
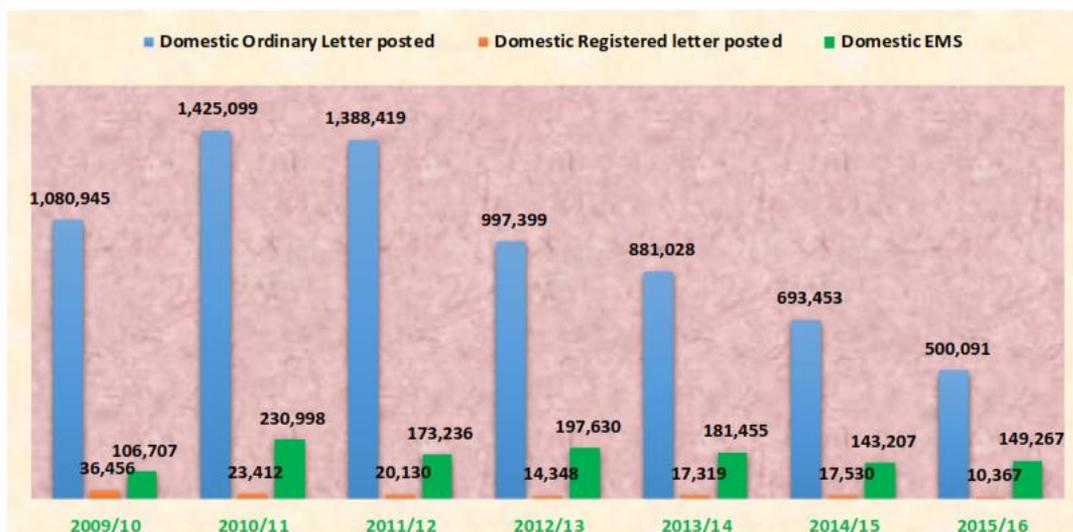


Figure 43 highlights the tele-traffic flow between 2008 and 2016. The year 2015/2016 recorded the highest level in on-net traffic flow while 2010/2011 recorded the lowest on-net traffic flow. Off-net traffic volumes are lower compared when compared with on-net traffic with the year 2010/2011 recording the highest volume and the year 2015/2016 recording the lowest level. The Table and Figure show that both international out-going and in-coming tele traffic was low in the period under study.

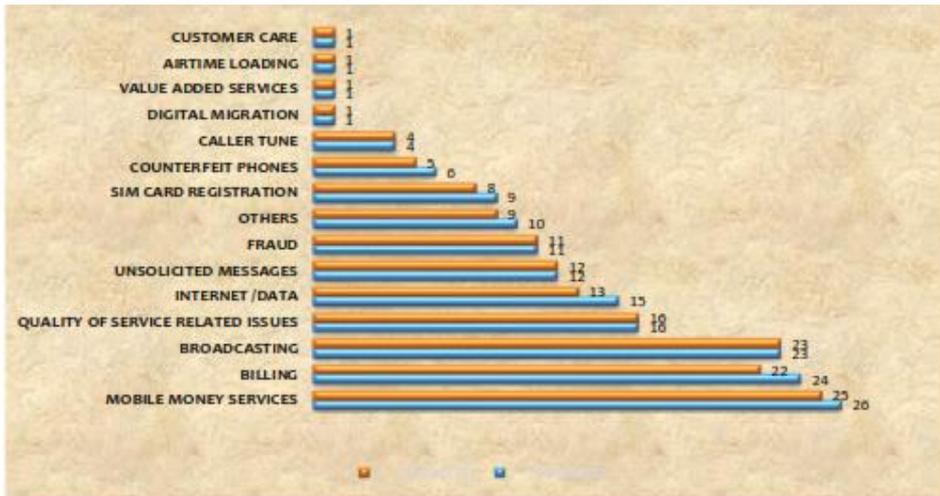
The commission’s effectiveness was also assessed based on performance of the postal services as indicated below:-

Figure 52: Performance of the postal services



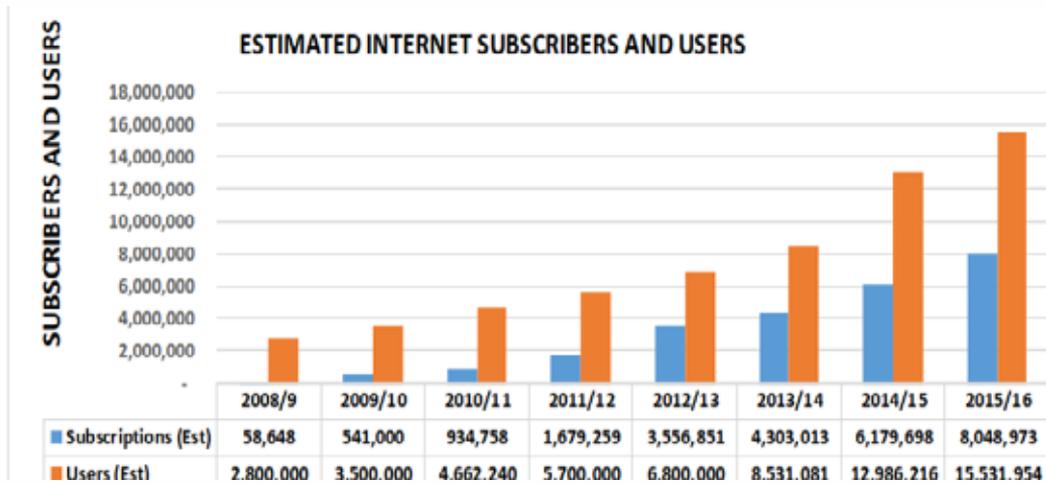
We also assessed the effectiveness of the commission based on its performance regarding the number of complaints being handled. The summary of the results are contained in the figure below:-

Figure 53: Nature of Complaints handled



The secondary estimated internet subscription and users as reported by the commission was used as another indicator for assessing the effectiveness. The findings are summarised below.

Figure 54: Estimated Internet Subscription and Users

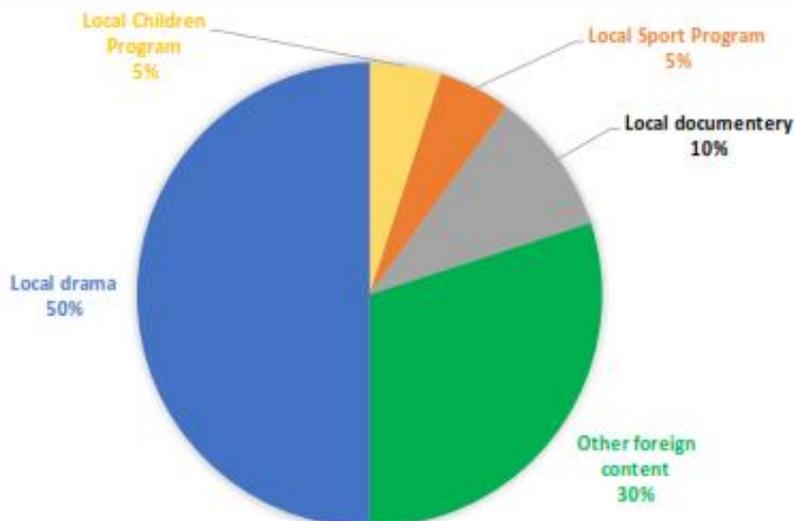


In the growing use of mobilise services, the commission’s effectiveness is assessed based on how well this sub-sector has been regulated. The figure below gives a summary of the findings.

Impact

The impact of the initiatives by the commission were assessed based on the level of compliance to required regulations. Among the key measures was the local content adoption by the service provides as reported below:-

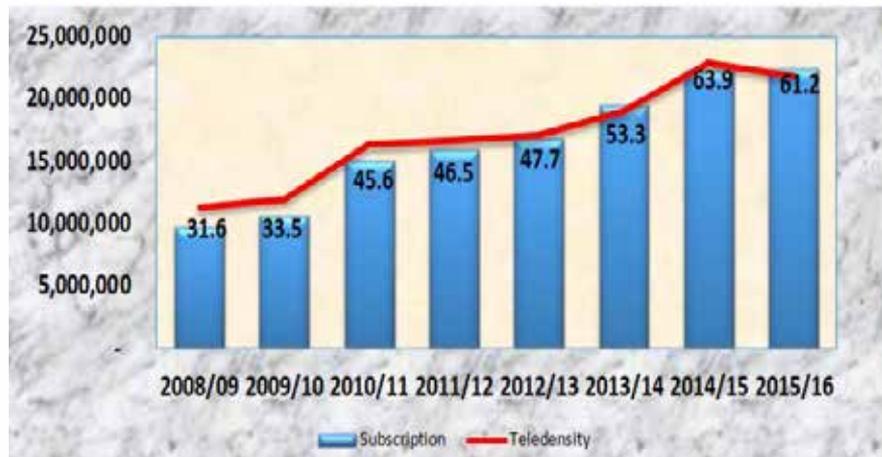
Figure 55: Recommended local quotas per genre





The Levels of compliance was also assessed based on the total subscriptions and teledensity as seen in the figure below:-

Figure 56: Total Subscription and Teledensity



The increased number of bandwidth is also a direct outcome of the measures adopted by the commssion. The performance on this impact variable is indcated below:-

Figure 57: Total bandwidth and bandwidth per million inhabitants



The following traffic trend (2009-2016) was also used as a measure of the effectiveness of the Uganda Communications Commission.

