

**Implementation Status & Results**  
**Uganda**  
**Uganda Public Service Performance Enhancement Program (UPS-PEP) (P050440)**

Operation Name: **Uganda Public Service Performance Enhancement Program (UPS-PEP) (P050440)** Project Stage: **Implementation** Seq.No: **15** Status: **ARCHIVED** Archive Date: **22-Jun-2014**

Product Line: **IBRD/IDA** Country: **Uganda** Approval FY: **2006**  
 Region: **AFRICA** Lending Instrument: **Specific Investment Loan**  
 Implementing Agency(ies): **Ministry of Public Service**

**Key Dates**

|                     |             |                       |             |                              |             |                        |             |
|---------------------|-------------|-----------------------|-------------|------------------------------|-------------|------------------------|-------------|
| Board Approval Date | 20-Jun-2006 | Original Closing Date | 31-Dec-2011 | Planned Mid Term Review Date | 09-May-2011 | Last Archived ISR Date | 23-Jan-2014 |
| Effectiveness Date  | 19-Nov-2008 | Revised Closing Date  | 30-Jun-2014 | Actual Mid Term Review Date  | 09-May-2011 |                        |             |

**Project Development Objectives**

Project Development Objective (from Project Appraisal Document)

**The Project Development Objectives is to support: (i) the transformation of the public service so that it is affordable, efficient and accountable for the use of public resources and service delivery; and (ii) improvement of the policy, institutional and regulatory environment in targeted areas for sustainable growth and service delivery.**

Has the Project Development Objective been changed since Board Approval of the Project?

Yes     No

**Component(s)**

| Component Name                       | Component Cost |
|--------------------------------------|----------------|
| Public Service Reform Program (PSRP) | 15.00          |
| Strategic Capacity Development       | 8.00           |

**Overall Ratings**

|                                      | Previous Rating         | Current Rating            |
|--------------------------------------|-------------------------|---------------------------|
| Progress towards achievement of PDO  | Moderately Satisfactory | Moderately Unsatisfactory |
| Overall Implementation Progress (IP) | Moderately Satisfactory | Moderately Unsatisfactory |
| Overall Risk Rating                  | Low                     | Low                       |

**Implementation Status Overview**

As of May 30, 2014—with project closing just one month away—the project has achieved the intended PDO outcomes to the following extent: (i) 75% of all MDAs are meeting their annual performance targets within the budgeted resources as measured by the Government's annual performance reports against a target of 100% and (ii) improvement of policy environment achieved through development and implementation of the of the ROM/OOB framework in more than the expected five sectors, setting up the Civil Service College, review and restructuring of MDAs and implementation of recommendations to achieve time releasing efficiencies, and training at least 2679 civil servants against a target of 600. A tracer study is being carried out and impact of the targeted capacity building will be assessed following project closure.

Overall, implementation progress has improved on selected activities with the Ministry now disbursing 84.35% of project funding and 100% of the co-financing basket funds provided by DFID, Irish Aid and DANIDA under Component 1. In preparation for project closing, the Government has provided a road map for operationalization of the seven remaining modules under IPPS by June 30, 2014, and will need to closely monitor and finance the roll out of the IPPS to another 65 votes. Provision has also been made to cater for outstanding resources for completion of the NRCA building and its operationalization; and funds for sustain the CSC operations will need to be closely monitored.

Despite this progress, it is expected that Government will not be able to fully achieve the PDO because of delays in implementation of the Civil Works on the NRCA and failure to achieve full implementation of the IPPS. The project experienced delays of approval at the start, was formerly restructured, and a new component (Component 2 – Strategic capacity development) introduced prior to effectiveness, and continued with procurement and financial management challenges until the last year. These delays have had a ripple effect on completion of all activities and as such full achievement of the PDO. Specifically, the Government has only been able to fully implement and operationalize one module (the payroll module) out of the eight human resources management modules of the IPPS poses challenges on achieving the objectives of installing this system. This is one of the key activities under the project supporting the Government's pay reform agenda (effective management of the payroll and wage bill) and the Government's efforts to improve accountability in the management of public resources. In addition there are at least 5 weeks delays in the construction of the NRCA and the refurbishment of the CSC premises These challenges have been exacerbated by ineffective financial management processes that have led to delayed audits and it is highly probable that all Bank resources will not be exhausted at the time of project closure. Although a no cost extension of the closing date to June 2014 was granted to provide time for completion of the roll out and implementation of the IPPS, construction of the national records center, and archives and refurbishment of the premises for the Civil Service College, this has not helped. Accordingly the Government has sought support from the Bank to help with IPPS implementation.

With respect to relevance, as the project prepares to close, the project development objective focusing on (i) the transformation of the public service so that it is affordable, efficient and accountable for the use of public resources and service delivery; and (ii) the improvement of the policy, institutional and regulatory environment in targeted areas for sustainable growth and service delivery is still relevant. This is in line with the World Bank Country Strategy's progress report's recommendation to continue supporting supply side interventions to improve governance and efficient use of public resources.

