REPUBLIC OF
UGANDA

Public Administration
Country Profile

Division for Public Administration and Development Management (DPADM)
Department of Economic and Social Affairs (DESA)
United Nations

January 2004
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Uganda

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Since the National Revolutionary Movement (NRM) led by Museveni seized power in 1986 after a 5-year bush war, the NRM and its chairman, the President, dominate the political system. The NRM system was defined as a no-party system that welcomes all, who wish to contribute to building the future of the country on a new basis.

The existing parties are recognized and accepted but with strict limitations to their authorized activities (as enshrined in the 1995 Constitution), in particular elections are not based on political party campaigning. The June 2000 referendum on the choice of a political system demonstrated a strong majority for the continuation of the movement system.

Uganda suffers from rebel activities in the North (The Lord’s Resistance Army – LRA) and the West of the country (Allied Democratic Forces – ADF, and sometimes Hutu militia), which are linked to instability and conflict in neighbouring countries (Sudan, Democratic Republic of Congo).

Source: The World Factbook - Uganda

Government type
Republic

Independence
9 October 1962 (from UK)

Constitution
8 October 1995; adopted by the interim, 284-member Constituent Assembly, charged with debating the draft constitution that had been proposed in May 1993; the Constituent Assembly was dissolved upon the promulgation of the constitution in October 1995

Legal system
In 1995, the government restored the legal system to one based on English common law and customary law; accepts compulsory International Court of Justice jurisdiction, with reservations

Administrative divisions
48 districts (click here)
### 1. General Information

#### 1.1 People

<table>
<thead>
<tr>
<th>Population</th>
<th>Uganda</th>
<th>Kenya</th>
<th>Tanzania</th>
</tr>
</thead>
<tbody>
<tr>
<td>Total estimated population (000), 2003</td>
<td>25,827</td>
<td>31,988</td>
<td>36,977</td>
</tr>
<tr>
<td>Female estimated population (000), 2003</td>
<td>12,987</td>
<td>16,164</td>
<td>18,661</td>
</tr>
<tr>
<td>Male estimated population (000), 2003</td>
<td>12,840</td>
<td>15,824</td>
<td>18,316</td>
</tr>
<tr>
<td>Sex ratio (males per 100 females), 2003</td>
<td>99</td>
<td>98</td>
<td>98</td>
</tr>
<tr>
<td>Average annual rate of change of pop. (%), 2000-2005</td>
<td>3.24</td>
<td>1.45</td>
<td>1.93</td>
</tr>
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</table>

#### 1.2 Economy

<table>
<thead>
<tr>
<th>GDP</th>
<th>Uganda</th>
<th>Kenya</th>
<th>Tanzania</th>
</tr>
</thead>
<tbody>
<tr>
<td>GDP total (millions US$), 2002</td>
<td>5,866</td>
<td>12,140</td>
<td>9,383</td>
</tr>
<tr>
<td>GDP per capita (US$), 2002</td>
<td>251</td>
<td>387</td>
<td>267</td>
</tr>
<tr>
<td>PPP GDP total (millions int. US$), 2002</td>
<td>31,681</td>
<td>31,081</td>
<td>19,589</td>
</tr>
<tr>
<td>PPP GDP per capita(int. US$), 2002</td>
<td>1,354</td>
<td>992</td>
<td>557</td>
</tr>
</tbody>
</table>

Notes:
1. Estimate is based on regression; other PPP figures are extrapolated from the latest International Comparison Programme benchmark estimates (for Tanzania: Data refer to mainland Tanzania only)
### 1.3 Public Spending

