Challenges to policy implementation in Uganda

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IGC

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List of Acronyms

ABPR	Annual Budget Performance Report
BFP	Budget Framework Paper
BMAU	Budget Monitoring and Accountability Unit
BTVET	Business Technical Vocational Education and Training
DIT	Directorate of Industrial Training
EGF	Economic Growth Forum
ERP	Economic Recovery Programme
FY	Financial Year
GAPR	Government Annual Performance Report
GDP	Gross Domestic Product
IBP	Integrated Bank of Projects
IGC	International Growth Centre
LGDP	Local Government Development Plan
MAAIF	Ministry of Agriculture, Animal Industry and Fisheries
MDAs	Ministries, Departments and agencies
MLHUD	Ministry of Lands Housing and Urban Development
MoES	Ministry of Education and Sports
MoFPED	Ministry of Finance Planning and Economic Development
MPS	Ministerial Policy Statement
MoPS	Ministry of Public Service
MTIC	Ministry of Trade, Industries and Cooperatives

MTWA	Ministry of Tourism, Wildlife and Antiquities
MWT	Ministry of Works and Transport
NAADS	National Agricultural Advisory Services
NARO	National Agriculture Research Organisation
NCDPF	National Comprehensive Development Planning
NDP	National Development Plan
NGOs	Non-Government Organisations
OECD	Organisation for Economic Cooperation and Development
OPM	Office of the Prime Minister
OWC	Operation Wealth Creation
PAP	Project Analysis and Public Investments Department
PAU	Petroleum Authority of Uganda
PDM	Parish Development Model
PEAP	Poverty Eradication Action Plan
SAP	Structural Adjustment Programme
UBTEB	Uganda Business and Technical Examinations Board
UEPB	Uganda Exports Promotion Board
UFZA	Uganda Free Zones Authority
UNOC	Uganda National Oil Company
URA	Uganda Revenue Authority
UTB	Uganda Tourism Board
VTI	Vocational Training Institutions

Analysis of Challenges to Policy Implementation in Uganda

The topic of policy implementation in Uganda has been mainly researched in specific thematic areas. However, due to the cross-cutting nature of several policies, both within and across Ministries, Departments and Agencies (MDAs), a versatile study was necessary to analyse challenges to policy implementation at an economy-wide level. This report examines the challenges to policy implementation in eight critical policy areas: tourism, agriculture and agro-industrialisation, trade, private investment, public sector management, education and skills, the hydrocarbons sector, and urbanisation.

The study embarks on coding and systematically quantifying progress on policy implementation in the selected policy areas; to our knowledge, this is the first study to undertake this exercise in the Ugandan context. It further identifies policy areas that are highly affected by weak policy implementation in Uganda. This enables an examination of the challenges to policy implementation in the studied policy areas, and the mechanisms through which the different challenges affect policy implementation. This has therefore enabled an identification of suitable recommendations to enhance policy implementation.

The study employed two linked methods. First, we used a range of government documents to compile a dataset which codes the characteristics, implementation status and challenges to policy implementation of each policy area in our study. We used this to conduct quantitative description analysis and regression analysis to identify patterns and correlates of policy implementation. Second, we used qualitative interviews with key stakeholders to probe deeper into a selected number of policy areas, in order to better understand the observed challenges and mechanisms that influence policy implementation.

We identify the delay or non-release of funds, a lack of technical knowledge, and inadequate coordination as the most critical bottlenecks to policy implementation across the study areas. These barriers are exacerbated by the overlaps in mandates of the different MDAs, hindering the effective monitoring and evaluation of the tasks which need to be undertaken to enable successful policy implementation. Other challenges such as procurement delays, awaiting action from another division, and sequencing issues are reported to hinder policy implementation, albeit to a lesser extent.

1. Introduction

a) Background

Policy implementation is fundamental for enhancing development processes in developing countries. Policy formulation and enactment cannot singularly influence the performance of government entities where implementation is inadequate. It is imperative to establish a prudent and coherent policy management system within bureaucracies that allow for the smooth implementation of the enacted policies in order to promote sustainable development (OECD, 2015; OECD, 2021), and to manage domestic and external shocks. In this study, policy implementation is conceptualised as "the ability to forge subsequent links in the causal chain so as to obtain the desired outcomes" (Pressman and Wildavsky, 1973; Signé, 2017).

Countries that have attained high- and middle-income status have systematically improved policy implementation through improving monitoring and evaluation of their government systems, training civil servants, strengthening public financial management systems and ensuring systematic coordination of government activities among the state entities. This has jointly minimized challenges to policy implementation (OECD, 2021) and provides lessons for low-income countries.

Policy implementation is weak in the majority of Sub-Saharan African countries. This is in spite of vast improvements in the formulation of policy across the region in recent decades (Chigudu, 2015). The challenges that policymakers in Sub-Saharan Africa face in implementing policy are driven by a multitude of factors. These include skills deficiencies to transform policies into action (Mac-Seing et al., 2022), a lack of comprehensive monitoring and evaluation systems to account for failure (Signé, 2017), inadequate financing (Signé, 2017), neglecting to focus on target beneficiaries (Ajulor, 2018; Mac-Seing et al., 2022), unrealistic goal setting (Ajulor, 2018), a lack of clarity of the tasks involved with implementing a policy, and an illogical sequencing of policies for implementation (Ajulor, 2018; Hudson et al., 2019 ; Mac-Seing et al., 2022; Rasul et al., 2021).

Uganda's economic growth rate has been volatile over the past four decades. Between 1987/88 - 2010/11, real GDP growth was strong, averaging 7.6% per year. The average pace of economic expansion then slowed to 4.3% during the period lasting from 2011/12 - 2016/17, before picking up to an average of 6.0% between 2017/18 and 2018/19. Like the rest of the world, the Ugandan economy was hit by the

effects of the Covid-19 pandemic, when GDP growth slowed to just above 3% in both 2019/20 and 2020/21 (MoFPED, 2021).

Throughout this timeframe, Uganda designed various programs and policies to accelerate economic growth. The country approved the 30-year National Comprehensive Development Planning Framework Policy (NCDPF) - also widely-known as Vision 2040 - in 2007. The broader long-term strategy includes three 10 year plans and six 5-year National Development Plans (NDPs), as well as Sector Investment Plans (SIPs), Local Government Development Plans (LGDPs), Annual Work Plans and Annual Budgets (MoFPED, 2007). All of these strategies are intended to establish a smooth socioeconomic environment for rapid and sustainable growth.

In addition, the country has implemented a number of economic programs in recent decades including the Structural Adjustment Program (SAP), Economic Recovery Program (ERP), Poverty Eradication Action Plan (PEAP), National Agricultural Advisory Services (NAADS), Operation Wealth Creation and, most recently, the Parish Development Model (PDM). The success of these programmes is not only dependent on the quality of the policies, but also the effectiveness of policy implementation.

Policies in Uganda are mainly implemented by Ministries, Departments and Agencies (MDAs) and supported by the Local Governments. To a lesser extent, Non-Government Organisations (NGOs) also implement policies to support specific welfare programs in the country. The Office of the Prime Minister (OPM) has the role to monitor government businesses, and it reports on the overall policy and physical performance of MDAs for every Financial Year (FY) in the Government Annual Performance Report (GAPR)[1]. The GAPR discusses the extent to which MDAs implement government policies, projects and programs based on annual planned activities and funds allocated to them. The GAPR does not, however, analyse challenges to policy implementation.

