



THE REPUBLIC OF UGANDA

## **GUIDELINES FOR TRANSITIONING TO PROGRAMME PLANNING AND BUDGETING APPROACH**

### **I. INTRODUCTION**

1. The Third National Development Plan's (NDPIII) goal is to increase household income and improve the quality of life of Ugandans. It is based on a programme approach to planning, budgeting, implementation and results reporting. It takes into account the programme and performance based budgeting approaches to address the persistent implementation challenges resulting from uncoordinated planning, weak harmonization, limited sequencing of programmes, and poor linkages between outcomes and outputs. Eighteen (18) National Programmes have therefore been identified with well-articulated results, objectives and interventions to achieve this goal.

### **II. WHY THE PROGRAMME APPROACH**

2. The programme approach enables formulation of national priority development objectives and to realize these objectives through corresponding national programmes formulated and implemented in a coherent, coordinated and participatory manner to ensure sustainability. The programme approach to planning aims to:
  - i) Focus implementation of the NDPIII programmes on delivery of common results;
  - ii) Strengthen alignment of planning and budgeting frameworks to provide a logical framework for anchoring the Program-Based Budgeting System (PBS);
  - iii) Enhance synergies across Ministries, Agencies and Local Governments (MALGs) and other actors to reduce a 'silo' approach to implementation; and,
  - iv) Provide a coordinated framework for implementation, monitoring and reporting for improving delivery of results.
3. Implementation of the Programme Approach will foster collaboration and breakdown Government MALGs 'silos' because it provides a framework for inter and intra-Ministerial coordination.
4. The purpose of these guidelines, therefore, is to support the transition to this programme approach. The guidelines ensure the promotion of ownership, harmonization, alignment, management of results, and mutual accountability across all implementers of the NDPIII. Specifically, these guidelines aim to achieve the following:
  - i) Increase appreciation of the programme planning approach among the various NDPIII stakeholders;

- ii) Highlight the implications of programme approach to the planning, budgeting, implementation and reporting frameworks; and,
- iii) Define the mechanisms for programme leadership and secretariats.

### III. THE NDPIII PROGRAMME ARTICULATION

5. The 18 programmes of the NDPIII are listed in Table 1 below:

**Table 1: The NDPIII Programme Articulation - 5 Objectives, 20 Strategies, and 18 Programmes:**

NDPIII Objectives	NDPIII Strategies	NDPIII Programs
1. Enhance value addition in Key Growth Opportunities	<ul style="list-style-type: none"> <li>1. Promote agro-industrialization</li> <li>2. Increase local manufacturing activity</li> <li>3. Promote mineral-based industrialization</li> <li>4. Harness the tourism potential</li> <li>5. Promote export-oriented growth</li> </ul>	<ul style="list-style-type: none"> <li>1. Agro-Industrialization</li> <li>2. Mineral Development</li> <li>3. Sustainable Development of Petroleum Resources</li> <li>4. Tourism Development</li> <li>5. Natural Resources, Environment, Climate Change, Land and Water Management</li> </ul>
2. Strengthen private sector capacity to drive growth and create jobs	<ul style="list-style-type: none"> <li>6. Provide a suitable fiscal, monetary and regulatory environment for the private sector to invest</li> <li>7. Increase local content participation</li> </ul>	<ul style="list-style-type: none"> <li>6. Private Sector Development</li> <li>7. Manufacturing</li> <li>8. Digital Transformation</li> </ul>
3. Consolidate & increase stock and quality of Productive Infrastructure	<ul style="list-style-type: none"> <li>8. Institutionalise infrastructure maintenance</li> <li>9. Develop intermodal transport infrastructure</li> <li>10. Increase access to reliable &amp; affordable energy</li> <li>11. Leverage urbanization for socio-economic transformation</li> </ul>	<ul style="list-style-type: none"> <li>9. Integrated Transport and Infrastructure Services</li> <li>10. Sustainable Energy Development</li> <li>11. Sustainable Urbanization and Housing</li> </ul>
4. Increase productivity, inclusiveness and wellbeing of Population	<ul style="list-style-type: none"> <li>12. Improve access and quality of social services</li> <li>13. Institutionalise HR planning</li> <li>14. Enhance skills and vocational Development</li> <li>15. Increase access to social protection Promote STEI</li> </ul>	<ul style="list-style-type: none"> <li>12. Human Capital Development</li> <li>13. Community Mobilization and Mindset Change</li> <li>14. Innovation, Technology Development &amp; Transfer</li> <li>15. Regional Development</li> </ul>

NDPIII Objectives	NDPIII Strategies	NDPIII Programs
	16. Promote development-oriented mind-set	
5. Strengthen the role of the State in development	17. Increase govt. participation in strategic sectors 18. Enhance partnerships with non-state actors for effective service delivery 19. Re-engineer Public service to promote invests. 20. Increase Resource Mobilization	16. Governance and Security Strengthening 17. Public Sector Transformation 18. Development Plan Implementation

#### IV. OPERATIONAL PROGRAMMING DEFINITIONS

6. The following definitions apply:

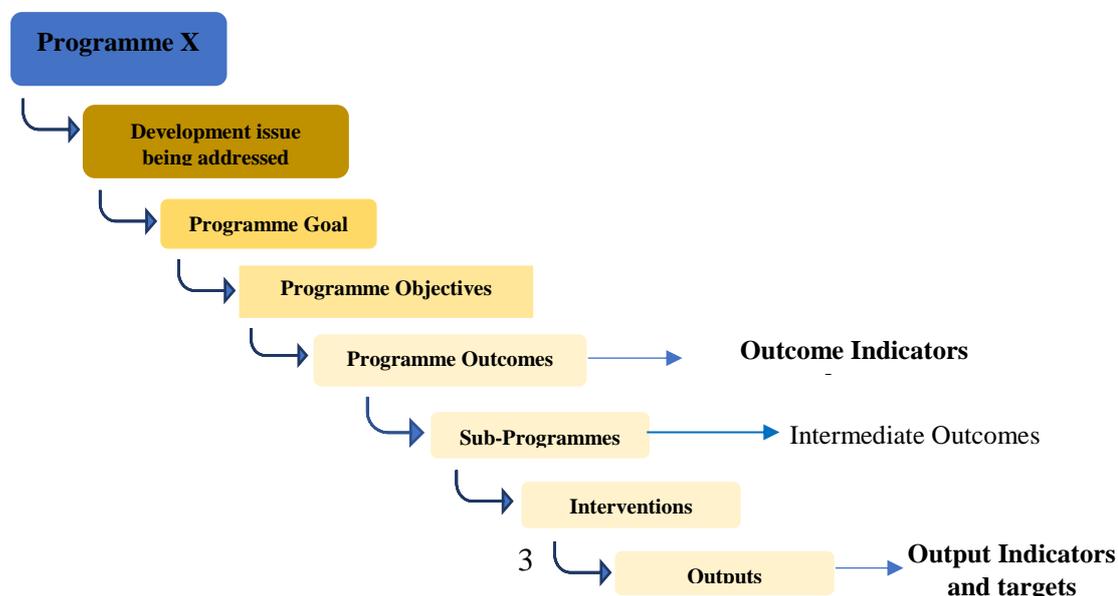
##### a) The Third National Development Plan (NDPIII)

The NDPIII will provide the overarching national strategy from which all strategic plans at the Ministry and Local Government levels will be drawn.