Figure 58: Performance of all the monitored television stations between 2014 and 2015

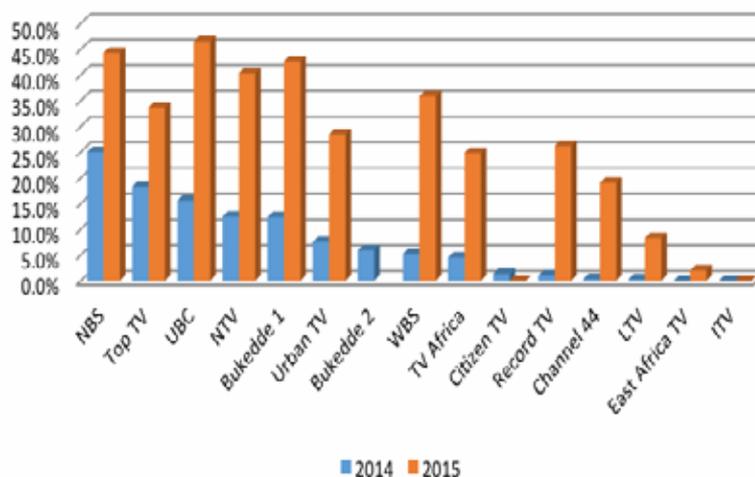


Figure 50 highlights the performance of all the monitored television stations between 2014 and 2015 with NBS TV in first position, followed by Top TV in second position and UBC in third position. East Africa TV and ITV trailed in the last position.

Figure 59: Fixed and mobile subscription between the years 2011 and 2016

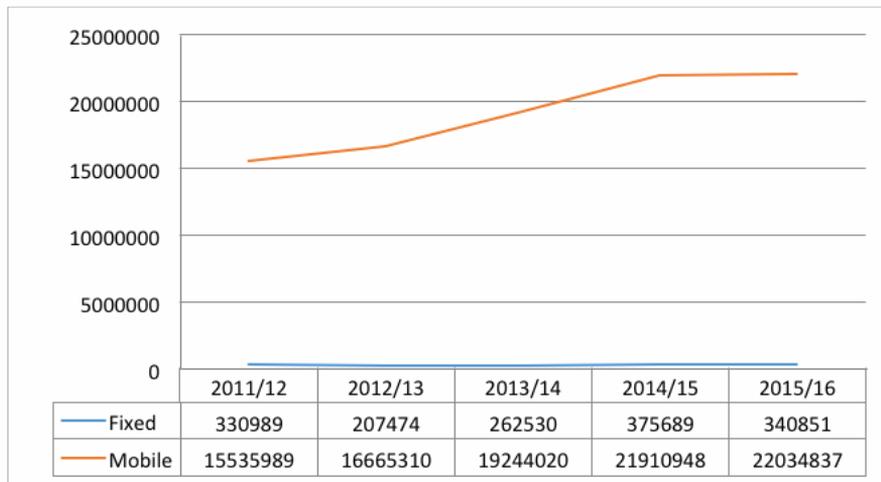


Figure 51 highlight the fixed and mobile subscription between the years 2011 and 2016. The year 2014/2015 recorded the highest levels of fixed telephone subscription at 375,689 while the year 2012/2013 recorded the lowest level.

12. Uganda Investment Authority Relevance

Governance under NDPII 2015/16 – 2019/20 in line with Uganda’s Vision 2040 “A Transformed Ugandan Society from a Peasant to a Modern and Prosperous Country within 30 years” focuses on expressing how government and other stakeholders (like the: civil society; media, faith based organizations; private sector; academia; cultural institutions; and development partners, among others) join hands in the promoting good governance in the operationalizing the Plan. Good governance is characterized by: accountability, transparency, responsiveness, participation by all, efficiency and effectiveness, equity, inclusiveness and observance of the rule of law.

The Accountability Sector (Audit and Economic and Financial Management Services) is concerned with the mobilization, management and accounting for the use of public resources to facilitate the delivery of quality services.

The ministry of Finance Planning and Economic Development develop ((MFPED), implements policies and regulations for macroeconomic environment stability, transparent and accountable systems to facilitate economic growth through other state actors like Bank of Uganda (BoU), Inspectorate of Government; Office of the Auditor General (OAG); Directorate of Ethics and Integrity (DEI); Uganda Bureau of Statistics (UBOS); Uganda Revenue Authority (URA); Public Procurement and Public Disposal of Assets Authority (PPDA); National Social Security Fund (NSSF); Uganda Development Bank Limited (UDBL); Private Sector Foundation Uganda (PSFU); Economic Policy Research Centre (EPRC); Insurance Regulatory Authority (IRA); Uganda Financial Intelligence Authority (UFIA)Uganda Investment Authority (UIA among others.

The Uganda Investment Authority (UIA) is a semi-autonomous statutory body under the MFPED, by the Investment Code Act 1991 (amended 2001). UIA governance structure comprises a Board of Directors, Management headed by an Executive Director, and Staff.

UIA’s vision is “A globally competitive Uganda profitable for business, investment and brimming with cutting-edge innovations”. The authority’s mission is “to unleash, promote, attract and retain value adding domestic and foreign investments through robust marketing, nurturing and aftercare services.”

The Uganda Investment Authority is the primary agency of Government to coordinate, encourage, promote and facilitate investments in Uganda. It advises Government on investment policy and advocates for a competitive business environment in Uganda and, therefore, is Uganda’s chief Investment Promotion Agency (IPA). As the country’s IPA, therefore, UIA is one of the MDAs mandated to implement Government policies and programmes to stimulate economic growth and improve productivity of Uganda’s Private Sector.



13. Uganda Roads Fund Relevance

Promoting adequate, safe and well maintained works and transport infrastructure and services for social economic development in Uganda, is the core strategic objective for the works and transport sector. The sector has 3 strategic objectives which include:

- (i) Improving the condition of the road network (both paved and unpaved),
- (ii) Ensuring safe and efficient construction works and
- (iii) Ensuring safe, efficient and effective transport infrastructure and services for the people of Uganda.

The above objectives are achieved through ensuring that all national and district roads are maintained in a good state and meet the standards, all public buildings are monitored and have approved plans and maintaining the functionality of the railway network and air transport infrastructure.

The institutions that contribute to achieving sector objectives include; the Ministry of Works and Transport responsible for Policy issues in the sector, Uganda National Roads Authority (UNRA) responsible for construction, rehabilitation and maintenance of the national roads, Uganda Road Fund (URF) for financing maintenance activities, Uganda Railways Corporation (URC), and Civil Aviation Authority (CAA) responsible for railway and air transport infrastructure respectively. Other agencies include; the Local Governments responsible for maintenance of district, community access and urban road network through the District, Urban and Community Access Road (DUCAR) agencies and Kampala Capital City Authority (KCCA) responsible for city infrastructure.

The role of government is to diminish road infrastructure constraints, improve safety of road users, reduce the national road maintenance backlog, redevelop infrastructure in war-ravaged areas like Northern Uganda and improving the railway, air and inland water transport infrastructure services.

Uganda Road Fund (URF) was established by an Act of Parliament in 2008 and became operational in January 2010. Derived from section 6 of the URF Act 2008, the fund's mandate is to Collect Road User Charges (RUCs) and manage the funds collected to finance road maintenance programmes. The fund is supervised by the Minister of Finance, Planning and Economic Development (MoFPED). It reports to Parliament through the Minister.

Efficiency

The PSO was operating below the efficiency frontier because of the approved budget of UGX 417.9 billion, 85.7 (UGX 358.1 bn) was released and 99.9% of the release was spent. The cost-effectiveness ratio was computed at 180% given that 50% of the indicators were achieved against 90% of the approved budget spent.

Effectiveness

The Works and Transport Sector's output performance holistically achieved 40% of the indicator targets for the FY 2015/16. However the URF's output performance alone, achieved 50% of its indicator targets.