This is a gap which this project intends to bridge. Our study codes and quantifies tasks that explain policy implementation across a multitude of policy areas, sectors, and MDAs. This is a critical venture that has never previously been undertaken on such a broad scale in Uganda.

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[1] The GAPR report is disseminated at the end of the Financial Year. It focuses its assessment on strategic outcome and ouput targets, giving the contribution of each MDA to the achievement of the sector level results. The analysis also compares spending and results achievement. It ranks performance into four categories: 'Achieved', 'Moderately Satisfactory', 'Not Achieved' and 'No Assessment', upon which scores are accorded.

To provide context, there have been several piecemeal studies on policy implementation in Uganda focused on specific policy areas (Ampaire et al., 2017; Donovan et al., 2018; Ggoobi, 2019; Mac-Seing et al., 2022; Mushemeza, 2019). Through iterative field assessments and literature review, Ampaire et al. (2017) identified several key bottlenecks that prevent the effective implementation of climate change policy in Uganda. These include limited coordination of policy formulation and implementation, weak technical capacity, an absence of functional structures and political interference. The study elucidates that the central government formulates policies with insufficient input from the local governments who are often the key implementers of climate change policies. Hence, the authors conclude that there is a mismatch between policy conceptualisation, coordination and implementation.

Using mixed methods to analyse the implementation of the industrial policy agenda in Uganda, Ggoobi (2019) posited that some of the challenges to the successful implementation of the industrialisation agenda include insufficient task clarity, ambiguous plans, uncoordinated implementation planning across the relevant MDAs, weak monitoring systems and uncoordinated executive directives. Using a survey of industrialists to explore this hypothesis, Ggoobi found several more specific barriers to implementation. These include corruption, inadequate human resources, poor planning and budget indiscipline. 96% of the respondents in the survey believed that policy implementation in Uganda is poor. However, this study limits observations to the perceptions of the industrial sector stakeholders. Our study will complement this paper by critically analysing the success of policies implemented by various MDAs spanning a range of policy areas - as well as corresponding private sector perceptions of policy implementation.

Furthermore, Mushemeza (2019) reported that the implementation of the decentralisation policy in Uganda has been hindered by similar factors. The author also finds that inadequate financing, as well as weak monitoring and evaluation systems, weighed on the success of the policy outcomes. Mushemeza also discusses misaligned and conflicting policies between the central and local governments as a further barrier. After all, Uganda's policy implementation is highly dependent on the performance of the local governments at the operational level.

Mac-Seing et al. (2022), in their analysis of policy implementation challenges and barriers to access to health reproductive services by people with disabilities in post-conflict northern Uganda, identified a number of key constraints. These included technical inefficiency, financial inadequacy and a lack of prioritisation of key issues. Similar challenges were identified by Donovan et al. (2018) in an analysis of the implementation of the Community Health Extension worker programme in Uganda.

The majority of studies on challenges to policy implementation in Uganda are thematic with the focus on a specific policy area. The Program Based Budgeting (PBB) being undertaken by the government requires not only coherent policy formulation, but also prudent and well executed policy implementation for successful outcomes. While it is widely accepted that policy implementation is often inadequate, there has been little research looking at the barriers to implementation at an economy-wide level. This study intends to fill this gap by examining the challenges to policy implementation in the different MDAs directly responsible for implementing a new measure, focusing on several policy areas in Uganda. These include tourism, trade, urbanisation, agriculture, oil and gas, private investment and public investment.

b)   **Problem analysis**

Policy implementation in Uganda is generally weak (Ampaire et al., 2017; Ggoobi, 2019; Mac-Seing et al., 2022; Mushemeza, 2019). This is due to technical deficiencies (Ampaire et al., 2017; Donovan et al., 2018; Ggoobi, 2019), inadequate financing (Donovan et al., 2018; Ggoobi, 2019; Mushemeza, 2019), weak monitoring and evaluation (Ggoobi, 2019; Mushemeza, 2019), a lack of policy clarity (Ggoobi, 2019), misaligned and conflicting policies (Mushemeza, 2019), poor policy coordination across MDAs (Ampaire et al., 2017; Ggoobi, 2019) and an often illogical targeting of the beneficiaries (Mac-Seing et al., 2022). Inadequate policy implementation has kept many Ugandans in dire social conditions (UMI, 2019), resulted in the failed performance of government programmes (Ggoobi, 2019)[2], and has negatively affected policy outcomes. At present, the findings of studies examining the challenges to policy implementation in Uganda are limited to specific themes on policy areas. This study intends to have a broader scope by focusing on 8 key policy areas. Evidence-based research to identify challenges to policy implementation, which can ultimately determine actionable resolutions and facilitate actions to implement policies, should be a prerequisite to proper policy implementation in all government entities[3].

c)   **Study Objectives**

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[2] Ggoobi states that it is a very common saying that "Uganda is good at formulating policies but poor at implementing them". However, this statement is seemingly based on anecdotal - rather than empirical - evidence. Our study will attempt to add to the empirical evidence on the topic of policy implementation.

[3] IDRC, (2018), Research evidence can close Africa's policy implementation gap, retrieved from https://www.idrc.ca/en/perspectives/research-evidence-can-close-africas-policy-implementation-gap, on 8th September, 2022 . Research based policy uptake and implementation enabled; the uptake of zinc to supplement oral rehydration in Bangladesh; the tobacco control law that originated from Senegal has been scaled up to ECOWAS; Imihigo program of Rwanda has enhanced development planning, implementation and evaluation of the different interventions.

The study aims to analyse challenges to policy implementation in 8 key policy areas in Uganda. When thinking about the processes through which policy is implemented, we focus on the implementation performance of various MDAs that are directly responsible for any given policy area.

Specific objectives

i) To code and systematically quantify progress on policy implementation in the selected policy areas.

ii) To identify policy areas that are highly affected by weak policy implementation in Uganda.

iii) To examine the challenges to policy implementation in the studied policy areas.

iv) To analyse the mechanism through which different challenges affect policy implementation in the different policy areas.

v) To inform government policies that cut across different policy areas, e.g. Program Based Budgeting (PBB).

2. Data and Methodology

Study Scope

We considered 8 policy areas that are administered by different MDAs in Uganda. The policy areas considered include: public investment, agriculture, urbanisation, oil and gas, education and skills, tourism, trade and private investment. Each policy area is categorically placed under the responsible MDA to allow for the identification of appropriate policy implementers.

We have studied policies that originated from the Economic Growth Forum (EGF) recommendations. Economic Growth Forums are held annually, and organised by the Ministry of Finance Planning and Economic Development (MoFPED) in collaboration with the International Growth Centre (IGC). They have been organised in a series since Financial Year 2017/2018.

However, it is important to note that we have only considered policies that were adopted by government and have been reported in the different government reports, i.e. Ministerial Policy Statements (MPS), Annual Budget Performance Reports (ABPR) and GAPRs. Those policy recommendations that were not eventually adopted by the government as policy are therefore not included in this report.

The study has assessed policy implementation for a five-year period from FY 2017/18 to FY 2021/22. The measurement is done once across the five years by averaging the task completion scores and attaching codes to the challenge(s) experienced during policy implementation. See Appendix 1.