##### b) Programme

A programme refers to a group of related interventions that are intended to achieve common outcomes within a specified timeframe. Programmes were identified on the basis of key development issues that need to be addressed to achieve the overall goal, objectives of NDP III along with corresponding strategies of NDP III and aspirations towards achievement of Uganda Vision 2040. The summary of programme logic is as follows:

**Figure 1: Summary of NDPIII program logic**



**c) Programme Implementation Action Plan (PIAP)**

A PIAP provides details of the activities and resources required to deliver the programme targets. Draft PIAPs have been developed. The PWGs, working with the National Planning Authority (NPA), are required to finalise the PIAP.

**d) MDA/ LG Strategic Plan**

The MDA/ LG plan translates the NDPIII goal, objectives and interventions to MDA/ LG level goals, objectives and outputs, through their MDA/ LG Strategic Plan. It will be linked to the PIAP and will be the basis for preparing an annual budget.

The Strategic Plan must contain information on the vision, mission, goals and objectives of the Ministry as well as linkages to Programme Outcomes, outputs and the inputs required to achieve them. Performance information in the Strategic Plans should be linked directly to performance information in the PBB so as to provide a mechanism for reporting measurable progress at the end of the year.

**e) Programme Political Leader**

This is the political head of the Ministry designated to coordinate implementation of a programme, who is the Hon. Minister. The Programme Political Leader will provide leadership in implementing the programme that brings together several state and non-state actors. The Terms of Reference for the Programme Political Leader are defined in **Section VI(b)** of these guidelines.

**f) Programme Technical Leader**

This is the Permanent Secretary of the Ministry designated to coordinate implementation of a programme. The Programme Technical Leader will provide technical leadership in implementing the programme that brings together several state and non-state actors. The Terms of Reference for the Programme Technical Leader are defined in **Section VI(c)** of these guidelines.

**g) Programme Lead Ministry**

This is the Ministry responsible for the coordination of implementation of a Programme under its jurisdiction.

**h) Programme Working Group (PWG)**

PWGs are technical working fora, within the overall NDP programme approach, in which Government (*all MDAs under the Programme*) and other stakeholders are supposed to discuss and agree on:

- i) Inter and intra agency planning;
- ii) Priority interventions and Resource allocation;
- iii) Delivery of services; and,
- iv) Joint monitoring & evaluation of multi-agency activities.

The Terms of Reference for the Programme Working Groups are defined in **Section VI(d)** of these guidelines.

**i) Programme Review**

An annual process involving reporting on the progress made towards implementation of the NDPIII programmes at national, MDA and LG levels.

**j) Vote**

These are institutions (Ministries, Departments, Agencies, and Local Governments) which form the basis of the annual budget and appropriations made by Parliament, and the source of accountability.

**k) Sub-Programmes/ Directorates**

These refer to a group of related interventions/ outputs contributing to Programme Outcomes at MDA level. Sub-Programmes, just like Programmes, should be results based. They will be derived from the core functions of the agencies and inline with the NDPIII Programmes.

**l) Departments**

These are administrative units within the institutions that implement activities.

**m) Project**

A project is a series of tasks that need to be completed in order to reach a specific outcome. These represent a set of activities that primarily involve capital purchases and can be financed by the Government of Uganda and/or Development Partners. Under the Programme Planning Approach, projects will report to the relevant departments. It should be noted that some projects cut across programmes as they contribute to more than one Programme. However, the responsibility of these projects will be the respective departments, hence the entire project should be budgeted for under the department. Where a project is multi-sectoral with various components being implemented by respective MDA's, these components should be reflected under the respective responsible departments as projects.

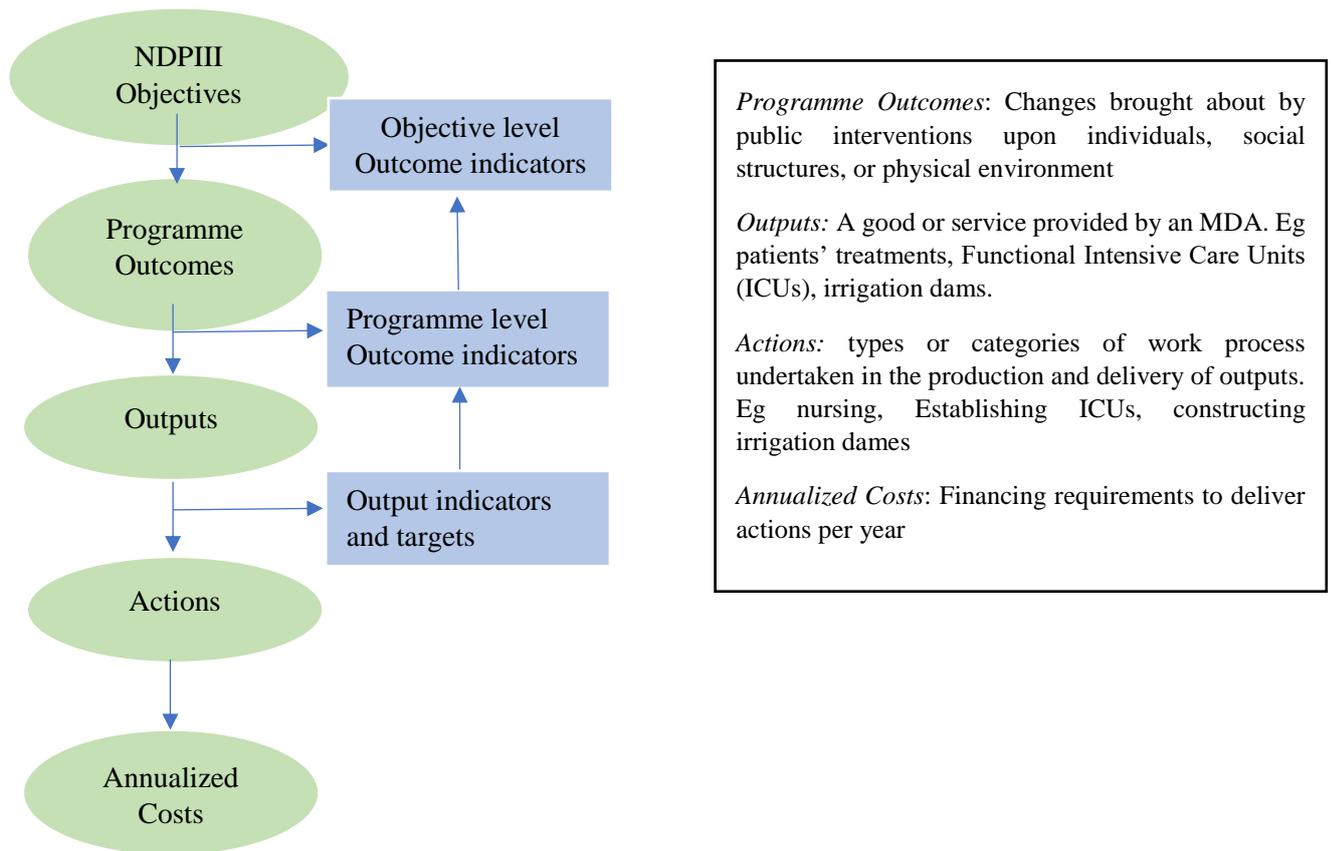
**V. IMPLICATIONS TO PLANNING, BUDGETING, IMPLEMENTATION, MONITORING AND EVALUATION AND REPORTING**