Achieved	Moderately satisfactory	Not achieved	No assessment	Denominator
50%	17%	33%	0%	6

Source: Budget Figures from the OBT FY2015/16 Outcome and output performance data from the highlights of the Sector annual performance reports

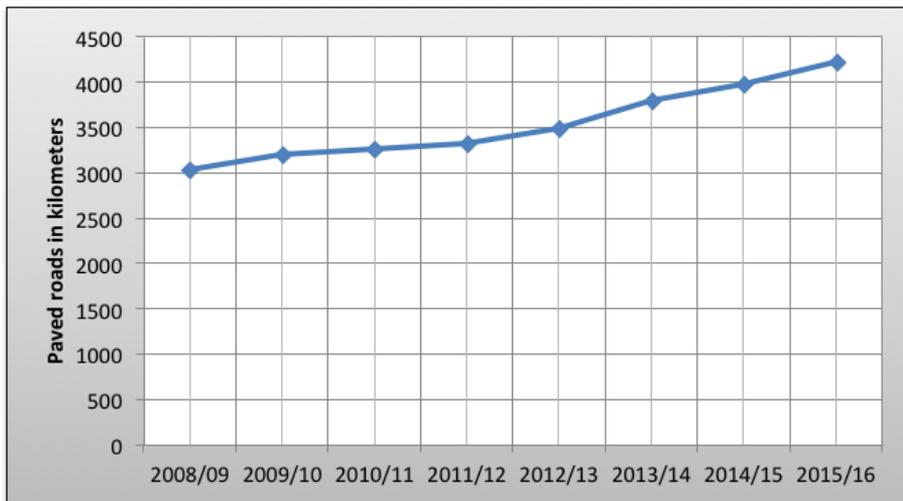
The Government objective as stipulated in the National Development Plan is to improve the stock and quality of road infrastructure.

a) Stock of paved national road network

The NDP II target is to increase the stock of paved roads to 6,000km by 2020. For the period 2008/09-2015/16 a number of projects have been implemented under the sector especially in areas of upgrading roads to tarmac, consequently increasing the coverage of paved roads by 39% from 3,035km in FY2008/09 to 4,219km in FY2015/16. The stock of paved roads has been increasing since 2008/09, but with a very low gradient.



Figure 60: Stock of Paved Roads



Source: GPR 2009, 2010 & W&T ASPR 2015

b) Condition of national road network

The GPR 2015/16 indicated that as a result of continuous construction, rehabilitation and maintenance of roads, there was a significant improvement in the condition of national roads. There was an increase of paved national roads from 74% to 80% between 2010/11.

CHAPTER 4:**CONCLUSIONS, BEST PRACTICES, AND RECOMMENDATIONS****4.1 CONCLUSIONS**

The following conclusions were drawn from the Rapid assessment:-

- The PSOs were grappling with numerous legal, structural, organizational, governance and financial related challenges that affected their efficiency and effectiveness. Most of these challenges had been elaborately identified during the efficiency and effectiveness study of 2009 but had not been implemented for reasons which related to 'implementation failure' of most government initiatives. The efficiency and effectiveness gains which had been anticipated to address the performance gaps had remained at large.
- Performance of PSOs has a direct connection to the performance of individual personnel in charge of various functional units in the PSOs. The existing performance appraisal methods in PSOs do not adequately link individual staff or departmental performance with performance of the PSOs in total as they tend to evaluate personal traits and attributes rather than performance of tasks of the individual and the department in connection to broad organisational goals as stipulated in the strategic plans.
- Corporate governance and those in charge of this oversight role in PSOs set the performance tone for the PSOs. The appointment of the board members of PSOs has however remained a problematic governance area that needs to be resolved considering its importance in providing a conducive environment for performance of PSOs. There is a positive correlation between the competence of the board and the actual performance of the PSOs. PSOs with strong and competent multi-skilled board members perform better than boards where political considerations appear to dominate the selection of the board membership. The sector also lacks uniformity in the numbers of board membership and guidelines for their selection and personal attributes expected of members. The trend of having ministry representation on most boards is not producing the expected oversight advantages and has denied PSOs a chance to truly be accountable to the parent ministries. Another outstanding issue regarding corporate governance in PSOs relates to the allowances and number of times boards sit to transact business and the financial implications to the PSOs.
- Some PSOs still operate under old legal frameworks and no action has been taken by the respective ministries to address this gap that was identified in the 2009 study. The implication of this is that most of the PSOs fail to align their objectives with the new development agenda of the country (Vision 2040) and the NRM manifesto.
- There is a continued reliance on consolidated fund for financing the PSOs activities yet even this funding is not sustainable considering the numerous budget cuts. These PSOs were established to run as business entities but the study concludes that there is limited innovation on the part of PSOs leadership to achieve this government expectation. As a result, most of the PSOs have largely remained operating within the old structures that were blamed for inefficiency in the running of government business. PSOs that tended to perform better based on computed efficiency ratios had their funding outside the normal government budget allocations.
- There is a positive trend in performance measurement of the PSOs in Uganda and appropriate management tools to guide effective decision making are in place. PSOs are now assessed together with other MDAs by the OPM on a regular basis. There is also sector-oriented performance reporting which documents the contribution of individual PSOs to the performance of the sector. However, there are still coordination challenges between PSOs and SWGs. Specific performance indicators that cover the functional areas of each PSO have been developed and these are linked to key sector objectives and the number of performance indicators have been to between 5 and 8 as a means of promoting simplicity and clarity in performance management. This is a positive development from key actions that have been taken resulting from the 2009 efficiency and effectiveness study.
- Strategies to enhanced internal revenues which could have reduced pressure on Consolidated Fund account have not been undertaken. The drive to raise more revenues from other sources particularly development partners could raise their own risk that have a potential to divert PSOs from their core mandate if not closely controlled by the central government. There is increasing support among PSOs for retention of all revenues internally collected was an incentive for increased revenue outturn. The RA could not verify the percentage of PSOs that dependent on donors to compare with the 2009 findings which reported high-level dependency on donors to have been in excess of 70% which threatened long term sustainability.

4.2. BEST PRACTICES

The following best practices are observed from the rapid assessment and evaluation of the sampled PSOs in Uganda:-

1. PSOs assessed have strategic plans and now value financial reporting as seen from the increasing number of PSOs with audited financial reports as compared to the findings of the 2009 diagnostic efficiency and effectiveness study of PSOs in Uganda
2. PSOs assessed value the linkage between plans, budgets and results set by the national level
3. PSOs assessed have an enhanced understanding of the value and importance of Monitoring and evaluation of the activities
4. PSOs assessed demonstrate understanding and appreciation of the linkage between sectors
5. PSOs assessed have appropriate internal policy documents that if implemented effectively could enhance efficiency and effectiveness of PSOs in Uganda
6. Indicators set for measuring the performance of PSOs are reported to be SMART (Specific, Measurable, Attainable, Realistic and Time bound)
7. PSOs assessed have elaborate legal and institutional frameworks derived from the legislations by competent authorities
8. PSOs assessed demonstrate some level of consistency in supporting policy framework of the sector and parent ministries
9. PSOs demonstrate a move towards results-oriented management and measurement of results as recommended by the 2009 diagnostic study
10. PSOs assessed use performance-based contracting despite the variations in employee salaries across the PSOs in Uganda

4.3. RECOMMENDATIONS

A: RECOMMENDATIONS FOR GOVERNMENT (OPM and PMU)

The following strategies are recommended for government to improve and strengthen the performance of PSOs:-

1. Development of a guiding policy framework to ensure strengthening horizontal and vertical integration of PSOs is critical. This will allow effective coordination of PSOs, sectors and Government results agenda and could enable better attribution and measurement of the PSO contribution to national results (Immediate).
2. Design and roll out a compulsory training and capacity building programme for all members of boards/councils/commissions of PSOs in corporate governance best practices and results-oriented public sector management systems of Government (Immediate).
3. Develop a framework stipulating the guidelines and minimum standards and procedures for appointment of members of boards by PSOs with emphasis being on merit-based principles. The guidelines should stipulate the personal attributes and minimum number of membership for boards and key skills competences required (by end of December 2017).
4. Ensure there is compulsory submission of comprehensive annual reports by all PSOs detailing all activities undertaken in a particular financial year and their contribution to the national objectives. There will be a need to develop minimum guidelines and templates for preparing, and submitting annual reports for all PSOs (Immediate).
5. Design a web-based and automated data base for capturing key performance and efficiency related information on all PSOs to enable government get timely and faster information on all PSOs to allow oversight (Medium-term).
6. Commission more studies, impact evaluations and benchmarking studies on specific functional areas identified as critical for improving performance of PSOs and Government. (Medium and Long-term).
7. Develop and implement a compulsory performance measurement system for all members of boards and senior management of PSOs. There should be clear performance targets established for all these which should be monitored quarterly to feed into broader government decision making (Immediate).
8. Develop a policy in consultation with Ministry of Public service and equal opportunities Commission to standardize pay and remuneration across all PSOs in Uganda (By end of 2017/2018 financial year). This will ensure equality of payments across various categories of employees and will reduce the current pay disparities.
9. The Parastatal monitoring unit should be strengthened with appropriate agency status to undertake strong oversight on activities done by all PSOs. This unit should prepare a checklist of compliance on the minimum criteria needed for a PSO to remain in existence (By beginning of 2018/19 financial year). This unit should be adequately staffed with a multi-disciplinary team of specialists to oversee the business of all PSOs.