Research design

We employ two linked methods. First, we use a range of government documents to compile a dataset that systematically codes the characteristics and implementation status of each policy area covered in our study. We use this to conduct quantitative descriptive analysis and regression analysis to identify patterns and correlates of policy implementation. Second, we use qualitative interviews with key stakeholders to probe deeper into a selected number of policy areas, in order to better understand the observed challenges and mechanisms that influence policy implementation.

b) Data collection

We have collected data using different methods, as outlined and described below.

Desk Review

We have collected data on challenges to policy implementation from different government reports produced by MDAs for every financial year spanning from 2017/18 to 2021/22. Desk reviews are limited to this timeframe as this is the period for which we have closely observed policy implementation in Uganda. The Government documents reviewed include:

● Government Annual Performance Reports (GAPR)
● Ministerial Policy Statements (MPS)[4]
● Annual Budget Performance Reports (ABPR)
● Budget Framework Papers (BFPs)
● Reports produced by the Budget Monitoring and Accountability Unit (BMAU)[4].

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[4] MPS and BFPs are self-reported from the MDAs, where the MDAs explain their annual targets, their performance compared the previous FY targets, targets and activities for the incoming FY and challenges to policy implementation in the previous FY.

The ABPR is authored by the Ministry of Finance, Planning and Economic Development (MoFPED) at the end of each FY. ABPR analyses the budget execution for a given FY, examines performance of resources and expenditures in addition to giving a synopsis of the sector and vote physical achievements across the government.

BMAU sits under MoFPED, and the unit monitors and evaluates government resources in some specific sectors and gives and independent report on performance.

We have collected qualitative data from these reports, identified process indicators (which help to break a broader policy objective into smaller, more tangible objectives) from the data, established matrices, and coded the data to identify patterns to draw meanings and conclusions.

Interviews

We conducted a total of 39 semi structured interviews with both the policy implementers in the selected policy areas and the corresponding private sector actors. We undertook a total of twenty-eight (28) interviews with senior government officers (from the rank of senior officer to director) and a total of eleven (11) interviews with the private sector players and advocates in the studied policy areas. These interviews were conducted after collecting data from government documents in an attempt to bridge the identified gaps. We conducted interviews in a sequential manner, addressing one policy area after another, to allow for a logical and systematic flow of ideas. The interviews aided in validating the task codes generated from the desk reviews, and in raising data to supplement the qualitative findings. Semi structured interviews were preferred due to their ability to garner as much information as possible. We interviewed the private sector actors first, before the policy implementers, to identify perceived gaps in policy that could be tabled to policy implementers, allowing for a more detailed data collection process. Interviews were conducted in the following different policy areas each overseen by distinct MDAs; agriculture, tourism, urbanisation, private investment, trade, public sector management, education and skills, as well as oil and gas.

c) Process Indicators

After the desk reviews, we designed process indicators for each identified policy. Process indicators are the series of tasks or activities expected to be undertaken for the successful implementation of the planned activities to achieve targets. We identified activities from a variety of sources including Ministerial Policy Statements (MPS), ABPRs and GAPRs.

One challenge we faced is that there is no uniform measurement rod for the tasks that need to be undertaken to implement a policy across bureaucracies, and there are no clearly defined international standards to follow. To overcome this issue, and to allow for the study and quantification of the challenges to policy implementation, as well as task completion, we developed our own process indicators using outcome indicators. We picked the outcome indicators from the Ministerial Policy Statements (MPS), which are self-reported documents from MDAs defining their preceding performance on a specified

policy in a given financial year. From the expected outcomes, we generated process indicators that define task completion and task characteristics. The table below gives an example of how we generated process indicators from outcome indicators for the different study areas.

Table 1: Process Indicators for Tourism Promotion and Marketing - Tourism Policy Area

Tourism Promotion and Marketing (study area)					
1. EGF Policy Recommendation	2. Indicator outcomes from the MPS	3. 2019/20 Target (expected outcome)	4. 2020/21 Projection	5. 2021/22 Projection	6. Process Indicators
Scale up market presence in key source markets and destination awareness in domestic, regional and international source markets (e.g. through participation in tourism fairs, using social media platforms and other means, such as airline magazines). As part of this, develop and roll out the 'Destination Uganda' brand and advertise this initiative online. Coordinate marketing efforts via one agency.	Number of domestic tourism events and fairs coordinated	5	5	7	1. Budget allocated for scaling up Uganda's market presence. 2. Increased number of tourism fairs organised/attended in a given financial year (domestic and international.
	Proportion of Tourism Clusters supported to develop and promote tourism products and services	50%	60%	70%	1. Monitoring system of the marketing strategy set (with specific targets on events, fairs, website, social media). 2. Uganda tourism website developed and updated regularly. 3. Marketing materials created and shared with the different relevant institutions and firms -such as UWA- to ensure uniformity
	Number of international engagements attended to secure Uganda's interests in global tourism agenda	7	8	9	1. Increased number of Uganda mentions in tourism magazines. 2. 'Pearl of Africa' branding developed and rolled out.
	Number of domestic tourism promotional drives (Tulambule) conducted	5	5	6	1. Increased number of tourism drives organised/ attended to in a given financial year (domestic).

From Table 1 above, Column 1 shows the EGF policy recommendation which was made in FY 2017/18 in regard to tourism promotion in Uganda. Column 2 shows the indicator outcomes on the policy reported by the Ministry of Tourism Wildlife and Antiquities (MTWA) in the MPS of FY 2019/20. Columns 3 to 5 gives the expected performance by the ministry to achieve the outcome indicators for three consecutive financial years. In order to understand performance based on the specific outcome indicators and analyse the challenges encountered in the implementation of the policy, we generated the process indicators shown in Column 6 which guided the coding process. We followed the above steps for all the policy areas to generate the study process indicators.

Table 2: No. of Process Indicators (Tasks) in Policy Area

Thematic Area	Freq.	Percent	Cum.
Agriculture and agro-industrialisation	15	10.64	10.64
Education and skills	17	11.56	21.77
Oil and gas	7	4.76	26.53
Private investment	21	14.29	40.82
Public sector management	7	5.44	46.26
Tourism	33	22.45	68.71
Trade	16	10.88	79.59
Urbanisation	30	20.41	100.00
Total	**147**	**100.00**	

Table 2 shows that there is variation in the number of process indicators, which is due to the difference in the features of implementing different policies. Some policies have fewer steps and fewer tasks are required to implement the measure compared to other policies. For instance, in the oil and gas policy area, we have identified the fewest policy indicators as oil production has been in the exploratory phase during the timeframe of our study, hence the process indicators are only limited to the final investment decisions. Tourism has the most process indicators in our dataset due to a multitude of activities undertaken to attain desired policy implementation. They range from infrastructure set up and marketing, to data collection and analysis.

Scoring and Coding the Process Indicators

To understand the challenges to policy implementation, we coded task completion for each MDA based upon the findings of our process indicators. To quantify and code task completion in the study, we used the comprehensive tables and narratives given by each MDA in their reports (MPS & BFP), and from government reports which identify the tasks, outputs and projects that were carried out by the MDAs during the reporting time. This yielded a database of 154 process indicators/tasks covering policy implementation ranging across the eight policy areas in the study. After cleaning the data, we eliminated process indicators with incomplete data points, maintaining a database of 147 process indicators. We coded the data focusing on the performance of the process indicators of the expected tasks (outcome

indicators). The common performance metric which we generated allows for a comparison of challenges to policy implementation within and across the different policy areas, despite the differences in tasks. We validated the codes using interview data collected from civil servants and practitioners, in addition to matching the self-reported data by MDAs in their official reports to data provided by the Office of the Prime Minister in the GAPRs.