**a. Implications to Planning Frameworks**

**i. A shift from Sectoral Planning and Coordination to Programme Planning and Coordination**

7. Since the NDPIII is based on the programme approach, the Sector Working Groups (SWGs) will now be replaced by the Programme Working Groups (PWGs). Coordination will thus be along the NDPIII Programmes as opposed to the previous Sector Wide Approaches. The Office of the Prime Minister (OPM) will be responsible for the overall coordination of implementation of the NDPIII programmes. MALGs are expected to coordinate and harmonise their plans through the Programme Working Groups, and to avoid working in silos.
8. **Programme Implementation Action Plans (PIAPs) will be introduced and will constitute a link between the MDA/LG Plans to the NDPIII.** PIAPs will be results and action based with annualised targets and costs for the five-year period. They will be the basis for development of MDA strategic plans and LG plans. Key elements of the PIAPs are shown in Figure 3 (the draft PIAPs are attached as **Annex xxx**). The existing draft sector plans will be used to improve the activities identified in the PIAP.

**Figure 2: Elements of the NDPIII PIAP Results Chain**



## Decentralized Planning level

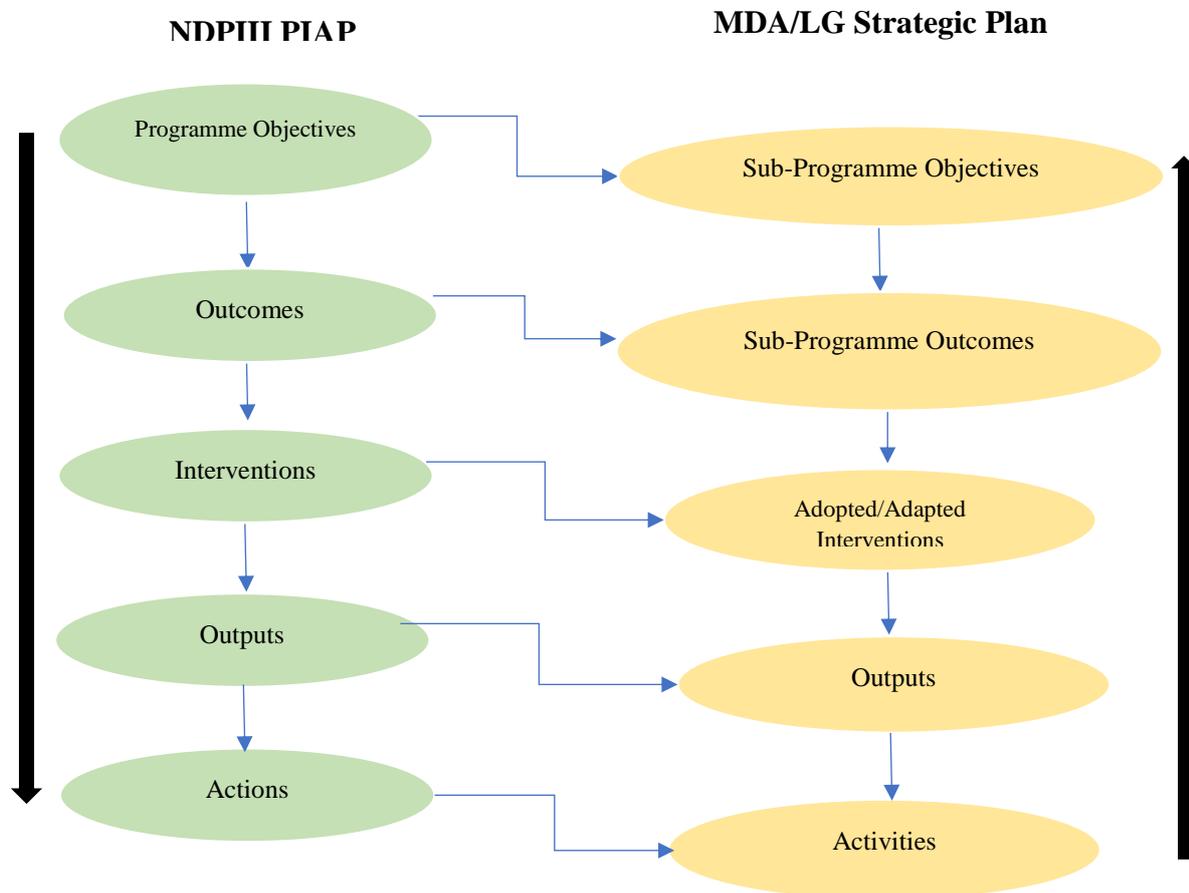
### ii. Preparation of Strategic Plans for Ministries, Agencies and Local Governments (MALGs)

9. MALGs shall prepare strategic plans that are in line with their respective NDP III PIAPs. The MALGs plan should set out the direction the Ministry intends to take in order to reach its intended goal and should specify the Directorate and Department linked to the relevant NDP III programmes with operational objectives. It will also identify corresponding interventions, outputs and activities adopted from the NDP III or adapted (customized to NDP III) required to achieve this. Figure 4 shows the link between the NDPIII PIAP and the MDA strategic plan.
  