10. Establishing Monitoring and Evaluation desks / Units within line ministries and agencies to streamline performance measurement in government (By beginning of 2018/19)
11. Re-evaluate the creation of new agencies as they are becoming costly to government to run (Immediate)

B: RECOMMENDATIONS FOR SECTOR WORKING GROUPS AND LINE MINISTRIES

The following recommendations are proposed for the sector working groups:-

1. Develop Sector specific targets for each of the PSOs under the sector working group and regularly assessing the contribution of each of the PSOs to the sector goals and targets. Annually publishing compliance reports on each of the PSOs to agreed targets will be a key performance assessment measure (Immediate).
2. Ensure there is effective coordination of all PSOs under respective sector working groups through annual planning, budgeting and monitoring sessions (Immediate).
3. Build capacity of PSOs under respective sectors in horizontal and vertical integrated results systems. Line Ministries should play a more proactive role in monitoring of budget performance in respect of PSO outputs and outcomes in addition to ensuring accountability for funds (Immediate).

C: RECOMMENDATIONS FOR PSOs

The following recommendations are proposed for action by different PSOs in Uganda:-

1. Develop and implement a system for evaluating (mid-term, and end level) strategic plans and ensure utilization of findings in effective decision making. The review should always be linked to the PSOs contribution to the sector and government changing priorities (Immediate)
2. Stakeholder involvement in activities of the PSOs need to be encouraged and improved. This can be achieved through quarterly reviews and service delivery forums targeting a set of stakeholders that have direct implications on the activities of the PSOs (Immediate).
3. Commission customer satisfaction, beneficiary surveys and impact studies on selected core functions within the respective mandate of a PSO (Medium and Long-term).
4. Promote shared learning among PSOs with similar mandates like commissions and authorities through quarterly engagements under the coordination of responsible Ministers (Immediate)
5. All PSOs with potential to raise internal revenues should be given specific revenues targets and freedom to create new sources, within specified guidelines. There should however be regularly reporting of all PSOs to Ministry of Finance , Planning and Economic Development on collected revenues and accountability on its utilisation (Immediate).

D: RECOMMENDATIONS FOR BOARDS OF PSOs

1. Develop and implement self-performance appraisal systems for their oversight and resource mobilization functions over a given period (Immediate).
2. Design and implement a system for measuring the performance of CEOs through setting quarterly targets on agreed benchmarks within each quarter of the financial year (Immediate).

E: RECOMMENDATIONS MANAGEMENT OF PSOs

The following recommendations are proposed for management of PSOs:-

1. Develop and implement resource mobilization strategies for diversifying the revenue base of PSOs given the continuous budget variance between what is budgeted and released from government. An innovation culture regarding appropriate approaches of accomplishing set targets in processes should be encouraged (Immediate).
2. Develop and submit for approval to the Boards/Commissions corporate governance manuals as a key performance area for all PSOs (By end of December 2017)
3. Overseeing production and circulation of extensive annual reports on all activities done within each PSOs in a format developed and circulated by PMU and OPM.
- 4.
5. Develop PSO-specific strategies for addressing the weaknesses and exploiting the opportunities and further strengthening the strengths identified in the SWOT matrix.



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REPUBLIC OF UGANDA

ANNEX 1

GUIDELINES AND BEST PRACTICES FOR DESIGNING, CONDUCTING AND MANAGING RAPID ASSESSMENTS OF PUBLIC SECTOR ORGANISATIONS IN UGANDA

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1. WHAT IS RAPID ASSESSMENT?

1.1 Introduction

These guidelines provide procedures and steps for conducting Rapid assessments (RAs) in public sector organizations in Uganda by both the commissioners and consultants engaged to provide services. They are developed within the context that there is a huge desire to ensure efficiency and effectiveness and to determine how well public sector organizations deliver services to the citizens. This has undoubtedly made performance analysis of the public sector organizations a matter of real importance for all governments and public policy-makers.

The Rapid Assessment of Public Sector Organizations as a process which allows use of a multi-disciplinary team of researchers and methods to develop a preliminary understanding of a situation in which issues are not yet well defined and intended to have an insider's perspective requires standard procedures to guide its conduct. RAs are needed given the constraints of insufficient time or other resources for long-term and broader assessment. The rest of the sections in the introduction section describe the objectives of the RAs, the actors who need to be involved and the critical success factors/best practices for undertaking RAs.

1.2 Objectives of Rapid Assessments (RAs)

A rapid assessment is conducted irrespective of the sector where it is conducted to collect information prior to designing an intervention. RAs can also be used to supplement or refine existing data about an intervention and they are conducted over a relatively short period of time to answer a few specific questions. Rapid assessments can draw on any number of techniques including surveys, focus group discussion, participant observation, key informant interviews, in-depth interviews, or more participatory techniques such as mapping, pile sorts, community mapping, and seasonal calendars (Ellsberg and Heise, 2005).

In a public sector evaluation context, a rapid assessments:

- Can provide information on the type(s), extent of service delivery mechanisms adopted by public sector organizations, or the sector working groups.
- Provide best practices adopted by Public Sector Organizations in the delivery of Public Services
- Provide preliminary information about the required time and resources available to undertake an intervention.

1.3 Public sector Context

Performance management in government has received increasing interest since the late 1980s due to the 're-inventing government' movement (Osbourne and Gaebler 1992, Hood, 1991, Hughes, 2003) which promoted shared responsibilities between government and the private sector in the delivery of public services. Government of Uganda has undertaken numerous public sector reforms and the various PSOs need to execute their mandates within the confines of goals set by government and by Sector Working Groups (SWGs).

The introduction of public sector reforms which promoted the adoption of private sector solutions to the running of government has created a different working environment through which PSOs need to and are to operate. As Robinson (2015) reminds us, policy problems faced by governments today are becoming increasingly more complex, wicked and global, rather than simple, linear, and national in focus. Measuring the performance of the public sector has not become an easy task due to the nature of the complexities. The desire to have Results-based Public Management and the national planning frameworks in Uganda have provided the best way of dealing RAs.

1.4 Actors in Rapid Assessments of Public Sector

The Rapid assessment of a public sector organization included different actors with each being responsible for a particular task. The following are key of the stakeholders:-





1.5 Results-Based Public sector Management

Rapid assessment of public sector organizations should be based on a results-based framework. Results-based PSM recognizes that to achieve optimal development results, planning, budgeting, implementation, monitoring, and evaluation must exhibit results features and should be coordinated for maximum efficiency. Results-based planning for example should involve rigorous analysis of intended results cascaded down from macro-level impacts to specific sector outcomes. These results must be clearly defined within the given budget, with indicators and targets, and relevant monitoring and evaluation frameworks.

Results-based budgeting should ensure that the budget is formulated to deliver the planned results. Results-based budgeting systems ideally produce multiyear budgets to align with the planning time horizons. Results-based implementation ensures that the policies and processes are effective and efficient in delivering the intended activities and services. It also ensures that adequate incentives are in place to drive people and align behaviors toward delivering the intended results.

Results-based monitoring requires that specific parties are identified for measuring performance against the indicators specified in planning, using defined methodologies for data processing, analysis, and reporting. Results-based evaluation involves specific parties and stakeholders in assessing the achievement of the targets set in planning, using defined methodologies.

1.6 Critical Success Factors (CSFs)

For RAs of public sector organizations to succeed, there must be:-

Factor	Description
Commitment.	The commissioners and PSOs to be assessed must be committed to the objectives and goals of the RAs. Considering their short duration, every stakeholder must abide by the timelines set for the assessment.
Document Availability	The success of the rapid assessment relies on accurate and reliable secondary information. The PSOs to be assessed need to provide the required documents on time.
Expertise of consultants	The expertise of researchers and consultants in the workings of government and the public sector is critical.
Multi-disciplinary teams	The RAs involves issues and aspects that go beyond one discipline and as such there is a need for a multi-disciplinary team of stakeholders.
Joint planning of the RAs	The consultants and client organizations commissioning the RAs should have joint planning sessions. This avoids unnecessary time wasting in building consensus on methodologies, approaches and instruments that are used for collecting data.
Triangulated methods of data collection	Self-assessments by PSOs are always problematic and divergent views or opinions from the PSOs can be verified through secondary information.
Timely release of funding	The organs responsible for release of finances for conducting the RAs must be able to release the funds on time to avoid distortions in the planning schedules by the consultants.



2. PLANNING AND MANAGING RA (BY CLIENT ORGANISATION)

2.1 Concept Development

The Rapid Assessment should conceptually begin with the commissioner of the intervention developing a concept note seeking the commitment and endorsement of the senior management and decision makers. The concept note should summarize the justification for the RAs, the benefits likely to be attained out of its implementation, the questions it needs to address, the resources needed (what is available or not available) and a highlight of previous attempts that have been made regarding the sector to be assessed.

The concept note should generally serve the purpose of providing in-depth discussion of the need to do a RA with the intent of obtaining funding for that project from donors or Government.

2.2 Deciding on the Scope of the intervention

This task requires the sponsoring organization to define the objectives and the key issues the RA might address; should identify and document the competences of the required team or firm to conduct the RA, should prepare detailed clear Terms of Reference for RA exercise, identify information needs and possible sources, assemble resources needed and making all logistical arrangements for obtaining necessary permission, clearance and approvals from responsible offices.