We coded the different variables of the study systematically and logically to present comparable scores on challenges to policy implementation among the various MDAs. The extent of performance on process indicators informed the score on task completion. Task completion scores range from 1 to 5, where 1 indicates a task not implemented or targets not achieved, and 5 indicates a task fully implemented or target fully accomplished and sometimes surpassed. A score of 2 is accorded where performance on the process indicator is relatively low (average actual implementation performance assessed at 10-44% of planned implementation). A score of 3 is given to a relatively fair performance (average implementation performance assessed at 45-69%) while a score of 4 is accorded when performance is considered to be strong (average performance assessed at above 70%), though not yet fully accomplished. We objectively assigned these scores based on government documents (GAPRs, MPS and ABPR) and interviews from which the coded database ascended.

Variables for the Analysis

The variables included in the study were informed by the literature on challenges to policy implementation among bureaucrats, hints on challenges identified in MDAs' reports and some aspects that arose from interviews undertaken in the early phases of the project. Some of the variables considered for analysis such as task clarity that incorporates ex-ante and ex-post task clarity sufficed in the analysis of bureaucratic performance in Ghana's civil service (Rasul et al., 2021). Variables analysed in the study are:

Technical Complexity

We included technical complexity as one of the variables that limits policy implementation in Uganda. This is because technical knowhow is a prerequisite for effective management of tasks that require unique skills to implement (Chen & Lee, 2017). Limited technical knowhow impedes implementation of technical tasks that especially cut across different sectors and require joint intervention, where failure at one level can result in total failure of the policy (Christensen, 2017). Specialised expertise at all levels with technical training and knowledge allows for a fundamental control of resources through using expert knowledge that increases the odds of successful implementation (Chen & Lee, 2017; Christensen, 2017; Mehdi Tajpour, et al., 2020). We have defined technical complexity by these codes: (1) No technical knowledge required (any senior civil servant could do this); (2) Technical knowledge is required (special education or training needed).

Coordination

The study has also analysed 'coordination' in defining challenges to policy implementation. Civil servants' job roles are usually characterised by cross-cutting and collaborative activities across government organisations (Lotta & Marques, 2020). In addition, some policies are formulated at the central (national) level, yet implementation is at the subnational or local government level, meaning that the discretionary power of local government highly influences the success of policy implementation (Hudson et al., 2019a).

The study codes coordination into three categories:
(1) Requires action from other divisions in the organisation;
(2) Requires action from other government organisations;
(3) Requires action from stakeholders outside of the government.

We hypothesise that policies with tasks that are coordinated within the organisation or ministry or department are more likely to be implemented, as compared to those policies whose tasks for successful implementation require activities from other organisations (cut across different MDAs). We also hypothesise that, if engagement is required from stakeholders outside of government, policy implementation becomes particularly challenging.

Task definition (i.e. scope)

The study has further considered task definition (scope) as another variable. It has analysed the steps required for a task or process indicator to be undertaken for successful implementation. Different tasks require different activities to be implemented with different technicalities, expertise and innovativeness (Lotta & Marques, 2020; Tajpour et al., 2020). The more activities and resulting required actions for a particular task, the harder it becomes to achieve full policy implementation. Task scope in the study is subjected to three measurement codes:

    1) Single activity;

    2) Single task with multiple steps;

    3) Bundle of tasks.

We hypothesise that, the more tasks required for successful implementation, the less likely it is that the policy will be implemented.

Target clarity

We have also included target clarity as an independent variable. This variable considers the extent to which tasks are explicitly defined to inform policy implementation. The degree of task clarity defines the targets to be achieved and hence the monitoring and evaluation process - both ex ante or ex post (Rasul et al., 2021). Civil servants are either monitored ex-ante or allowed to work at their own discretion depending on organisation behaviour and professional expertise.

Ex ante target clarity generates reliable results due to the certainty of tasks and well directed steps established to direct a policy to successful implementation (Rasul et al., 2021). However, for new policies with variably defined scope, ex post target clarity is appropriate in determining target output and setting a precedence for future related projects. This study conceptualises task or target clarity at two levels: ex ante target clarity and ex post actual achievement clarity.

We coded task scope using the following methodology:

Ex Ante Target Clarity measures how precise, specific, and measurable did the government set targets on this? Possible values:

(1) Target is undefined / is so vague it is impossible to assess what completion would mean;

(3) Target is defined, but with some ambiguity;

(5) There is no ambiguity over the target – it is precisely quantified or described.

Ex Post Actual Achievement Clarity has the following possible values:

(1) Task information is absent or so vague it is impossible to assess completion;

(3) Task information is given but there is some ambiguity over whether the target was met;

(5) Task information is clear and unambiguous.

Challenges to Policy Implementation

Finally, we have coded challenges to policy implementation encompassing all the characteristic variables described above. This navigates through all the possible bottlenecks to policy implementation as explained in the different MDAs' reports on policy implementation and as inferred from the regressed coded data. Contextualisation of policy implementation is nuanced by political set up and the pre-set operational capacity of different MDAs, creating variation in the perception of challenges to policy implementation. This therefore requires providing some leeway for MDAs to identify their own challenges using interviews and government reports to enable guided analysis. Each MDA has unique process indicators and we assess each independently, considering the scope of the studied challenges.

General challenges we identified and coded include:

(1) Awaiting action from another division, organisation or stakeholder;

(2) Lack of coordination/communication between agencies;

(3) Procurement/sourcing delays or related problems;

(4) Sequencing issue (unable to start one task until another has been completed);

(5) Lack of technical knowledge to complete activity;

(6) Delayed/non-release of funds;

(7) Unanticipated events.

Data Analysis

Using the coded data discussed in the section above, there are two quantitative subsections of this report. Subsection 1 outlines the descriptive statistics related to task completion and challenges to policy

implementation faced by MDAs in the studied policy areas. Subsection 2 quantitatively examines the drivers and mechanisms of successful policy implementation. This interfaces with qualitative interview data to illustrate the challenges to policy implementation, supporting the data analysis process.

We coded task completion on a range of scores varying from 1-5:

(1): Tasks simply not implemented or targets not achieved;

(2): A small amount of task implementation progress has been made, with implementation ranging from between 10% - 44% on average;

(3): Succeeded fairly well to implement the tasks, ranging between 45%-70%;

(4): Good performance, with task implementation ranging from 70% and above (although below 100%);