10. The MALGs will be the budgeting centers under Programme Based Budgeting, as indicated in **Figure 7** below. The link between the NDPIII Programmes, Objectives and Interventions to the PIAPs and MDA Plans is illustrated below:

**Table 2: Linking NDP III Programmes, Objectives and Interventions to PIAPs & MDA Plans**

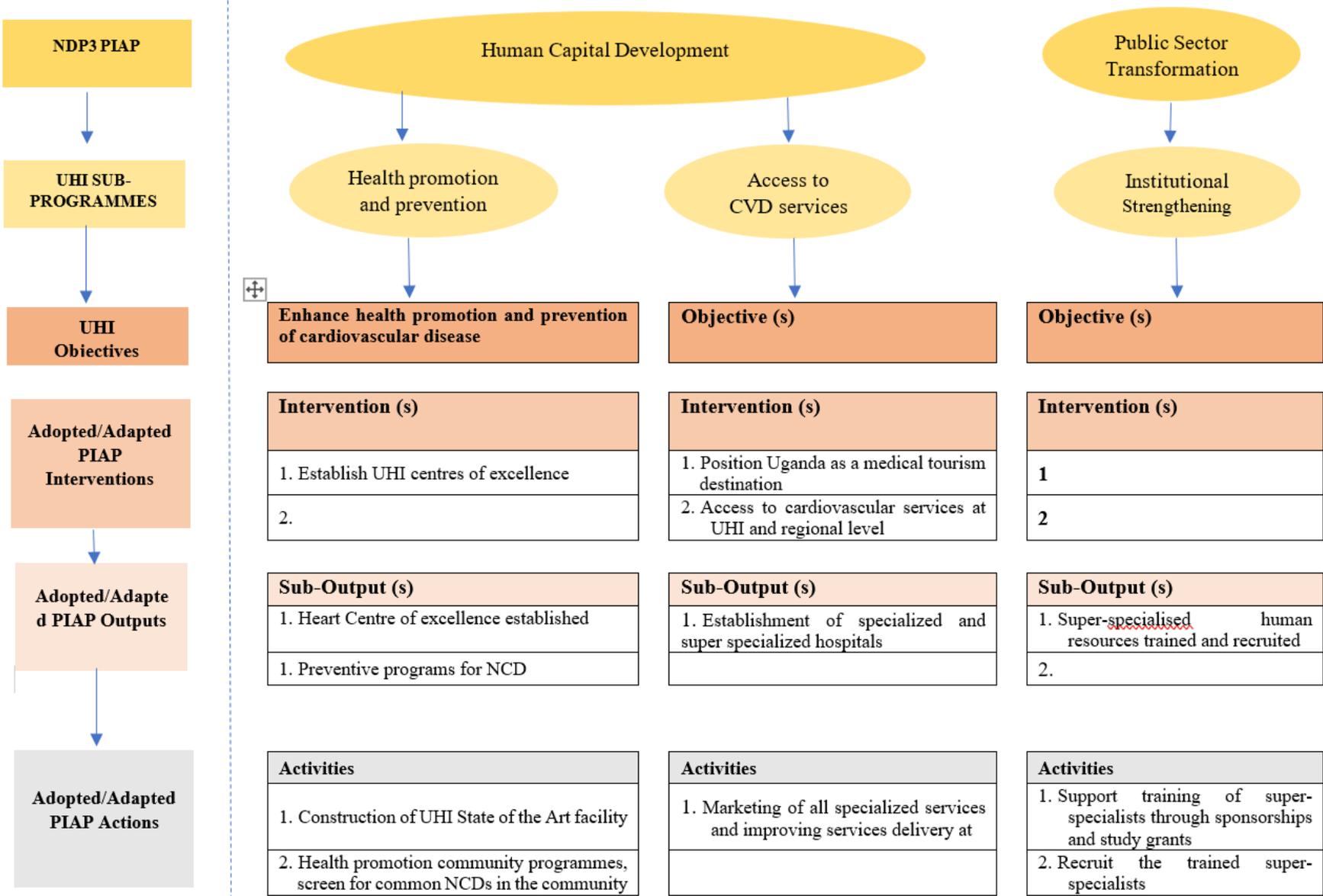
PIAP	MDA Strategic Plans
Programme Goal:	MDA Sub-programme Goals
Programme Objectives:	MDA Sub-Programme Objectives
NDP III Programme Outcomes	MDA Sub-Programme Outcomes
PIAP Interventions	MDA Sub-Programme Interventions
Activities	Activities