The TORs should include clear evaluation questions and the criteria to be followed by the consultants in executing the rapid assessments, the timelines, the deliverables expected, the proposed and preferred methodology where applicable for conducting the RAs, the sampling procedures/guidelines, the reporting processes during the execution of the assignment, a highlight of critical stakeholders that need to be consulted during the RA exercise and any other specifics required by the client of the consultant.

2.3 Procurement of consultants

The commissioning organization of the RA needs to undertake the required legal processes of formally engaging a consultant. This activity should be undertaken in liaison with the procurement unit of the commissioning organization or any other organizations that plays a role in acquiring the consultant. The procurement rules for acquiring consultancy services must be adhered to and this avoids administrative reviews which have a potential of delaying the procurement processes.

2.4 Award of contract

The outcome of the procurement process should be the award of a contract; a task that should be done in accordance with the procurement rules and regulations governing the public sector. Public Procurement Rules and Regulations in Uganda demand that engagement of consultants should be only formalized upon award, acceptance and signing of the contract by both the client and consultant. The client organization desirous of conducting the RA must work with the procurement and disposal unit of the commissioning organization and the solicitor general where applicable depending on the threshold of funds that are to be used for consultancy.

2.5 Inception Phase

Once a team or consultants have been formally procured, the first delivery is the inception report. This report is to be prepared by the consultant after initial client-consultant interface (entry meeting) and after some preliminary analysis of key documents. The client should provide the key initial documents which need to be reviewed by the consultants in order to appreciate the scope and magnitude of the assignment. The consultant should prepare the inception report based on standard practices and should detail how the rapid assessment is going to be conducted from the beginning up to the end. The consultant should make any specific comments that require discussion by both parties before the assignment begins.

The client should carefully read the inception report and give comments to the consultant timely. The comments should be formally communicated in writing by the designated officer of the client organization. A decision needs to be made by both parties on the modalities of communication and reporting mechanisms during the execution of the assignment. The parties should also agree on constitute a project management team that will oversee the execution of the RAs.



2.6 Joint development of Assessment Questions.

The consultant and client should jointly agree and evaluate the assessment questions that will be used in the Rapid assessment. The initial questions should be produced by the consultant based on his or her professional advice and the client should provide input to what the consultant has produced. It is recommended that a joint training session.

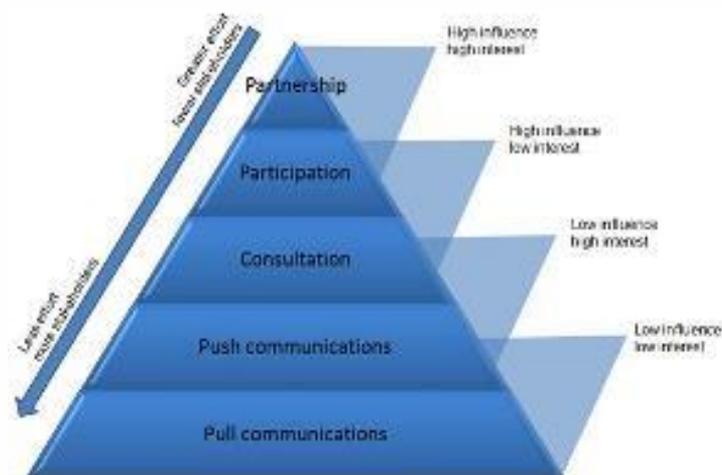
2.7 Data Collection support

The consultant manages through a team of researchers the data collection processes for both primary and secondly. However, there is need for the direct involvement of the client organization through seeking appointments of the executives of the PSOs to be assessed. The client organization would also provide necessary documents which can be used as a primary source of information.

2.8 Stakeholder engagement

The rapid assessment from the beginning to the end should involve a number of stakeholder's trough a mapping exercise to determine those stakeholders who are primary and secondary. Today, the term "stakeholder engagement" is emerging as a means of describing a broader, more inclusive, and continuous process between an organization and those potentially impacted or likely to be impacted by a range of activities by a particular organization.

Engagement is not an end in itself, but a means to help build better relationships. The analysis of the stakeholders will determine the appropriate strategy of engaging a particular set of stakeholders. The figure below summarizes the types of strategies that can be adopted to engage stakeholders depending on the outcome of the analysis.



Each approach is a valid method of stakeholder engagement, but more suited to particular stakeholder types. Pull communications for example are one-way and depend on stakeholders deciding to access the information. At the other end of the pyramid partnership engagement approaches give shared accountability, decision making, joint learning and actions.

2.9 Stakeholder Validation of RA results

The client and consultant upon completion of the Rapid assessment exercise should organize a workshop involving a wide array of stakeholders to validate the results that have emerged. This is a very important exercise for ownership and it facilitates easy implementation of recommended strategies.

3.0 Client organization ownership.

The consultant needs to present a synthesis of key issues resulting from the RA to a senior management team of commissioning organization. The team should own up the recommended actions and agree on the appropriate channel that will be used to effect the implementation. It is from such a synthesis that appropriate recommendations are also proposed by the senior management team to government, the development partners as well as to the assessed PSOs. Some of the recommendations that require immediate



implementation would be communicated to responsible PSOs through a circular and there needs to be a developed plan for following up the implementation of results.

3. STEPS FOR CONDUCTING RA (BY CONSULTANT)

3.1 Situational Analysis (SA)

A systematic collection and evaluation of past and present facts about the PSO to be assessed with a view of (1) identification of internal and external forces that may influence the organization's performance and choice of strategies, and (2) assessment of the organization's current and future strengths, weaknesses, opportunities, and threats is needed by the consultant. The consultant can do this task by deploying any of the recommended approaches for undertaking situational analysis like PEST analysis and SWOT analysis. This situational analysis can also be conceived as a scoping review exercise which should provide a key foundation for any sound intervention.

A Situation analysis helps to ensure a programme's relevance and to find out the best course of action (e.g. strategies, entry points, partnerships) by learning about the attitudes and practices regarding selected PSOs; identifying what could have already been done to address the performance gaps identified at the conception of the Rapid assessment and what results and lessons were obtained, as well as who the main actors have been and who might be key to engagement. In addition to ensuring the appropriateness of the intervention to the context, carrying out a situational analysis will help avoid duplication of efforts. The SA should help to:

- Define the nature and extent of the problem in the public sector context;
- Map the perceptions and experiences of key stakeholders in relation to the problem;
- Identify existing strategies and activities which address the problem;
- Identify the actors and organizations that are already active in the area;
- Identify the actors and organizations that could be important partners; and
- Identify gaps in existing strategies and activities

3.2 Setting Questions

The consultant should be in position to set appropriate questions for undertaking the Rapid assessment. There are two possible sources of these questions. The first is from already adopted frameworks for undertaking assessments of public sector organizations. These can be modified to fit the specific context being assessed. The second source of questions should be the evaluation criteria and sub-questions set by the client in the terms of reference.

3.3 Data Collection

The consultant should undertake a detailed planning and implementation of the data collection. It is recommended that a triangulated approach to data collection should be used. Both primary and secondary data should be collected. The secondary data should be collected from a set of documents as agreed with the client during the inception meeting or any other document that may emerge during the implementation of the survey. The primary data should be collected through using a survey instrument as well as through use of interview protocols. The findings from these sources can be supplemented by observation by the teams of researchers collecting the Rapid assessment data.

3.4 Data analysis

The team of consultants doing the Rapid assessments should have specialists in data analysis. The best practice is for the team to have quantitative and qualitative data analysis experts. The secondary data analysis should start immediately as the data is collected. This should be possible after agreeing on a framework of capturing the entry and what form the analysis will take. The outcomes of the analysis of these secondary sources should be compared with the analysis from the survey.

In the era of the computer usage, primary data collection should be collected using automated survey instruments as they assist in monitoring the entry of information and allowing easy follow up for PSOs that do not demonstrate compliance to specified timelines.



The system also allows uniformity of entry and increases validity as the assessed organizations are allowed to enter their own data. This automatic data capture allows easy analysis of the information.

3.5 Risk identification

The analysis of the secondary and primary information should point to an emerging trend of risky functions and activities of the PSOs being assessed. A risk map can be developed out of this analysis and a summary of key risks that stand on the way of PSOs and government from attaining desired results should be identified in a matrix with high, medium and low risks being identified. These should inform the design of recommended actions.

3.6 Reporting and recommended Actions

The consultant should be able to develop a report in accordance with the format and structure agreed upon during the inception phase. Modifications where applicable should be justified by the consultant. The outcomes of the rapid assessment should be a list of recommended actions by different stakeholders. The actions should be clustered around those which need immediate implementation, those which require medium term and those which require a long term.

APPENDIX 2: SURVEY TOOL FOR PERFORMANCE OF PUBLIC SECTOR ORGANISATIONS IN UGANDA

INSTRUCTIONS

This is an institutional assessment questionnaire. The information required cuts across different units. For example, information on finance is better filled by the head of human resources, information on the board of directors is better filled by the corporation secretary or the CEO etc. The institution can have a joint meeting to evaluate the final instrument before it is submitted to the consultants. As much as possible, the organisations are required to be as accurate as possible. PSO in this assessment stands for Public Sector Organisation. Where additional information is to be provided beyond the space provided, an attachment clearly marked is encouraged.