(5): Task fully implemented or targets fully accomplished and sometimes surpassed.
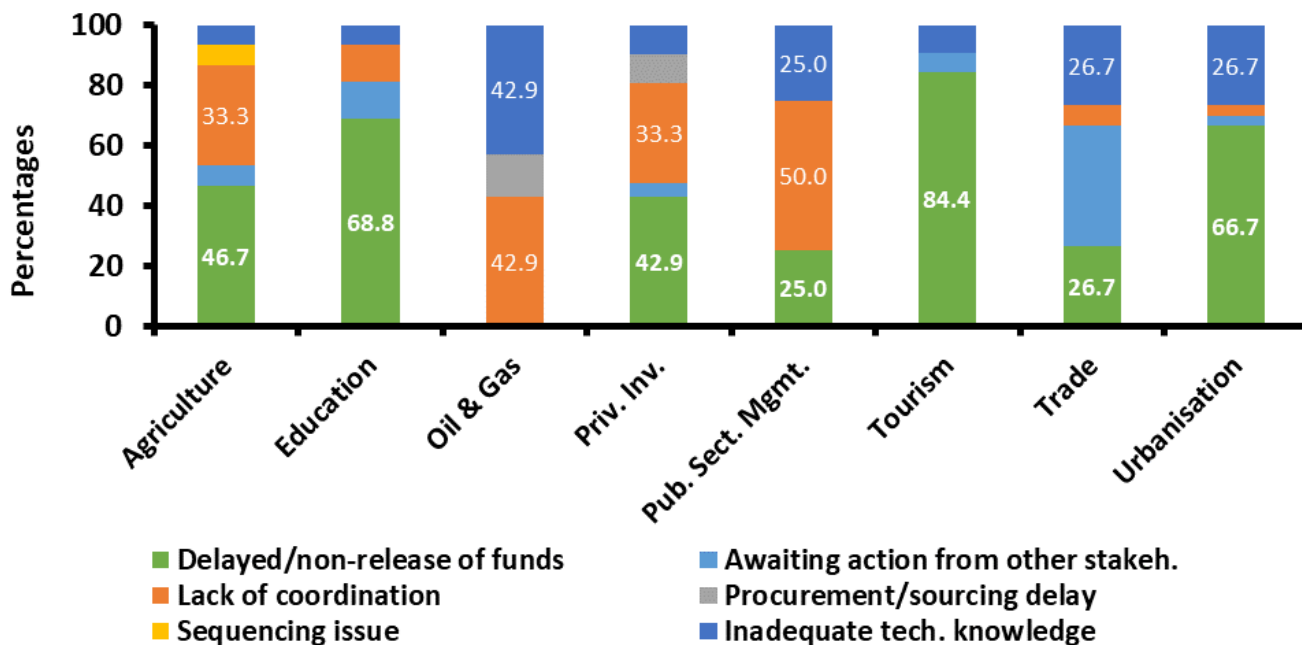
Figure 1: Task Completion Across Policy Areas
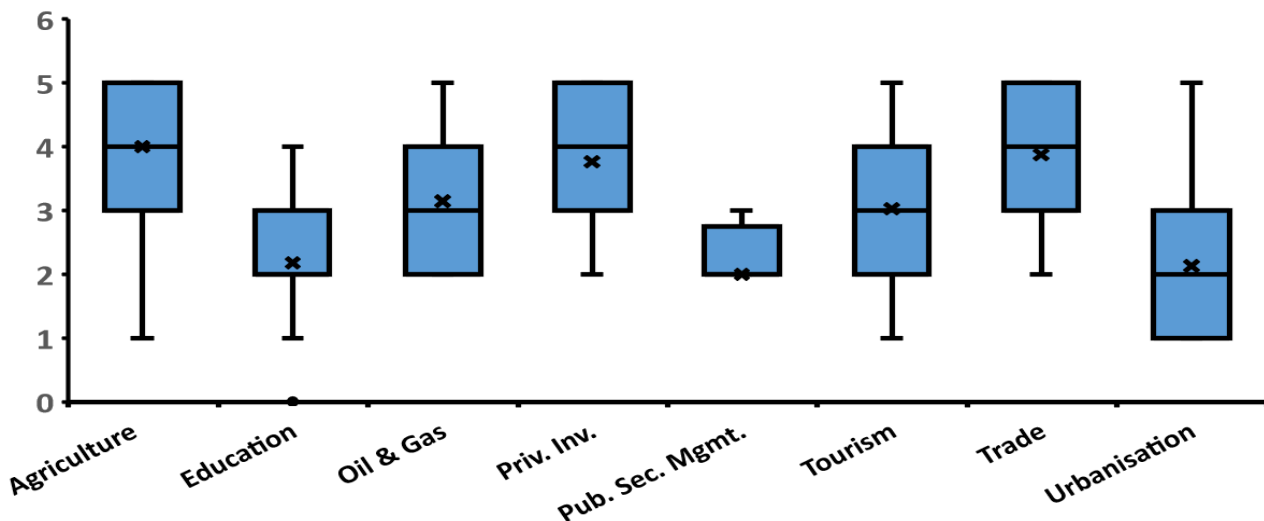
From Figure 1 above, task completion scores vary across the different MDAs. Agriculture has the highest average task completion score of 4.33 for the studied process indicators. However, completion scores are lower in the tourism (3.09), oil and gas (3.33), trade (3.75) and private investment (3.76) policy areas. On the lower end of the scale, the education and skills sector has an average task completion score of 2.45, public sector management has an average score of 2.29, and the average score for the urbanisation sector

stands at just 2.24. In other words, policies have been more effectively implemented in the agriculture and agro-processing industries, and least effectively implemented in the urbanisation area.

There are, of course, several barriers that prevent effective policy implementation in a given policy area. It is important to properly consider both the relative importance of these challenges in any given policy area, and to think about how and why these challenges vary between these policy areas.

Figure 2: Challenges to Policy Implementation in Selected Policy Areas[5]

The relative challenges to policy implementation vary across policy areas. This is highlighted in Figure 2, which demonstrates the key challenges to policy implementation across the eight areas, providing scores which denote the relative importance of each barrier. The majority of MDAs (note that we assign each policy area to one MDA responsible for implementing policies in that area) report delayed or no release of funds as the major bottleneck, with the exception of the oil and gas sector.

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[5] **Definition of the Key**
- **Delayed or non-release of funds/inadequate funds**: Analyses difference between proposed budget and the budget outturn and the time of release.
- **Lack of technical knowledge to complete the activity**: Unique or specialised skills required to accomplish a particular task.
- **Sequencing issue:** annot start until another task is completed
- **Procurement/sourcing delay or problem:** Long processes in tendering or bidding government suppliers.
- **Lack of coordination between agencies;** MDAs isolated activities on a specific policy yet the activities impact related policy outputs.
- **Awaiting action from another division:** Approvals required from other organisations for a task to be undertaken.

However, every challenge should be given attention as each one has the potential to act as a key determinant of policy implementation failure. Other challenges we identified from the data and literature include inadequate technical knowledge, inadequate coordination, awaiting action from another stakeholder or division and procurement / sourcing delays (although this latter factor appears to be the least influential).

Following the challenge of delayed / non-release of funds, inadequate coordination among MDAs in specific policy areas and a lack of technical knowledge to implement the required tasks for successful policy implementation hit hardest. The magnitude of this challenge varies across policy areas.

At this juncture, it is worth highlighting particularly pronounced challenges in certain sectors:

Agriculture and Agro-Industrialisation: In addition to delayed or non-release of funds being a key challenge to implementation (with a score of 46.7%), inadequate coordination is also identified as a major barrier to implementation in this policy area, scoring 33.3%.

Urbanisation: While the challenge of delayed or non-release of funds is prevalent across policy areas, it is particularly pronounced in the area of urbanisation. The rating of 66.7% for this specific challenge (delayed or non-release of funds) is only higher in one other policy area.

Education and skills: This is the policy area where the challenge of delayed or non-release of funds is most pronounced, scoring 68.8%.

Oil and gas: Slightly differently to other policy areas - for which the key implementation barrier is delayed or non-release of funds - our data suggests that, in the oil and gas sector, inadequate technical knowledge and lack of coordination are the main challenges, each scoring 42.9%.

Private Investment: While delayed or non-release of funds is again estimated to be the biggest implementation barrier for policies focused on private investment (scoring at 42.9%), it is worth noting that a lack of coordination also rates highly as an implementation challenge at 33.3%.