**Figure 3: Link between the PIAP, MDA and LG Level Plans**

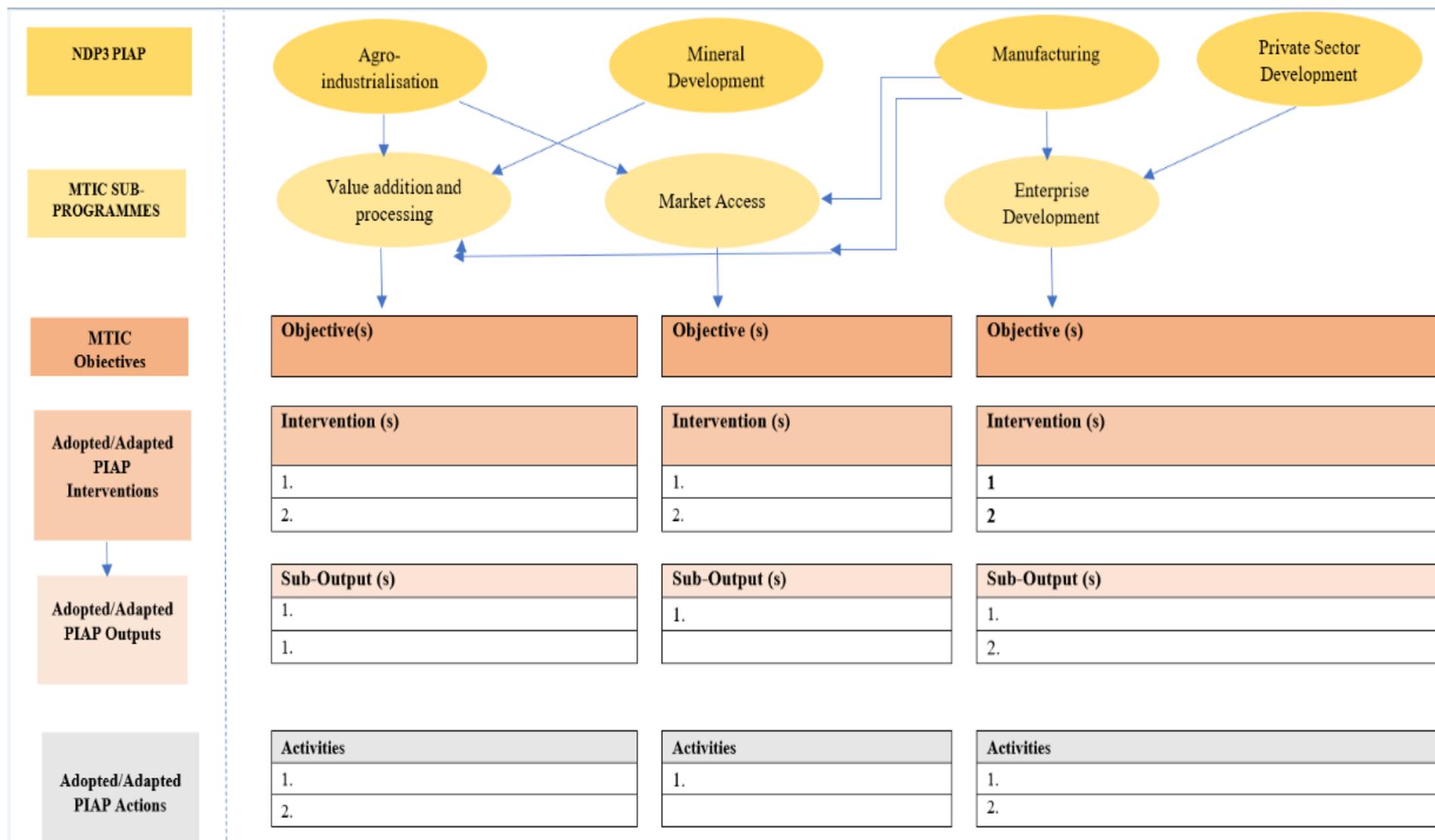


11. To demonstrate the Structure of the Programme Planning Approach, two examples are provided below, for Uganda Heart Institute and Ministry of Trade, Industry and Cooperatives. An illustration of the Local Government Development Plan is also provided in Figure 6.

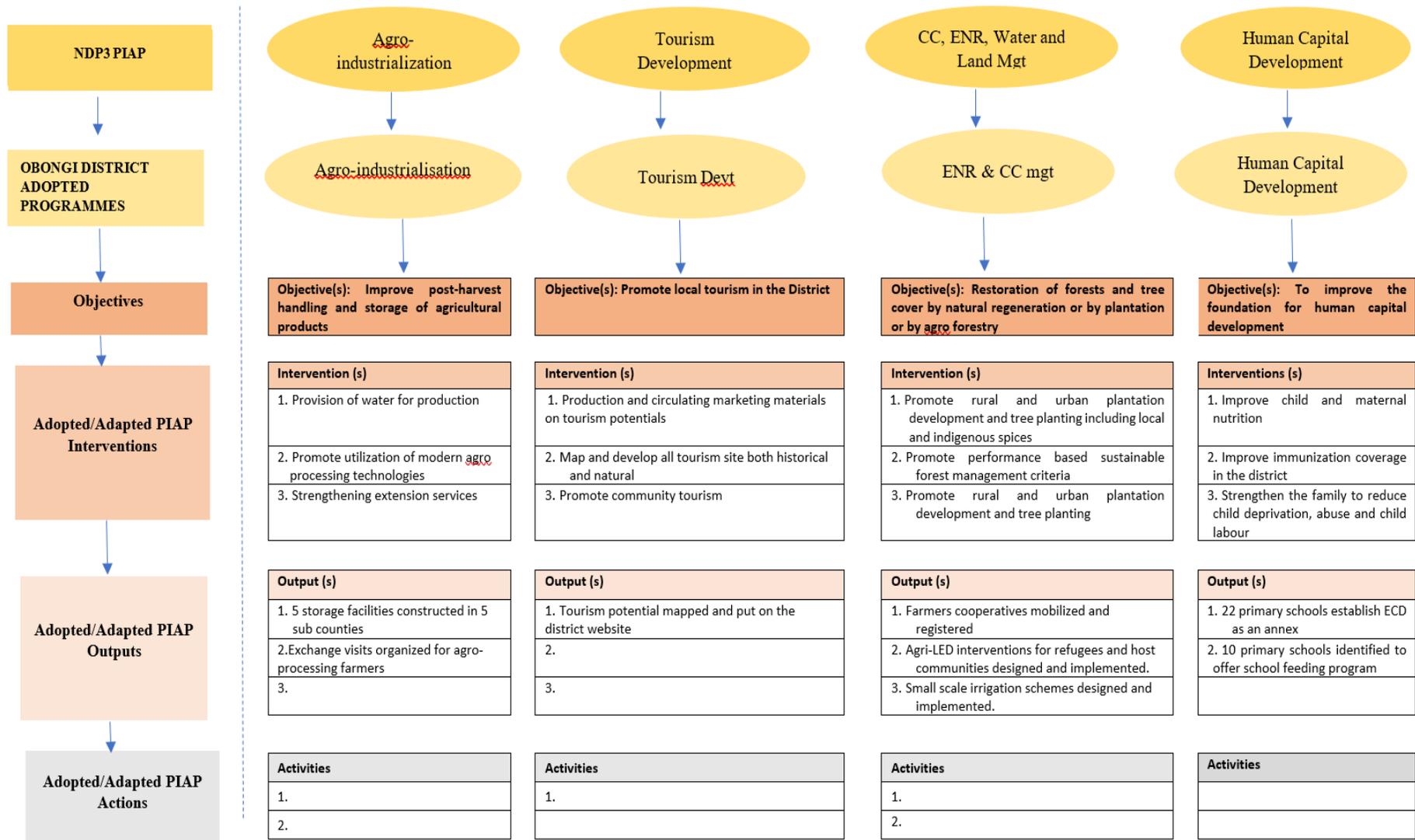
**Figure 4: Illustration Using Uganda Heart Institute (UHI) Strategic Plan**



**Figure 5: Illustration of Ministry of Trade, Industry and Cooperatives Strategic Plan Framework**



**Figure 6: Illustration of Obongi District Development Plan Framework**



## **b. vhh**

**Ministry-wide internal support service units** – such as human resources management, information technology, and finances. These units are not based on products lines, because “product” lines refer to types of outputs (that is, services to external clients). Support services are instead activities that support the delivery of all of the various types of outputs delivered by the ministry