1. BACKGROUND INFORMATION

1.1 Background of the Public Sector Organisation (PSO).

Name of PSO:
 Financial year established:
 Line Ministry/Ministries to which PSO is affiliated:
 Sector to which PSO is affiliated:
 Location of head office:
 Name and Title of contact person:
 Contact details of contact person (Office and mobile number and email address):

Status of PSO (Tick as appropriate)
 (a) Statutory or Non-statutory/ Autonomous or
 (b) Semi-autonomous

List the Statute or Act/other regulations governing the activities of your PSO:

Obtain a full copy of the above Statute or Act/ other regulations of this PSO.

2. RATIONALE AND FUNCTIONS OF THE PSO

2.1. Which of the following functions apply to your PSO?
 a. Regulatory b. Oversight c. Support d. None Specify

Describe the monitoring and evaluation systems you have to perform the function selected above

.....

.....

2.2. Which of the following status apply to your PSO?
 a. Centre b. Commission c. Authority d. Corporation e. Board
 f. None Specify

2.3 Mission Statement:
 a) State the Mission of the PSO (purpose/rationale of its existence)
 b) Is the existence of the PSO temporary or permanent?
 c) If temporary, specify the period including any extensions
 d) In case of extensions, give the justification

2.4. Key Objectives

State the Key Objectives of the PSO

.....

.....

2.5. Key Functions and Activities

Briefly describe the key function/role performed by your PSO and a shortlist of major activities and results.

Key Functions/roles:

a)

.....

b)

.....

c)

Key Activities:

a)

b)

Key Outputs (products):

(a)

(b)

(c)

(d)

(e)

Key Outcomes (changes resulting from your activities in short term):

(a)

(b)

(c)

(d)

(e)

Key impacts (changes in the long term):

(a)

(b)

(c)

(d)

(e)

2.6 Sector Working Group

a) Which Sector Working Group (SWG) does your PSO fall under ?

b) Please state the objectives of your SWG

c)

d) How do the functions of your PSO contribute to the goals and objectives of the SWG?

e) Describe how your PSO contributes to the core NDP II pillars:

16 SWGs for the recent PEAP revision were; (1) Macroeconomic Framework, (2) Education, (3) Health, (4) Water, (5) Environment and Natural Resources, (6) Social Development, (7) Agriculture, (8) Transport, Works & Communications, (9) Justice, Law & Order, (10) Public Administration, (11) Security, Conflict Resolution & Disaster Management, (12) Accountability, (13) Local Government, (14) Civil Society, (15) Cross-Cutting Issues and (16) Private Sector.



- Pillar 1: Competitiveness
.....
.....
- Pillar 2: Wealth creation
.....
.....
- Pillar 3: Inclusive growth
.....
.....

- f) What is the relationship of the PSO with the line ministry/ministries (e.g. budget approval & reporting, appointing of the Board etc.)
.....
.....
- g) How does this relationship affect (facilitate or constrain) service delivery of the PSO?
1
2
3

3. FUNDING, EXPENDITURE, STAFFING AND REMUNERATION

3.1 a) what are the key constraints to timeliness of submission of audited financial statements?

Funding / income (Shs m)	2011/12	2012/13	2013/14	2014/15
GoU (cons fund)				
Donor				
Internal revenue				
Other (specify)				
TOTAL				

3.2 For the purpose of this section, please submit annual copies of audited accounts, starting from 2011/12 up to the most recent financial year. At the very least, include the income and expenditure accounts and balance sheets with any accompanying explanatory notes.

3.3 Complete the table below to show how the funding / income of your PSO have evolved.

Give a comparison of achievement of the budget estimates over the past three years. Please provide a copy of the current Budget and for the past three financial years (2011/12, 2012/13, 2013/14).

3.4 Is the donor component of your funding captured in Government’s overall budget?

Yes or NO

b) If yes please submit a copy of the current Business/Strategic Plan and Budget (total funding requirements, priority expenditure areas esp. development/capita expenditure, and planned sources of revenue).

3.5 How is the budget allocations determined? (Process and basis)

.....
.....

List the Key activities, budget allocation and the funding source (GoU, Donor, and Own Revenue)

Activities Amount Funding Source

Activities	Amount	Funding Source

Do you have a Business/Strategic Plan? Yes / No?

Yes / or No? If yes, please produce supporting documents

3.6 Describe the system of expenditure budgeting used by your PSO. (Do you quantify the benefits of expenditure using techniques such as cost-benefit analysis and cost-effectiveness analysis ?) Please give examples of projects/activities where you have adopted one or more of these techniques.

.....

3.7 If your PSO collects revenue, what measures have been /will be taken to increase revenue?

.....

3.8 Comment on the viability/ impact on your PSO if you were required to remit some of your revenue raised to the GoU Consolidated Fund rather than using it for expenditure. (Only applicable to PSOs with revenue sources), What do the regulations (as outlined in your Statue/ Act) stipulate on the use of internally generated revenue?

a) Viability/ impact:

b) Regulations on use of internal revenue:

Post Title	Sal Scale	Number of staff		Basic annual salary (Shs)	Annual allowances	Total
		Appvd	Filled			
Permanent Staff				(Shs)	(Shs)	(Shs)
Temporary/Part time Staff				(Shs)	(Shs)	(Shs)

Cost-benefit analysis: Costs and benefits are calculated each year for the existence of the organization. Both costs and benefits are discounted so that in the present year they are valued more highly than those in future years. The analysis produces a rate of return for the project and estimates can be adjusted to take employment creation into account and to value benefits more highly if they accrue to poorer people. Cost-effectiveness analysis: For some organisations whose benefits cannot easily be economically valued, cost-effectiveness analysis measures the effectiveness of each Shilling spent in terms of some non-economic objective(s).



Subtotal						
Expatriate/Consultants		Appvd	Filled	(Shs)	(Shs)	(Shs)
Subtotal						

3.9 (a) In addition to reporting costs of individual items in the income and expenditure accounts of audited statements (i.e. wages & salaries, utilities, rent etc.), does your PSO attempt to cost its major activities? Please give details.

.....

.....

(b) If your answer to (a) is no, what are the difficulties with estimating the costs

.....

.....

Please submit target and outcome performance indicators for financial years where information is available and a copy of your most recent annual report/ other relevant publications. If you are unable to submit target and outcome performance indicators, please state below why

3.10 Please complete the following details on staffing levels and remuneration in your PSO as of FY 2014/15. (Details for permanent, temporary/part time, Expatriate/consultant or any other staff)

3.11 Please state, giving numbers, where you have recruited your staff from. For example, civil service, private sector, overseas etc. (The total here should equal the total number of staff in the table above)

.....

.....

3.12 Please state your current policy for setting wages. For example, are comparators used with the public and private sectors or other agencies, PSOs and public enterprises?

.....

.....

of major activities and do you intend to estimate these costs in future financial years?

3.13 (a) Identify your PSO's priority expenditure areas.

.....

.....

(b) What areas of performance could improve and additional activities be undertaken, if the level of funding was increased?

.....

.....

4. GOVERNANCE OF THE PSO

4.1 Briefly describe the governance structure of your PSO. In your response, please answer the following questions;

a) How are decisions made and what is the role of the parent line ministry in decision-making?

.....

.....

4.2 a) If there is a board of directors, what criteria are used to select board members? Tick where applicable

Criteria	Tick
Gender	
Qualification	
Discipline of Specialization	
Years of work experience	

Board composition

Board member status	No.	Retainer per month (Shs)	Sitting allowance per meeting (Shs)	No. meetings per year	Other benefits (Shs)	Details on other benefits (Travel, annual bonus etc)	Total annual cost/remuneration (Shs)
Chairperson							
Line ministry Rep							
Other members							
TOTAL							

Names	Years of joining	Previous/current employer before joining board	Number of years served or expected to service board

b) What is the cost/remuneration of the board as of 2014/15 (retainer, sitting allowance etc). Fill in the table below:

d) Describe the Organisational Structure of the PSO (Present a copy for reference)

4.3 (a) Is there a clearly assigned responsibility for the parent ministry, Sector Working Group and/ or donor to oversee expenditure?

(b) If yes, describe the system of expenditure monitoring by the parent ministry, Sector Working Group and/or donor and suggest improvements that could be made.....

(c) Do you provide a detailed budget submission to the Sector Working Group?
Yes or NO

4.4 (a) Indicate the monitorable indicators that are measured and used to judge performance. (Tick where applicable)



Indicator	Tick
I. Submission of audited accounts	
II. Availability of strategic plans	
III. Regular process reports	
IV. Publication of activities and costs	
V. publicizing activities to be carried out, implementation period and costs,	
VI. publicize target beneficiaries and expected outcomes,	
VII. publicizing sources of funding and how internal revenues will be raised,	
VIII. Customer satisfaction and beneficiary surveys	

(b) State any difficulties associated with setting/ measuring targets and outcomes.