Public Sector Management: This is one of the only policy areas (together with oil and gas) for which delayed or non-release of funds is not ranked as the key challenge to policy implementation, scoring just 25.0%. Instead, a lack of coordination scored highest as a barrier, coming in at 50.0%.

Tourism: In line with most other policy areas, the biggest challenge faced in the tourism sector is delayed or non-release of funds, which we score at 66.7%. It is followed by inadequate technical knowledge, which is scored at 26.7%.

Trade: In the policy area of trade, awaiting action from another division or organisation provides the most pronounced challenge to policy implementation, which we score at 40.0%. This is followed by delayed or non-release of funds and lack of technical knowledge both rated at 26.7%.

Section 2: Correlation analysis of task completion and the characteristic variables

In this section, we undertake some simple correlation analysis in order to tentatively explore how task completion relates to various characteristics that might be expected to affect how smoothly a task can be undertaken. When analysing policy implementation more broadly, it is vital to focus on what impacts upon the potential success of the various tasks that must be performed to ensure that a policy is fully implemented. Accordingly, to support our more general goal of understanding the barriers to policy implementation in Uganda, we run a correlation analysis between task completion scores and the characteristic variables that define task completion. The characteristic variables are task scope, technical complexity, coordination, ex-ante task clarity and expost actual achievement clarity.

One important caveat to point out is that the sample size of our data is relatively small, making it difficult to generate high correlation coefficients. Accordingly, our results do not highlight particularly strong correlations between the task completion scores and the characteristic variables. While the full results of our correlation analysis can be found in the Annex, the key findings are outlined in Table 3 and Table 4 below.

Table 3 shows that task completion - a key part of policy implementation - is weakly negatively correlated with the characteristics of 'coordination required' and 'task scope'. This indicates that if a greater amount of coordination is needed to complete a task, or if the scope of a task is broader, task completion is less likely - a result which is to be expected. On the other hand, our results show a weak positive correlation between technical complexity and task completion, which is a slightly surprising outcome given that a more technical task would typically be expected to weigh on the likelihood of successful task completion. Meanwhile, ex ante target clarity and ex post actual achievement clarity are weakly positively correlated with task completion, suggesting a more clearly defined task and more defined measure of success of completing that task is positively correlated with task completion.

Table 3: Correlations between Task Completion and Determinants of Task Completion				
Coordination Required	**Task Scope**	**Technical Complexity**	**Ex Ante Target Clarity**	**Ex Post Actual Achievement Clarity**
-0.21	-0.13	0.10	0.17	0.19

Table 4, meanwhile, shows the correlations between ex ante target clarity and the other determinants of task completion. One interesting result stands out from this table - this is that ex-ante target clarity is strongly correlated with ex-post actual achievement clarity (a positive correlation coefficient of 0.84). This indicates that tasks which are clearly defined before beginning also tend to have clearly defined post-task parameters of success.

Table 4: Correlations between Ex Ante Target Clarity and Other Determinants of Task Completion				
Task Completion	**Coordination Required**	**Task Scope**	**Technical Complexity**	**Ex Post Actual Achievement Clarity**
0.17	-0.22	0.01	0.06	0.84

Reflections on Correlation Results

In Table 3, we can observe that technical complexity is weakly but positively correlated with task completion in the policy areas included in our study. The result suggests that more skilled civil servants are more likely to efficiently accomplish the tasks required for policy implementation. This can be evidenced in the 'oil and gas' policy area, where policy implementation has been hindered by weak technical capacity. Most notably, our interviews suggested that the policy target regarding employing a certain number of Ugandan citizens in the sector has not been fully achieved due to a lack of specialised skills among the domestic labour force. According to the GAPR, 2019/20, "The sector outcomes that registered negative trends over the FYs include: number of Ugandans employed as professionals in the oil and gas sector". The target number of Ugandan citizens targeted to be employed stood at 500 - at the time of the report, only 400 domestic workers were employed.

It is also worth noting that technical challenges are observed when accomplishing the tasks necessary for policy implementation in the public sector management policy area. We observe that limited capacity among the stakeholders to undertake project feasibility studies has slowed project preparation by various

MDAs, hence limiting project approval and implementation. Moreover, a key constraint is that hiring consultants with the appropriate skills to complete the tasks required to implement a project can often prove prohibitively expensive for MDAs. Other issues in this policy area that arise from a lack of technical capacity include the stalling of an installation system to monitor approved MDA projects, challenges in establishing a harmonised single interface project system, and an inability to effectively deliver trainings on the Integrated Bank of Projects (IBP)[6]. Through interviews, the study observed that PAP has only three (3) dedicated staff to IBP. Interviews suggest that these employees are too constrained to effectively give support to all MDAs that use the IBP.

Furthermore, ex ante target clarity and expost actual achievement clarity both have a positive (albeit relatively weak) correlation with task completion. The implication of this result is that well defined policy targets with clear and measurable outputs to achieve a particular policy exhibit higher chances of task completion for successful policy implementation. An example of this can be seen in the education policy area. BMAU (2019) attributed the poor performance of the Government of Uganda funded development of the Business Technical Vocational Education and Training (BTVET) programme to a lack of clear targets.

In addition to this, some policies do not have clear measurable indicators or clearly-defined periods when they should be implemented. They are ambiguously set and the relevant MDAs have not always been incentivised to assign measurable indicators to these policies, upon which performance can be measured. For instance, MAAIF is theoretically in the process of implementing policies to strengthen the fishing value chain, including improving the provision of services in the realm of standards, strengthening export procedures and providing market opportunities to key players in this industry. However, the fishing value chain was not defined in the recommendation, neither has it been defined by MAAIF. Accordingly, measurability of the recommendation, due to unclear and unspecified indicators, is challenging.

Another result worth discussing is that coordination has a negative moderate correlation with task completion. This is an intuitive result. One would expect that policies whose tasks cut across different MDAs for successful implementation are less likely to be successfully implemented. In particular, tracking task progress across different MDAs is challenging for successful implementation. For instance, in the private sector policy area, for which many MDAs are often simultaneously mandated to achieve a

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[6] IBP is a web based software system that fuses the budgeting function with the project development cycle and institutional processes and procedure to allow the government to manage its portfolio of public investment.

particular policy, the overlap in mandate has limited successful policy implementation. For instance, this has been an issue in the implementation of policies to develop the Special Economic Zones (SEZs), where there are many different government stakeholders theoretically responsible for developing these areas. These include the Uganda Investment Authority (UIA), the Uganda National Bureau of Standards, the Ministry of Trade, Industries and Cooperatives (MTIC), and the Uganda Free Zones Authority (UFZA). Based on our interviews, it appears that the overlap in mandate has led to limited monitoring and supervision of firms in SEZs, allowing firms to take advantage of many supervising bodies to escape oversight on key commitments such as employment quotas for Ugandan nationals in professional positions.

One final result to mention is that task scope has a negative moderate correlation with task completion. This is intuitive; one would expect that policies which require the completion of several tasks to be successfully implemented are harder to implement compared to single task policies.