Some people suggest that it is essential that the costs of these types of organizational units be split between the results-based programs they support. For example, in an education ministry with a primary education program, a secondary education program, and a tertiary education program, expenditure on ministry-wide support services would be allocated between these three programs according to the use made by each program of those services. Similarly, the costs of a local government regional customer service center (a type of one-stop-shop) would be allocated between town planning services, water/sewage issues, and the other key product lines of local government. The argument that is usually presented to justify this is that it is essential that programs cover the “full cost” of producing the outputs they cover. However, splitting support services or one-stop-shops between the multiple product lines they support in the budget could only be justified if the government or top ministry management wished to plan and control the way these units allocate their resources between product lines. This may not, however, be the case. Rather, the preference may be that the organizational unit concerned should be able to respond flexibly during the year by allocating staff time to where it is most needed. If this is the case, then it is not desirable to split such services between product lines. This question of the desirability of splitting support service costs is a quite distinct issue from the question of whether it is feasible in accounting terms to do so, given a particular country’s capacity level. It is these considerations that lead to the widespread creation under program budgeting systems of artificial “programs” – such as support services programs, or regional services programs – to cover these types of organizational units even though this is a breach of the principle of “results-based” programs. These constitute justifiable, but strictly limited, exceptions to the results-based programs rule. The existence of such exceptions should not, however, be regarded as opening the door to the wholesale distortion of the program structure to fit whatever organizational structure may exist irrespective of how far removed that organizational structure may be from rational organizational principles and a results focus. We therefore discuss these exceptions in detail before critically examining the often-heard proposition that program structure should as a matter of principle be “aligned” with organizational structure.

Support Services and Programs Support programs – also known by other names, including administration programs and corporate services programs – are very common within program budgeting systems. 4.2.1 What Is a Support Services Program? Support programs group together a ministry’s internal support services and corporate overheads such as human resource management, information technology and communications support, internal financial management, and top ministry-wide management. They also cover all support services and supplies that are managed as a ministrywide pool, the allocation of which between directorates is left flexible to be determined on an “as needs” basis during the year. The support program

would include, for example: n A ministry-wide training budget n Office supplies if they are purchased and managed as a ministrywide stock available to individual directorates during the year as needed n A ministry-wide fleet of chauffeured cars, available to be used by all when required.

### **Should Programs Be Aligned to Organizational Structure?**

clearly beneficial to have unified managerial responsibility and accountability for programs. However, it does not follow from this that program structure should be made to fit organizational structure no matter how badly designed the latter might be. It is commonplace in government for responsibility for the same product line to be inappropriately split between several organizational units either as a result of mandate creep (that is, units becoming inappropriately involved in areas which are the responsibility of others) or as a result of the pressure to create additional senior management jobs to accommodate the ambitious or politically connected. Under these circumstances, it is surely better to reform organizational structure to bring it closer to the product line principle than to distort program structure to make it fit the haphazard organizational structures which have arisen over time.

### **Ministry Boundaries and Programs**

In most countries with program budgeting systems, programs do not cross ministry boundaries. Not only are all programs confined to specific ministries but with few exceptions (support programs being the most obvious), programs have distinctive names which mark them off from the programs of other ministries. This reflects, in part, the fact that in a well-organized administrative structure, ministries should not be duplicating one another's services. Rather, they should be carrying out distinctive roles, and this difference should be reflected in the programs that are defined for them. When the government makes prioritization decisions between programs, it makes choices between alternative expenditure options, and these are not facilitated if it faces programs with the same names in different ministries. This does not mean, however, that it is always wrong in principle to have programs that cross ministry boundaries. To take a practical example, in certain African countries that have introduced program classifications in their budgets, there has been a deliberate decision for a rather different reason to introduce programs that are shared by several ministries belonging to the same sector. The system is, in other words, one of "sector"-based rather than ministry-based programs. To make this work, the legal appropriations in the budget do indeed specify the shares each of the ministries concerned has of the overall budget of the program. The explanation of this system can be found in the fact that these countries have government structures characterized by a far larger number of ministries than exist in most countries around the world – for example, as many as 50 ministries. This is obviously undesirable, because the multiplication of ministries creates a huge problem of fragmented administration (for example, with three or four different ministries – say, including a medical supplies ministry – performing the role which would in most countries be carried out by a single health

### c. Implications to Programme Based Budgeting

12. Government adopted the Program Based Budgeting (PBB) in FY 2017/18 to match the Budget with outputs, outcomes, measurable objectives, and performance measures. Implementation of the NDPIII calls for the restructuring of the PBB to mirror the 18 programmes and to measure results based on them. It also requires a shift in philosophy from Sectors to Programmes
13. The PIAPs together with MDA strategic plans will form the foundation on which the PBB will be formulated. The MDA strategic plan and its budget framework papers should be aligned in terms of sub-programmes, outcomes and sub-outputs.

#### Programme Leadership and Coordination at Institutional Level

- i) For each programme, the lead Minister will be the political programme coordinator. In the event of absence of the lead minister, a senior minister from one of the agencies under the programme leads the process. **Table 3** shows the leadership by programme, whereas **Annex 2** provides details of the institutions under the different Programmes.

**Table 3: The NDPIII Programme Leaders**

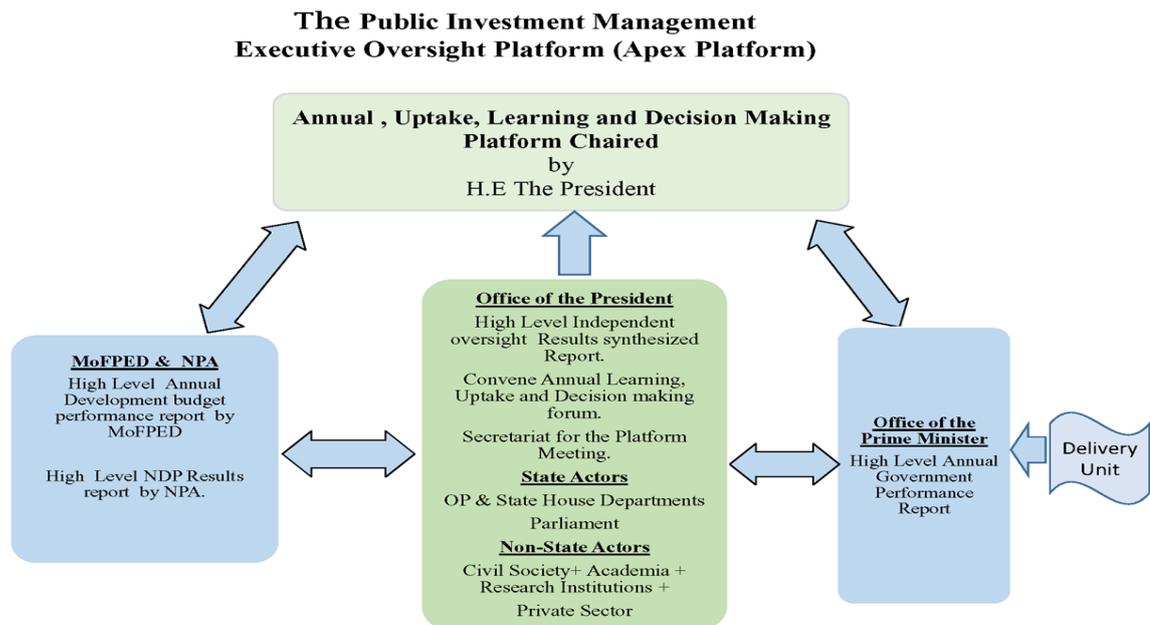
S/N	Programme	Chair
1.	Agro-Industrialization	MAAIF
2.	Mineral Development	MEMD
3.	Private Sector Development	MoFPED
4.	Digital Transformation	MoICT&NG
5.	Human Capital Development	MoES
6.	Sustainable Development of Petroleum	MEMD
7.	Manufacturing	MoTIC
8.	Tourism Development	MoTWA
9.	Natural Resources, Environment, Climate Change, Land and Water Management	MoWE
10.	Sustainable Energy Development	MEMD
11.	Integrated Transport and Services	MoWT
12.	Sustainable Urban Development	MoLHUD
13.	Technology Transfer and Development	MoSTI
14.	Regional Balanced Development	MoLG
15.	Community Mobilization & Mindset Change	MoGLSD
16.	Public Sector Transformation	MoPS
17.	Governance and Security	OP
18.	Development Plan Implementation	MoFPED