With respect to efficiency, Component 1 was designed to transform the public service so that it is affordable, efficient, and accountable in the use of public resources and delivery of services through the (i) the review and restructuring of Ministries, department, and agencies which to date has provided for the new structure of to achieve time releasing efficiency gains in land administration, creation of the directorate of petroleum to manage the policy environment around oil revenues, and setting up the petroleum institute; (ii) using the IPPS to manage civil service payroll data and reduce opportunities for payroll corruption; (iii) improving accountability for results through the introduction of performance contracts for all accounting officers and client charters for citizen engagement. To a large extent these have been achieved as shown below within the project resources and Government has now committed to further implementation using its own resources. With time –given that public sector reforms take time to show impact – the Government should be building on immediate changes like the reduction in payroll losses due to ghosts.

With respect to efficiency gains under Component 2, the project has been able to train a total of 2679 civil servants against a target of 600 using the innovative caravan approach to implement the targeted capacity building, and supported implementation of the one stop shop tourism and business information centers in Jinja and Entebbe Municipalities. Given the right environment, it is assumed that increased leadership and change management skills will improve on the implementation of public policies and delivery of services, and the information centers in the municipalities will serve the dual roles of being learning points for other municipalities and improving business opportunities marketing in the two municipalities.

**Locations**

| Country | First Administrative Division | Location | Planned | Actual |
|---------|-------------------------------|----------|---------|--------|
| Uganda  | Kampala District              | Kampala  |         |        |

**Results**

**Project Development Objective Indicators**

| Indicator Name  | Core                     | Unit of Measure |          | Baseline   | Current  | End Target   |
|---|--------------------------|-----------------|----------|--|--|--|
| Selected MDAs and Local Governments that report full achievement of their annual performance targets as verified through the performance and budget monitoring process. | <input type="checkbox"/> | Text            | Value    | Budget Monitoring Reports show high degree of discrepancy between targets and results for all ministries | 75%  | at least the 6 priority ministries covered under the JBSF meet their targets in a consistent manner          |
|   |                          |                 | Date     | 30-Jun-2008  | 31-Mar-2014  | 30-Jun-2014  |
|   |                          |                 | Comments |  | This results is based on the Government annual performance report for 2012/2013. | Government Request to extend project will allow for continued monitoring of this indicator to June 30, 2014. |

**Intermediate Results Indicators**

| Indicator Name   | Core                     | Unit of Measure |          | Baseline                     | Current  | End Target  |
|--|--------------------------|-----------------|----------|------------------------------|--|-------------|
| Sub component 1:<br>- Performance management system fully implemented in selected MDAs and Local Governments.  | <input type="checkbox"/> | Text            | Value    | 0                            | 50%  | 100%        |
|  |                          |                 | Date     | 30-Jun-2008                  | 30-Jun-2014  | 30-Jun-2014 |
|  |                          |                 | Comments |                              | Performance contracts have been implemented for all MDAs and local Governments accounting officers, heads of referral hospitals and process now continues to second level management positions. This represents about 50% of all Civil Servants. |             |
| Sub component 2:<br>- Percentage of total establishment and wage bill captured in IPPS data base- with Current financing this will belimited to 30%. | <input type="checkbox"/> | Text            | Value    | IPPS database not installed. | 100%   | 100%        |
|  |                          |                 | Date     | 01-Dec-2008                  | 30-Jun-2014  | 30-Jun-2014 |
|  |                          |                 | Comments |                              | The Government prioritized implementation of the payroll module of the IPPS and has therefore surpassed target. Challenges remain to operationalize other modules of the system to ensure value for money.                                       |             |
| Sub component 3:- Degree of discrepancy between staff paid though the payroll and actual staff, as reveiled through inspections and payroll audits.  | <input type="checkbox"/> | Text            | Value    | 15%                          | 5%   | 5%          |
|  |                          |                 | Date     | 01-Dec-2008                  | 30-Jun-2014  | 30-Jun-2014 |
|  |                          |                 | Comments |                              | Challenge of capturing staff on payroll within one month of recruitment still persist  |             |