Table 5: Correlation Analysis of Average Task Completion and Challenges to Policy Implementation

	Avg. Task Compl.	Awaiting Action from Other Division	Coordin.	Procurem.	Seq. Issue	Tech. Complex.	Delay/ Non-Release of Funds
Avg. Task Completion	1.00						
Awaiting Action from Other Division	0.48	1.00					
Coordination	0.40	-0.48	1.00				
Procurement	0.37	-0.29	0.70	1.00			
Sequencing Issue	0.42	-0.13	0.36	-0.20	1.00		
Technical Complexity	-0.38	0.16	-0.59	-0.09	-0.39	1.00	
Delay/Non-Release of Funds	-0.26	0.06	-0.36	-0.22	-0.24	0.24	1.00

Key

(red)	*Strong positive (+) correlation*
(blue)	*Strong negative (-) correlation*

Owing to the multi-item scale of the studied variables, and to validate the correlates above, we use a one-way Analysis of Variance (ANOVA) regression to determine if the differences in mean values between the groups and within the groups are indeed significant and can be interpreted differently. This is based on scores of average task completion and challenges to policy implementation.

Table 6: Analysis of Variance Between Average Task Completion & Challenges Limiting Task Completion

ANOVA

Source of Variation	SS	df	MS	F	P-value	F Crit
Between Groups	488.7	6	81.5	5.4	0.0002	2.29
Within Groups	734.1	49	15.0			
Total	1222.8	55				

The P-value of 0.0002 is less than 0.05, and is therefore statistically significant. This implies that population means of the study variables are not equal. In addition, the F- statistic (5.4) is greater than the F-critical value, confirming the significance of the results (2.29). Therefore, there is significant variation in the population means, meaning that the variables are worthy of independent assessment.

We can observe in Table 5 that the delay or non-release of funds has a positive moderate correlation with the average task completion for successful policy implementation. This is one of the most crucial barriers to policy implementation in the studied policy areas. In the tourism policy area for instance, our analysis suggests that the delay or non-release of funds has been by far the most important factor holding back policy implementation (as evidenced in Figure 2). Inadequate funds have resulted in many failed infrastructure developments in this area, which are ultimately key to enhancing long-run revenue collection in the country. The majority of the 560km of tourism roads require refurbishment, but this is constrained by limited funding. In addition to limited financing to road construction, we observe that many tourism sites lack an adequate supply of power. Moreover, the inadequacy of funds makes it challenging to collect the appropriate data required to assess developments in domestic tourism.

As noted previously, the non-release or delay of funds has further limited policy implementation in several of the other policy areas in our study, including the education sector. Vocational institutions are hit

particularly hard by this issue. A policy implementer involved in education submitted the following statement during an interview:

"Government funded technical institutions are performing poorly in meeting any policy tasks which have compromised standards, mainly due to inadequate and delayed funding. Business and Technical institutions that have a lot of improvement in their facilities mainly work with support from development partners."

Budget non-release has also weighed on policy implementation in the private sector policy area. Due to the inadequacies of budgets, there is a low level of infrastructure development in the industrial parks, hindering the full-scale operations of the investors allocated land. We have observed that industrial parks have failed to attract a pool of skilled labour, which can be partially pinned on the absence of social infrastructure such as schools, hospitals and recreation centres that is required to encourage settlement. The private sector tends to be slow at developing social infrastructure due to pessimism over performance. According to the BMAU[7] Briefing Paper 3/19, May 2019, "Even though there had been approved external financing of UGX 101.46 billion to the Development of Industrial Parks under the budget for UIA, there was no release".

Delayed or non-release of funds has also limited policy implementation in the trade policy area. For instance, we observed that, out of the 45 institutions mapped to be on the electronic single window, only 20 institutions are uploaded. This is attributed to limited funds to purchase the computer servers and the hardware. Moreover, the nontariff barrier (NTB) problem that significantly affects cargo movements and clearance has remained a challenge due in part to a lack of finance. Exporters report 294 procedural hurdles, of which 70% originate from Ugandan agencies, followed by partner states with 28% and 2% from the transiting countries (ITC, 2018). However, efforts to solve the NTBs have been stymied by the failure of the Ugandan government to pay for the source code for the electronic system that tracks NTBs for immediate response. Payment for the source code ended when TradeMark East Africa (TMEA) - an "aid for trade" organisation funded by several development partners - stopped payment of the required fees for Uganda. In addition, certification, labeling, packaging and rules of origin are among the other biggest challenges Uganda faces in cross border trade - all these issues are at least partially due to

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[7] BMAU is the Budget Monitoring and Accountability Unit. The unit sits under the Ministry of Finance, Planning and Economic Development (MoFPED). It evaluates the use of government resources invested in key priority sectors.

inadequate laboratories for testing and certifying exports (ITC, 2018). The inadequacy of laboratories for testing and certifying exports to improve trade performance is driven largely by inadequate funds.

Furthermore, the implementation of policies to enhance urbanisation has been held back by the delay or non-release of funds. Nine new cities were approved by the cabinet in May 2019, and were operationalized in FY 2019/20 to deepen urbanisation in the farthest regions of the country. The new cities are as follows: Masaka, Gulu, Mbale, Arua, Lira, Fort Portal, Mbarara, Jinja and Hoima.

However, the operationalisation of these cities, particularly with regards to infrastructure development, has been highly affected by limited financing. In spite of efforts from the Ministry of Local Government[8], the new cities do not yet have individual strategies to solicit their own revenues - a factor which has ensured that budgets remain insufficient. It is also important to note that, despite the high infrastructural requirements for the cities, the new cities created inherited municipality budgets that are insufficient for better road construction and hiring qualified staff for better service delivery. Kampala Capital City Authority (KCCA) has a high budget for road construction compared to other cities, though this is still generally deemed to be inadequate in relation to construction needs. In FY 2019/20, the second Kampala Institutional and Infrastructure Development Project [KIIDP 2] was operationalised (ABPR, 2019/20). However, outside Kampala, roads are in an insufficient state - a situation which can be largely pinned on limited or delayed financing.

Another factor which we find exerts a high influence on policy implementation is the technical complexity associated with a task. As highlighted in the correlation coefficients above, technical complexity has a strong negative correlation with average task completion for successful policy implementation. While we observe this relationship across the board, the magnitude of its effect differs across the different policy areas.

Technical challenges have greatly affected task completion in the public sector management policy area. We observe that limited capacity among the stakeholders to undertake project feasibility studies has slowed project preparation by various MDAs, hence limiting project approval and implementation. Hiring consultants to support the more technical elements of a job is typically deemed too expensive, with policymakers concerned that this recruitment could exhaust budgets before implementation has even

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[8] An Own Source Revenue Strategy - which builds upon the Domestic Resource Mobilisation Strategy - has been created by the Ministry of Local Government, but this document is yet to receive Cabinet approval.

begun. In addition, technical challenges mean that the installation system to monitor the approved projects has stalled. The expertise to establish a harmonised system as a single interface for all users is still lacking. Consequently, approved projects by the government are manually monitored during implementation which increases risks of project failure. Furthermore, there is inadequate capacity to undertake trainings in MDAs on the use of the Integrated Bank of Projects (IBP)[9]. Through interviews, the study observed that PAP has only three (3) dedicated staff to IBP. These staff are constrained and often too overwhelmed to effectively give support to all MDAs that use the IBP.

In the oil and gas policy area, our results suggest that technical complexity has been the joint-most constraining challenge to policy implementation. The study has observed that the number of Ugandans employed in the sector has remained low because they lack the required specialised skills, meaning that the employment quotas set by the government have not been met. According to GAPR 2019/20, "The sector outcomes that registered negative trends over the FYs include: number of Ugandans employed as professionals in the oil and gas sector and level of growth of investment in downstream infrastructure". The target Ugandans to be employed was 500 and only 400 could be raised."