14. The selection of an institution to lead a programme is based on the fact that majority of the programme interventions fall under that institution. The Terms of Reference for the Programme Lead Ministers are indicated in **Section VI(b)** below.

**d. Implications to Programme Implementation Coordination Led by Office of the Prime Minister (OPM) and Oversight by Office of the President.**

**Programme Oversight and Coordination at Office of the President.**

15. APEX platform (see figure below), demonstrates the Oversight role by the Office of the President in the implementation of NDP III.



*Note: In the above Apex platform, Office of the President will be responsible for results analysis whereas the Office of the Prime Minister will be responsible for Programme Implementation Coordination.*

**Programme Leadership and Coordination at Office of the Prime Minister**

16. As the leader of Government Business and the overall coordinator, the Prime Minister will be responsible for overall leadership of NDPIII implementation. OPM will therefore house a secretariat that will consolidate progress reports from Ministries leading the implementation of individual programmes. Through the APEX, the OPM will submit an Annual Government NDPIII Programme Performance Report to H.E. the President.

17. Specifically,

- ii) The Rt. Hon. Prime Minister/ Leader of Government Business will provide the overall political leadership for programme implementation.
- iii) The Permanent Secretary/ Office of the Prime Minister will be the technical head of the secretariat and will report to the Prime Minister. The Terms of Reference for the Office of the Prime Minister are highlighted in **Section VI(a)** below.

**Programme Secretariat**

18. The secretariat will be housed at the Ministry leading the programme. The Permanent Secretary of the lead institution in a Programme will be the technical head of the Programme Working Group, supported by the Planning Department/Unit. This Unit will undertake day to day running of the Programme and produce periodic programme performance reports. The Terms of Reference for the Programme Technical Heads are indicated in **Section VI(c)** below.

**Table 4: Ministry and OPM Level Secretariats**

Cluster	Lead MDA Secretariat	Cluster Secretariat under OPM
I: Value Addition Cluster	Agro-Industrialization	Cluster I: OPM Minister 1
	Mineral-based Industrialization	
	Petroleum Development Program	
	Tourism Development Program	
	Natural Resources, Environment, Climate Change, Land and Water Management	
II: Private Sector Competitiveness Cluster	Manufacturing	Cluster II: OPM Minister 2
	Private Sector Development	
	Digital Transformation	
III: Infrastructure Development Cluster	Sustainable Energy Development	Cluster III: OPM Minister 3
	Technology Transfer and Development	
	Integrated Transport Infrastructure and Services	
IV: Living Standards and Productivity Cluster	Human Capital Development and Social Protection	Cluster IV: OPM Minister 4
	Community Mobilization and Mindset Change	
	Regional Development Programme	
	Sustainable Urban Development	
V: Public Sector Productivity Cluster	Public Sector Transformation	Cluster V: OPM Minister 5
	Development Plan Implementation	
	Governance and Security	

**Programme Working Groups**

19. Programme Working Groups (PWG) will replace Sector Working Groups(SWGs) and will be led by the Minister of the lead Agency. The PWG will be composed of the following representatives of participating agencies: Permanent Secretaries – Chairpersons/PWGs, Heads Planning/Line Ministries – Secretaries/PWGs, Accounting Officers under the programme – Members/PWGs, Desk Officers/MoFPED represent MoFPED in the Programme Meetings, Heads of departments/NPA, Development Partners, Civil Society and other Non-State Actors. The PWGs will be required to meet regularly, but in any case, not less than once a quarter. The Terms of Reference for the PWGs are indicated in **Section VI(d)** below whereas the details of the different MDAs in the different PWGs are indicated in **Annex 2** attached.

## Programme Implementation Coordination at the Local Government Level

20. Implementation of the programmes at the local government will be coordinated at both the political and technical levels.
21. At the political level, the LC V Chairperson will be the political coordinator of all programmes. The District Executive Committee (DEC) will continue to perform the executive functions of the council. The secretaries for the standing committees will work on behalf of the Chairperson to coordinate the programmes according to the programme clusters.
22. At the technical level, the Chief Administrative Officer (CAO) will be the technical head of all programmes supported by the departmental heads. The department heads will produce periodic programme reports and share with Chairpersons of Standing Committees for review and recommendations. The planning unit will be the secretariat providing all the technical support to the department heads and will produce the consolidated performance report. The department heads will report on progress of programme will be clustered according to the departments as shown in the table below.