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|  |                          |      |          |                                     |  |  |
|--|--------------------------|------|----------|-------------------------------------|--|--|
| Sub component 4:- Percentage of semi -active records transferred to the records centre -With Current Financing this will be limitedto 75%. | <input type="checkbox"/> | Text | Value    | 0%                                  | Constrction of NRCA ongoing.   | 75%  |
|  |                          |      | Date     | 30-Jun-2008                         | 06-Jun-2014  | 30-Jun-2014  |
|  |                          |      | Comments |                                     | Construction of the NRCAB is ongoing and Contract end date is 25th September 2014. It is proposed that construction of the Records and Archives block will be at 72%, Administration block – 42% and External works 0% by 30th June 2014, Transfer of semi-active records to the Centre is to be effected after construction.  |  |
| Sub component 5:<br>- Public Service White Paper on transformation of the service adopted and key actions implemented.                     | <input type="checkbox"/> | Text | Value    | Development of White Paper ongoing. | Public Service Transformation White paper approved in 2013 and implementation of recommendations ongoing.  | Public Service White paper on transformation of the Service developed and key actions being implemented. |
|  |                          |      | Date     | 15-Sep-2006                         | 30-May-2014  | 30-Jun-2014  |
|  |                          |      | Comments |                                     | 1. Salaries review commission established.<br>2.Mandatory induction program introduced.<br>3. Salary enhancement embarked on in 2014/2015FY.<br>4. Review of LG structures on going<br>5. Competence based recruitment embarked on.<br>6.Implementation of performance contracts for all accounting officers accomplished,<br>7. CSC established,<br>8. Rewards and sanctions framework reviewed and implemented |  |
| Component 2:<br>- Number of Public Officers recieving annual training on priority aspects of the public sector refrom agenda.              | <input type="checkbox"/> | Text | Value    | 0                                   | 2679   | 600  |
|  |                          |      | Date     | 29-Dec-2006                         | 30-May-2014  | 30-Jun-2014  |
|  |                          |      | Comments |                                     | • A total of 7 core programs have been developed (Induction,   |  |

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|  |  |  |  |  |  |  |
|--|--|--|--|--|--|--|
|  |  |  |  |  | <p>Leadership and Change Management, Performance Management, Procurement and Contract Management, Innovation Management, Competence Based Management, and Pre-Retirement Training).</p> <ul style="list-style-type: none"> <li>• A total of 2679 Public Officers have been trained through the Civil Service College using the caravan approach.</li> <li>• A tailor Made MBA programme has been developed and delivered by ESAMI with 35 Public Officers as pilot trainees</li> <li>• Second Innovations Conference held</li> </ul> |  |
|--|--|--|--|--|--|--|

**Data on Financial Performance (as of 02-May-2014)**

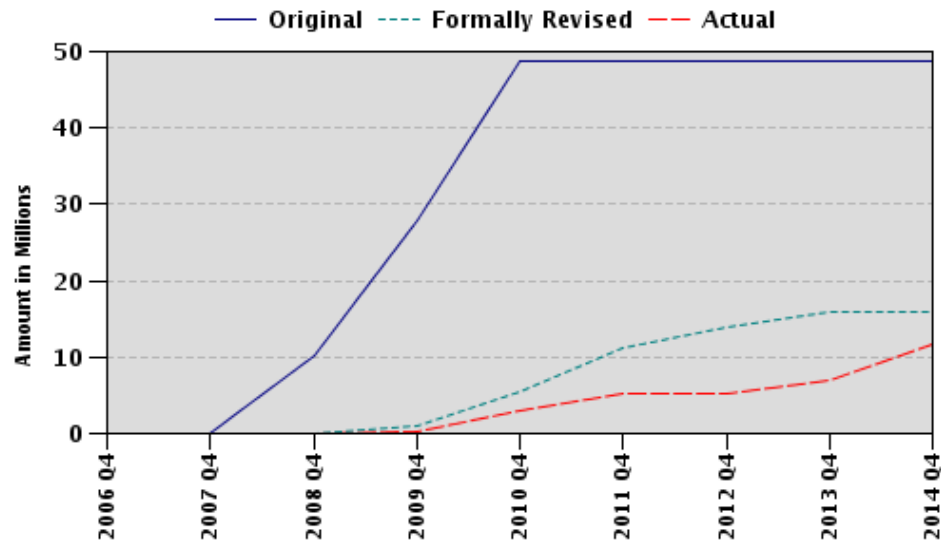
**Financial Agreement(s) Key Dates**

| Project | Ln/Cr/Tf  | Status    | Approval Date | Signing Date | Effectiveness Date | Original Closing Date | Revised Closing Date |
|---------|-----------|-----------|---------------|--------------|--------------------|-----------------------|----------------------|
| P050440 | IDA-41990 | Effective | 20-Jun-2006   | 18-Dec-2006  | 19-Nov-2008        | 31-Dec-2011           | 30-Jun-2014          |

**Disbursements (in Millions)**

| Project | Ln/Cr/Tf  | Status    | Currency | Original | Revised | Cancelled | Disbursed | Undisbursed | % Disbursed |
|---------|-----------|-----------|----------|----------|---------|-----------|-----------|-------------|-------------|
| P050440 | IDA-41990 | Effective | XDR      | 48.70    | 14.00   | 34.70     | 11.81     | 2.19        | 84.00       |

**Disbursement Graph**



**Key Decisions Regarding Implementation**

1. There is need for Government to step up project management and speed up implementation of key activities such as the roll out and implementation of all modules under the payroll and personnel management system, construction and operationalization of NRCA and refurbishment of the CSC premises.
2. Ensure adequate monitoring of project implementation and financial and contract management based on the activity plan submitted by the Government as part of the request for no cost extension to June 30, 2014.

**Restructuring History**

There has been no restructuring to date., Level 2 RVP Decision on 28-Jun-2013

**Related Projects**

There are no related projects.