Furthermore, technical complexity has also limited policy implementation in the urbanisation policy area. While some cities such as Kampala, Arua and Jinja have business engagement centres that work closely with the private sector to build economic resilience within the urban area, other cities have not developed these centres partly due to limited capacity to establish and manage them.

Limited technical capacity has also hindered policy implementation in the agriculture and agro-industrialisation policy area. For instance, the ratio of extension service workers to farmers is 1:1800 as opposed to the recommended 1:500. This has overwhelmed the extension service workers and limited the number of farmers who receive the service.

Another factor that we find has a significant effect on task completion in the study is coordination. Our results show that coordination has a moderate positive correlation with task completion. We find that this is a particular issue in the oil and gas policy area, acting as the joint-largest singular constraint to task completion (together with technical complexity). Many of the investors in the sector are foreign, which can increase coordination challenges. In addition, the Final Investment Decisions (FIDs) have required

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[9] IBP is a web based software system that fuses the budgeting function with the project development cycle and institutional processes and procedure to allow the government to manage its portfolio of public investment.

coordinated planning and consensus for agreements to be signed. Coordination of the different stakeholders, in addition to certain oil investors dropping out of negotiations (i.e. Tullow Oil) - and other investors entering into negotiations - has caused timelines to sign FIDs to lengthen.

Meanwhile, the lack of coordination among the MDAs designated to promote private investment has presented a key challenge to policy implementation in this policy area. Due to many MDAs steering promotion of private investments in Uganda, our study suggests that coordination and accountability for the desired outputs is often found wanting. Highlighting this issue in an interview undertaken as part of this study, a practitioner in this sector stated that:

"There are a lot of governance issues in the investment environment. Government entities have contradicting expectations which cannot easily be met. We are sometimes cleared by UIA, but closed by NEMA. Besides, the safety issues are lightly taken, yet it should be a priority and we are not sure of the concerned organisation from the many. And despite the many government entities, the parks are not conducive to both human and physical capital. Gender issues and facilities are not prioritised, neither are their eating centers nor recreation facilities."

Coordination challenges have also been observed in the urbanisation policy area. This has mainly manifested itself in the failure to integrate informal transport operators into a more formal system. In recent years, individual ownership of taxis and buses has persisted, worsening traffic jams and the disorganisation of the transport system in Kampala. A multi-modal transport strategy was developed by the World Bank (WB) in 2018, but Kampala is yet to achieve the desired outcomes. This can be partly pinned on the failure to consolidate the demands of the private transport players with the objectives of the government.

Coordination has presented a major barrier to policy implementation in the education and skills policy area, with coordination challenges most evident in the vocational institutions. Different authorities are permitted to operate these institutions and to examine the students, notwithstanding the overlapping mandates in the permitting bodies[10]. Local authorities have some degree of autonomy over the vocational institutions and how they are permitted to operate. However, vocational institutions are also required to be permitted for national registration by MoES, which has standards that are different from those of local

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[10] According to the Technical Vocational Education and Training Policy Report (2019), a number of policies fail and are not implemented due to the overlaps in the mandate of implementing institutions. It is technically difficult to attribute particular outputs to specific institutions for performance evaluation.

authorities. Moreover, UBTEB evaluates the vocational institutions to establish their suitability for national examinations with its own standards and guidelines. Some institutions may qualify at some level and fail at others, which keeps them in operation despite missing out on some requirements. This is due to limited coordination among the different institutions for a common cause, hence compromising the quality of education output and set policy standards.

A lack of coordination has also impacted the trade policy area. The study has observed that the different stakeholders often work in silos in this policy area, yet they target common policy outcomes. This is due to the desire to protect their mandate(s). For instance, when asked whether the government supported MDAs to move their services to the single window, a policy implementer submitted that:

"the government has tried, and some institutions are active on the Electronic Single Window, and they train their clients on its relevance and use. However, some institutions still want to maintain their mandate and are not easily compliant. They believe that once they submit, they have lost their authority."

The study further assessed the relationship between average task completion and the variable 'awaiting action from another division', which is observed for tasks that need to be performed across departments or agencies. We establish a strong positive correlation between these variables - i.e. task completion and awaiting action from another division. This is feasible where a department or agency or ministry has exhaustively performed its initial role which eases task completion for an awaiting entity with whom the tasks are shared. The success of task completion across the various MDAs highly depends on ex ante task clarity and expost actual achievement clarity. However, we observed that the protection of mandates across MDAs has limited policy implementation even when targets are clearly specified.

Finally, the study assessed the relationship between average task completion and procurement, establishing a strong positive correlation between these variables. This implies that the smoother the procurement processes, the higher the task completion and vice versa. In other words, delays and encumbrances in procurement processes are found to hinder successful policy implementation. The study has observed delays in procurement when securing land for private investment. The land tenure system in Uganda allows landlords to have absolute powers over land, often resulting in delays to government programs. According to the BMAU Briefing paper 27/19 (June 2017), by 30th June 2016, the development of a master plan and the Environment Impact Assessment (EIA) for Mbale Industrial and Business Park was not undertaken due to squatter conflicts. During the same year, land wrangles at the

site for the proposed Karamoja Industrial and Business Park stalled progress in completing the master plan and further developments. In addition, GAPR 2019/20 observed that the MLHUD had targeted completing the design of the National Land Valuation system by the end of FY2019/20. However, by June 2020, the procurement of a consultant required to undertake the work was still ongoing, implying that the target was not achieved.

Conclusion

Several of the policy recommendations arising from the annual Economic Growth Forum events have been incorporated into working policies by the various MDAs in Uganda. This can be evidenced by their inclusion into planning reports such as Budget Framework Papers, as well as performance reports such as the Ministerial Policy Statements and the Government Annual Performance Reports.

Nonetheless, there are a number of challenges that have impeded the successful implementation of these policies. The most significant of these challenges are the delay or non-release of funds, inadequate technical knowledge, and a lack of coordination both within and between MDAs. When thinking about how best to make sure that a new policy is effectively implemented, it is important that the MDAs responsible for ensuring the success of any new policy are aware of these key barriers, and factor their potential impact into planning processes.

Taking a step back, many EGF policies have not been successfully implemented in the policy area of Public Sector Management, as well as a few other policy areas. This requires further investigation to ensure that research is undertaken on how to properly implement any new policies. Ultimately, this should result in a more efficient allocation of economic resources, eventually boosting economic performance.

Recommendations

A study should be undertaken assessing the individual performance of various MDAs with respect to the effectiveness of policy implementation, and the challenges that impede implementation. This will provide specific information on the implementing agency or ministry, as well as allowing for the identification of areas where immediate attention in terms of restructuring and capacity building is required to enhance performance.

MDAs' performance plans must be followed by action plans showing clear and measurable objectives and outcomes. This will direct activities, minimise resource wastage and provide a guide to performance

assessment. In addition, there is need to create an efficient system for midterm monitoring and evaluation of government policies. This will re-direct and encourage MDAs to implement policies in a timely manner, as well as encouraging the timely evaluation of policy outcomes.

Given that our study finds that cross-cutting policies in MDAs are less likely to be successfully implemented due to coordination challenges, the government should ensure that there is one leading MDA responsible for implementing any given policy. This should ensure better accountability and quicker decision making for adequate policy implementation.

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