**Table 1: Programme Leadership**

Programme Clusters	Overall Political Leadership	Overall Technical Leadership
	District Chairperson or Municipal Mayor	Chief Administrative Office/ City Council Clerk or Municipal Mayor
	Political Cluster Leadership	Technical Cluster Leadership
1. Integrated Transport Infrastructure and Services 2. Sustainable Energy Development 3. Technology Transfer and Development 4. Digital Transformation	1. Secretary Works & Technical Services	District Engineer
5. Human Capital Development 6. Community Mobilization and Mindset Change 7. Sustainable Urban Development	2. Secretary Social Services (health, education, community development)	District Education Officer
8. Agro-Industrialization 9. Mineral-based Industrialization 10. Petroleum Development Program 11. Tourism Development Program 12. Natural Resources, Environment, Climate Change, Land and Water Management	3. Secretary Production, Marketing and Natural Resources	District Production Officer
13. Manufacturing 14. Private Sector Development	4. Secretary Production, Marketing and Natural Resources	District Commercial Officer

<b>Programme Clusters</b>	<b>Overall Political Leadership</b>	<b>Overall Technical Leadership</b>
15. Public Sector Transformation 16. Development Plan Implementation 17. Governance and Security 18. Regional Development Programme	5. Secretary Finance, Planning & General Purpose	Deputy CAO

**e. Implication to Data Production and Management**

23. The data production frequencies will have to be synchronised with the NDPIII data needs. In particular, because Programme-Based Planning focuses on outcomes, there will be a need for integrating various surveys and/or conducting surveys that cover outcome indicators of the NDPIII. Therefore, designated data collection cycles will have to be observed. All surveys will need to be conducted simultaneously in selected “survey periods” under the guidance of Uganda Bureau of Statistics (UBOS). This will require capacity to collect data as well as establishing a survey fund which will be a one-off every five years.

**f. Implication to Project Approval Processes**

24. Under the existing arrangements, projects are approved by Project Preparation Committees (PPCs) of individual MDAs. This approval process will have to shift so that projects are approved by the Programme Working Group constituted by all agencies under a given programme.

**g. Implication to Development Partner Coordination**

25. Support from Development Partners will have to be channeled through along the NDPIII Programmes. The UN Sustainable Development Assistance Framework will have to be aligned to the NDPIII programme approach to ensure coherence in development support geared towards delivering the NDPIII Programme results.

**h. Policy Implications of aligning the Budget to Programs**

26. Projects not in the right programs should be aligned to the correct programs e.g. the Peace, Recovery and Development Plan (PRDP) and the Northern Uganda Social Action Fund (NUSAF).
27. Sector Working Group Secretariats that are currently functional should be transformed to Program Working Group Secretariats for the lead Ministry.

**i. Implications for Performance Monitoring and Evaluation**

28. *Office of the Prime Minister to provide the required text.*

**Implications to Reporting Frameworks**

29. At the national level, an integrated web-based Monitoring and Evaluation (M&E) system will be developed to track progress of NDP III implementation. The APEX platform, an executive forum that brings together the Office of the President, Office of the Prime Minister (OPM), Ministry of Finance, and Economic Development (MoFPED) and NPA

shall be strengthened to reflect on outcomes derived from implementation of NDPIII programmes and escalate issues that require the action of the cabinet and presidency.

**j. Implications for Restructuring of Government**

The Programme Approach necessitates the restructuring of Government to eliminate the duplication of roles, and to enhance efficiency and effectiveness.

**VI. TERMS OF REFERENCE (TORS) FOR PROGRAMME COORDINATION AND IMPLEMENTATION**

30. The following will be the terms of reference for Programme Coordination and Implementation.

**a. ToRs for the Office of the Prime Minister**

31. As the leader of Government Business and the overall coordinator for implementation of Government Policies across Ministries, Departments and other Public Institutions, OPMs leadership is critical in coordinating the implementation of the 18 NDP III programmes.

32. The roles and responsibilities of OPM are outline below:

i) The Rt. Honorable Prime Minister will be the overall political programme implementation coordinator. He will be responsible for the following:

- Steer policy and strategic engagements with all Ministers in charge of implementing particular programmes interventions for the NDP III results;
- Hold Ministers accountable to deliver results; and,
- Report to the President on progress of Programme Implementation.

ii) The Permanent Secretary will be the technical head of the secretariat and will report to the Prime Minister. He will be responsible for the following:

- Steer strategic and technical engagements with all Ministers in charge of implementing particular programmes interventions for the NDP III results;
- Report to the Prime Minister on progress of Programme Implementation.

**b. ToRs for the Programme Lead Ministers**

33. The lead Minister as identified above will provide policy guidance and hold the technical leadership accountable for implementation of the programme.

**c. ToRs for the Programme Technical Leaders**

34. The programme Technical Leaders will be responsible for coordinating the implementation of Programme interventions at the following levels: (i) Planning; (ii) Budgeting; (iii) Execution; and, (iv) Reporting.

**i. Program Planning**

35. The lead Ministry will be responsible for implementation of the Programme. Through the Program Working Group (PWG) coordinated by a technical secretariat under the technical guidance of the Planning Unit, all stakeholders will be convened to set the priorities for implementation, identify the key policy and project requirements, identify key implementation bottlenecks to be resolved, among others. The priorities for the subsequent financial year will be set in line with the Budget Process Calendar. The priorities identified must be aligned to the NDP III. The timelines for implementation of the alignment of the Budget to the NDP III Programme Approach are as indicated in **Annex xxx**.
36. The agreed outputs and priorities will translate into annual programme action plans for each implementing entity. The action plans will be submitted annually to the Office of the Prime Minister for approval.

#### **ii. Budgeting**

37. The lead Minister will coordinate the development an annual Programme Budget Framework Paper (PBFP). This will be done in consultation with all relevant stakeholders of the programme and shall be a consolidation of the BFPs of each vote that contribute to that Particular Programme.
38. The overall program coordinator at OPM in liaison with NPA, should ensure that the final budget estimates are intended to finance the agreed priorities and actions of the program generated by the Programme Working Group (PWG).

#### **iii. Performance Monitoring and Reporting**

39. The lead Ministry will prepare quarterly and annual programme reports on the progress of the results of the programme and submit to the programme coordinator at OPM, both semi-annual and annual stage.

#### **d. ToRs for the Programme Working Groups (PWGs)**

40. PWGs are responsible for preparation of Programme Implementation Plans, preparation of Programme Budget Framework Papers (PBFPs), Quarterly, Semi-Annual and Annual Programme performance reports and the medium-term budget strategy documents. Specifically;
- i) Ensure broad stakeholder consultation in discussing key issues and harmonize Government and stakeholder positions;
  - ii) Formulate Programme Implementation Plans in line with the National Development Plan and the Manifesto of the ruling government;
  - iii) Joint clearance of projects for inclusion in the Public Investment Plan, a requirement by the Development Committee;
  - iv) Ensure Implementation of Program Based Budgeting (PBB) for proper alignment to the NDP III;
  - v) Coordinating inter-ministerial and agency budget allocations in a consultative way ensuring transparency and accountability.

- vi) Ensuring that consultations are carried out between line ministries, external and internal stakeholders on matters related to the programme;
- vii) Examine and review of programme related policies and plans, reviewing past performance, emerging policy issues and future spending pressures;
- viii) Identifying key outputs and programme performance targets both annually and in the medium term;
- ix) Undertaking monitoring and assessment of programme interventions; and,
- x) Preparing semi-annual and annual programme reviews and reports.