Indicator	Tick
I. Change in funding priority compelling PSOs to deviate from original budgeted activities and strategic plans	
II. Donors influence/dominance in funding PSOs which has impact in sustainability of the PSO	
III. Low awareness among PSOs of the linkages between the respective PSO objectives and NDP II & Vision 2040	
IV. Uncertainty as to whether strategic planning and related activities by PSOs is aligned to NDP II	
V. Limited participation in sector-wide activities by PSO	
VI. Limited application of the Sector Wide Approach to planning, budgeting and implementation	
VII. Limited or no mechanism for performance measurement in the PSO	
VIII. Misalignment of PSO objectives to the NDP II and Vision 2040 strategies	
IX. Misalignment of PSO objectives to policy actions	

2. How are the targets determined or selected?
3. What system does the board use to assess its own performance? How often is board self-performance appraisal conducted and who conducts this appraisal if any?
- (d) What monitoring framework and methodology would you recommend to periodically measure performance of the PSO?
- 4.5 (a) Who are the target beneficiaries of the activities of your PSO?
- (b) How do performance targets relate to the beneficiaries and how is this monitored? (for example in user satisfaction surveys?)
- 4.6 (a) Are there performance contracts for the PSO? Yes or No
- (b) If yes, how are they set? If not, why?

(c) Please describe separately the performance contracts applied by the parent line ministry/ donor and by your PSO itself.

4.7 What are the rewards/penalties for attaining/not attaining appropriate standards of performance?

4.8 (a) Explain the extent to which the organisational objectives are being met

(b) What challenges do you experience in achievement of objectives?

(c) To what extent do they affect performance of the PSO?

(d) What steps have been taken to address those challenges?

(e) What steps would you recommend to improve performance?

(f) Apart from funding, what is the optimum capacity (resources) required to carry out the activities assigned to the PSO?

Resource	Current (FY2016/17)	Optimum (required)
Personnel (total)		
Professionals		
Offices		
Vehicles		
.....		

4.9 SWOTs and Internal assessments

(a) What are strength, weakness, opportunities and threats to your organization?

(b) Do you assess your performance and or internal assessment? i. Yes ii. N

(c) If yes to (b), provide recent reports

(d) If one is to evaluate your PSO's performance, what issues would you prefer to be looked at?

(e) What changes, if any should be made to your organization?

5. FUTURE OF PSO

5.1 Comment on the relevance of the PSO with specific reference to:

(i) Function being closely related to the market with potential for revenue-raising;



(ii) Function involving regulation or service delivery that is clearly outside the scope of line ministries' normal work;

.....

.....

(iii) Function involving contracting technical services;

.....

.....

or (iv) Function requiring independence from political pressure.

.....

.....

5.2 To what extent do functions of this PSO overlap with functions of another PSO or line ministry. (Specify which functions and which other PSO/ministry).

.....

.....

5.3 (a) What are the possible options of the PSO to be re-integrated into the parent ministry or merged with another PSO?

.....

.....

(b) Highlight some of the potential challenges that would be faced preparing and implementing an exit strategy or merging activities.

.....

.....

5.4 Provide comments on any other issue that you feel have not been adequately covered.

.....

.....

1. Full copy of the Statute or Act/ other regulations outlining the role of your PSO.
2. Annual copies of audited accounts, the most recent 3 financial years. At the very least, include the income and expenditure accounts and balance sheets with any accompanying explanatory notes.
3. Copy of your medium to long-term strategic/ business plan and Budget.
4. Target and outcome performance indicators for financial years where information is available and a copy of your most recent annual report/ other relevant publications.
5. Organisation Chart of the PSO
6. Establishment List or Payroll Summary

APPENDIX 3: RAPID ASSESSMENT PERCEPTION GUIDE QUESTIONS

Demographics

1. Age category of respondents
 - a. 20-29
 - b. 30-39
 - c. 40-49
 - d. 50-59
 - e. 60+

2. Gender group
 - (a) Male
 - (b) Female
3. Religious affiliation
 - a. Christian
 - b. Moslem
 - c. Seventh day Adventist
 - d. Others (specify)
4. Category of respondent
 - (a) Member of Board/Council
 - (b) CEO
 - (c) Head of Directorate or unit
5. Highest academic qualification
 - a. PhD
 - b. Masters
 - c. Postgraduate Diploma
 - d. Professional qualification
 - e. Bachelor’s degree
 - f. Diploma
 - g. Others (specify)
6. Years of Experience in public sector
 - a. Less than 5 years
 - b. Between 5 and 10 years
 - c. Between 10 and 15 years
 - d. Above 15 years

Use the scale below to respond to each of the statements regarding the five key aspects of results-based public sector management. Be as honest as possible. Enter the correct number or simply tick. Likert scale: 1 – Not at all, 2 – To a less extent/degree, 3 – Moderate 4 – Greater extent/degree

Aspects of PSO Planning	(1)	(2)	(3)	(4)
I. To what extent are linkages between levels of results and from national to operational levels PSO defined				
II. To what degree are indicators and targets specified for each level of results SMART (Specific, Measurable, Achievable, Relevant, Time-bound)				
III. To what extent are planning targets aligned to available budgets				
Aspects of PSO Budgeting	(1)	(2)	(3)	(4)
I. To what degree does the budget support planned priorities (outputs and outcomes)				
II. To what extent does the budget process allow effective and efficient prioritization of resources?				
III. To what degree do budgets have a medium-term horizon linked to plans and fiscal targets				
IV. To what degree are financial management tracking, reporting and dissemination methodologies for budget execution established?				



Aspects of PSO Implementation	(1)	(2)	(3)	(4)
I. To what extent are organizational priorities aligned to budget deliverables?				
II. To what degree are policies and processes oriented to deliver intended results?				
III. To what degree are incentives in place to derive people and align behaviors toward delivering intended results?				
IV. To what degree are service delivery standards established?				
Aspects of PSO Monitoring	(1)	(2)	(3)	(4)
I. To what degree are indicators regularly monitored?				
II. To what extent are organizational responsibilities toward integrating monitoring into ministerial and agency functions defined?				
III. To what extent are data processing, analysis, reporting and dissemination methodologies specified?				
IV. To what extent is information from monitoring applied to improving policy, program, and project design and management?				
Aspects of PSO Evaluation	(1)	(2)	(3)	(4)
I. To what degree does the evaluation methodology use indicators from planning and results information from monitoring?				
II. To what extent are organizational responsibilities defined and to what degree the system allow for independent evaluation?				
III. To what extent has stakeholder engagement and dissemination methodology been formulated?				

Inter-dependency of aspects on PSO performance

Aspects of PSO Planning - Budgeting	(1)	(2)	(3)	(4)
I. To what degree does planning set priorities for the budget?				
II. To what degree does the budget align to planned targets?				
III. To what degree does the budget define final service delivery outputs?				
IV. To what degree are services delivered as budgeted?				
Aspects of PSO Implementation - Monitoring	(1)	(2)	(3)	(4)
I. To what extent do measurable performance indicators facilitate results monitoring of service delivery?				
II. To what extent do monitoring systems improve service delivery?				
Aspects of PSO Monitoring - Evaluation	(1)	(2)	(3)	(4)
I. To what extent does the monitoring system provide data evaluation?				
II. To what extent does evaluation assess monitored results achieved?				



Aspects of PSO Evaluation – Planning	(1)	(2)	(3)	(4)
I. To what extent do evaluations inform succeeding plans?				
II. To what extent do planning results consider information from evaluations?				

Horizontal and vertical alignment to national development goals & organizational responsibilities

Horizontal Integration	(1)	(2)	(3)	(4)
I. To what degree are National development goals translated into specific sector priorities?				
II. To what degree are organizational responsibilities defined with sector line collectively responsible for achieving through effective coordination?				
Vertical Integration	(1)	(2)	(3)	(4)
I. To what degree are development goals translated and cascaded to all levels of government?				
II. To what degree are organizational responsibilities defined, with all levels of government contributing to deliver a common set of development results?				

APPENDIX 4: RAPID ASSESSMENT INTERVIEW GUIDE/PROTOCOL

Researchers will follow a structured approach to conducting the interviews with key informants. The key informants include policy makers (ministries), oversight organs (boards or councils), CEOs and Heads of departments (senior managers) and any other categories.

The protocol below has general relationship-building guidelines and specific questions for different categories.

Issues to discuss/Data to obtain	Focal person(s)/Offices to contact
1. Seeking audience with concerned respondent through agency procedures	
2. Share of business cards/letter of introduction from OPM	
3. Introduce yourself and the purpose of the interview	
4. Briefly confirm with the respondent about the principles of confidentiality and anonymity	
5. Brief the respondent on duration and procedures of the interview	
6. General question to all categories	a. What is your general perception of the performance of Uganda’s public sector b. How do you describe the efficiency and effectiveness of the PSOs in Uganda c. What issues/complaints do you have against PSOs in Uganda d. What general good practices do you observe in Uganda’s public sector as compared to other countries you have visited or read about?



SECTION B: QUESTION GUIDE FOR PEOPLE IN MINISTRIES

<p>Ministers</p>	<ol style="list-style-type: none"> I. How do you relate with PSOs, their Board and senior management? II. What challenges have you experienced while dealing with PSOs and those that affect performance of the sector III. What good practices have you observed given your long experience regarding PSOs under your jurisdiction? IV. Do you receive regular reports from the PSOs under your jurisdiction and how often is this done? V. How best should government manage the appointment of CEOs of Public sector organizations? VI. How best government should nominate or appoint members of boards or commissions in Uganda? VII. In your view what is your ideal number of board members that can ensure efficiency and effectiveness in the running of PSOs? What should be their composition in general given the nature of the public sector in Uganda? VIII. What is your view of adopting private sector styles of efficiency management in Uganda's public sector vis a vis the bureaucratic procedures expected in government? IX. Finally, what is your view on composition of board members and senior Management teams (CEOs, Deputy CEOs, and Directors etc) regarding gender balance, regional balance and religious balancing in this country and how do they reconcile with the merit-based principles in public sector management?
<p>Thank the respondent for the time and useful comments</p>	
<p>Permanent secretaries</p>	<ol style="list-style-type: none"> I. What is your opinion on the performance of PSOs under your ministry? II. What monitoring mechanisms do you have for ensuring performance of PSOs under your jurisdiction? III. How often do you visit or interact with the PSOs under your jurisdiction? IV. Do you hold regular meetings with the boards and CEOs? V. Briefly explain whether you regularly receive reports from the PSOs and how these reports are used to guide decision making like budget allocations and planning VI. How are you involved in appointment of CEOs and Boards of PSOs under your jurisdiction?
<p>Board chair and Members</p>	<ol style="list-style-type: none"> I. How transparent are the processes of appointing CEOs and senior managers? II. What key problems have you experienced before regarding recruitment of senior managers? How did you address these challenges? III. How often does the board meet and what is your general view about the adequacy of planning and documentation for these meetings by the senior management team?

<p>Board chair and Members</p>	<ul style="list-style-type: none"> IV. Briefly describe how you arrive at key critical decisions in the board and what mechanisms you have put in place for implementing decisions arrived at? V. How do you conduct the oversight and policy functions of the board? VI. Briefly explain whether you have functional board committees and what is your best performing committee of the board and the worst performing committee? Give reasons for each VII. How often does the board receive reports and regular updates from CEOs about the performance of the PSO? VIII. In your view, describe the relationship between the board and senior management of the PSOs? IX. Have you heard scenarios of board members interfering with the operational functions of the PSOs like recruitments, award of tenders/contracts? If this happens or happened, how does the board deal with such matters? X. How does the board handle recruitment of senior positions in the organizations? XI. Is the term of the board members rotational for continuity purposes? XII. Briefly describe how best the members of the board should be appointed or nominated in the public sector? XIII. From your experience, what should be the appropriate number and composition of the board in terms of gender, religion and professional qualifications?
--------------------------------	---

Kindly give any general comment about the performance, efficiency and effectiveness of public sector organizations (PSOs) in Uganda

.....

.....

In terms of challenges affecting public sector organizations in Uganda, what are your top three challenges?

1

2

3.....

What key three strategies should government adopt to improve the performance of the public sector in Uganda given your experience and understanding of what citizens want from their government

1

2

3.....

APPENDIX 5: ASSESSMENT REPORT OUTLINE

The structure of the evaluation report is proposed as follows:

- Title Page
- Executive Summary
- Indices
 - a. Contents / List of Appendices
 - b. List of Tables (if appropriate)
 - c. List of Figures (if appropriate)
 - d. List of Abbreviations (if appropriate)
- Introduction to the Evaluation Subject
- Context of the evaluation
- Objectives of the assignment
- Approach and Methodology
- Research/Investigation Design
- Results
- Lessons, Best Practices, conclusions, and Recommendations
- Bibliography
- Appendices (e.g Checklist and Guideline for Rapid assessment)

APPENDIX 6: LIST OF PSOs IN UGANDA

HEALTH

Ministry of Health

HSC

National Drug Authority

Mulago Hospital Complex

Butabika Hospital

Uganda Aids Commission

Uganda Heart Institute

Uganda Cancer Institute

Referral Hospitals

Uganda Blood Transfusion Service

NMS

Allied Health Professionals Council

Joint Clinical Research Centre

National Chemotherapeutic Laboratory

Uganda Medical and Dental Practitioners Council

Uganda National Health Research Organization

Uganda Nurses and Midwives Council

Uganda Pharmacy Council

Uganda Trypanosomiasis Control Council

National Drug Authority

EDUCATION

MoES

ESC

Makerere

Mbarara

MUBS

Gulu

Busitema

UMI

Kyambogo

Muni

African Institute for Capacity Development(AICD)

National Council for Higher Education

Crested Crane Hotel and Tourism Training Institute

Inter University Council

Management Training and Advisory Centre

Mandela National Stadium

Makerere University Business School

Nakivubo War Memorial Stadium

National Curriculum and Development Centre

National Leadership Training Centre

Public Libraries Board (Library of Uganda)

Uganda National Council of Sports

Uganda National Examinations Board

WORKS AND TRANSPORT

Ministry of Works & Transport

Uganda National Roads Authority

Uganda Road Fund

Civil Aviation Authority

Engineers Registration Board

National Roads Safety Council

Transport Licensing Board

Uganda Railways Corporation

INFORMATION AND COMMUNICATION TECHNOLOGY

MoICT

NITA-U

Uganda Posts Ltd

Uganda Communication Commission

Uganda Telecoms Ltd.

New Vision Printing and Publishing Company

Uganda Printing and Publishing Corporation



LEGISLATURE

Parliamentary Service Commission

JUSTICE, LAW AND ORDER

Ministry of Justice and Constitutional Affairs

Ministry of Internal Affairs

Judiciary

Directorate of Public Prosecution

Judicial Service Commission

Uganda Law Reform Commission

Uganda Human Rights Commission

Uganda Police Force

Uganda Prisons Services

National Citizenship & Immigration Control

Uganda Registration Services Bureau

Law Development Centre

Tax Appeals tribunal

PUBLIC SECTOR MANAGEMENT

OPM

LGFC

NPA

PSC

MoLG

MEACA

MoPS

KCCA

LANDS, HOUSING AND URBAN DEVELOPMENT

MLHUD

Uganda Land Commission

Amber House

National Housing and Construction Company

Uganda Property Holdings Limited

ENERGY AND MINERAL DEVELOPMENT

Energy and Mineral Development Sector

Ministry of Energy and Mineral Development

Rural Electrification Agency

Electricity Regulatory Authority

Rural Electrification Fund

Uganda Electricity Distribution Company Limited

Uganda Electricity Generation Company Limited

Uganda Electricity Transmission Company Limited

ACCOUNTABILITY

- Ministry of Finance, Planning & Economic Development
- Uganda Revenue Authority
- Uganda Bureau of Statistics
- Office of the Auditor General
- Directorate of Ethics and Integrity
- Inspectorate of Government
- Public Procurement & Disposal of Public Assets Authority
- Bank of Uganda
- Capital Markets Authority
- Housing Finance Company of Uganda
- Kilembe Mines Ltd
- National Insurance Corporation
- National Social Security Fund (NSSF)
- Non-Performing Assets Recovery Trust
- Post Bank
- Tropical Africa Bank Ltd (Libyan Arab Holding)
- Uganda Development Bank
- Uganda Insurance Commission

WATER AND ENVIRONMENT

- MoWE
- National Forestry authority
- National Environment Management Agency
- National Water and Sewerage Corporation

PUBLIC ADMINISTRATION

- Office of the President
- Ministry of Foreign Affairs
- Electoral Commission
- State House
- Inspector General of Government
- Population Secretariat

TOURISM, TRADE AND INDUSTRY

- Ministry of Trade, Industry and Cooperatives
- Ministry of Tourism, Wildlife and Antiquities
- Uganda National Bureau of Standards
- Uganda Industrial Research Institute
- Uganda Tourism Board
- AGOA Secretariat
- Cable Corporation
- Kinyara Sugar Works
- Mweya Safari Lodge
- Nile Hotel



Sugar Corporation of Uganda
Uganda Development Corporation
Uganda Export Promotions Board
Uganda Investment Authority
Uganda National Council of Science and Technology
Uganda Wildlife Authority
Uganda Wildlife Education Centre Trust
UGMA Engineering Company Ltd

SOCIAL DEVELOPMENT

Ministry of Gender, Labor & Social Development
Equal Opportunities Commission (EOC)
Amnesty Commission
Uganda National Cultural Centre
National Council for Children
National Disability Council
National Women Council
National Youth Council
Economic Policy Research Centre

AGRICULTURE

MAAIF
NAADS
UCDO
UCDA
Diary Development Authority
National Agriculture Research Organization
Cotton Development Organization
Dairy Corporation Ltd
Lake Victoria Fisheries Organization
National Agricultural Advisory Services
National Agricultural Genetic Resource Centre
Plan for Modernisation of Agriculture
Uganda Livestock Industries Ltd
Uganda Seeds Ltd.

SECURITY

MoD
ISO
ESO
National Enterprise Corporation
Uganda Air Cargo