<table>
<thead>
<tr>
<th></th>
<th>Uganda</th>
<th>Kenya</th>
<th>Tanzania</th>
</tr>
</thead>
<tbody>
<tr>
<td>Education (% of GNP), 1985-1987</td>
<td>3.5i</td>
<td>7.1</td>
<td>..</td>
</tr>
<tr>
<td>Education (% of GNP), 1995-1997</td>
<td>2.6ii</td>
<td>6.5</td>
<td>..</td>
</tr>
<tr>
<td>Health (% of GDP), 1990</td>
<td>..</td>
<td>2.4</td>
<td>1.6</td>
</tr>
<tr>
<td>Health (% of GDP), 1998</td>
<td>1.9</td>
<td>2.4</td>
<td>1.3</td>
</tr>
<tr>
<td>Military (% of GDP), 1990</td>
<td>2.5</td>
<td>2.9</td>
<td>2ii</td>
</tr>
<tr>
<td>Military (% of GDP), 2000</td>
<td>1.8</td>
<td>1.8</td>
<td>1.3vi</td>
</tr>
<tr>
<td>Total debt service (% of GDP), 1990</td>
<td>3.4</td>
<td>9.3</td>
<td>4.2</td>
</tr>
<tr>
<td>Total debt service (% of GDP), 2000</td>
<td>2.6</td>
<td>4.6</td>
<td>2.4</td>
</tr>
</tbody>
</table>

Notes: i Data refer to a year or period other than that specified; ii Data refer to the ministry of education only; iii 1991; iv 1999

### 1.4 Public Sector Employment and Wages

#### Data from the latest year available

<table>
<thead>
<tr>
<th></th>
<th></th>
<th></th>
<th></th>
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<th></th>
</tr>
</thead>
<tbody>
<tr>
<td><strong>Civilian Central Government</strong></td>
<td>(.000)</td>
<td>..</td>
<td>36.4</td>
<td></td>
<td></td>
</tr>
<tr>
<td>(% pop.)</td>
<td>..</td>
<td>0.18</td>
<td>0.30</td>
<td>0.38</td>
<td>0.46</td>
</tr>
<tr>
<td><strong>Sub-national Government</strong></td>
<td>(.000)</td>
<td>..</td>
<td>34.85</td>
<td></td>
<td></td>
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<tr>
<td>(% pop.)</td>
<td>..</td>
<td>0.17</td>
<td>0.30</td>
<td>0.38</td>
<td>0.46</td>
</tr>
<tr>
<td><strong>Education employees</strong></td>
<td>(.000)</td>
<td>..</td>
<td>93.46</td>
<td></td>
<td></td>
</tr>
<tr>
<td>(% pop.)</td>
<td>..</td>
<td>0.46</td>
<td>0.62</td>
<td>0.78</td>
<td>0.91</td>
</tr>
<tr>
<td><strong>Health employees</strong></td>
<td>(.000)</td>
<td>..</td>
<td>8.0</td>
<td></td>
<td></td>
</tr>
<tr>
<td>(% pop.)</td>
<td>..</td>
<td>0.04</td>
<td>0.29</td>
<td>0.20</td>
<td>0.62</td>
</tr>
<tr>
<td><strong>Police</strong></td>
<td>(.000)</td>
<td>..</td>
<td>15.5</td>
<td></td>
<td></td>
</tr>
<tr>
<td>(% pop.)</td>
<td>..</td>
<td>0.07</td>
<td>0.07</td>
<td>..</td>
<td>0.30</td>
</tr>
<tr>
<td><strong>Armed forces</strong></td>
<td>(.000)</td>
<td>50</td>
<td>35</td>
<td></td>
<td></td>
</tr>
<tr>
<td>(% pop.)</td>
<td>..</td>
<td>0.26</td>
<td>0.16</td>
<td>0.26</td>
<td>0.31</td>
</tr>
<tr>
<td><strong>SOE Employees</strong></td>
<td>(.000)</td>
<td>..</td>
<td>..</td>
<td>..</td>
<td>13.1</td>
</tr>
<tr>
<td>(% pop.)</td>
<td>..</td>
<td>..</td>
<td>..</td>
<td>..</td>
<td></td>
</tr>
<tr>
<td><strong>Total Public Employment</strong></td>
<td>(.000)</td>
<td>..</td>
<td>..</td>
<td>..</td>
<td>..</td>
</tr>
<tr>
<td>(% pop.)</td>
<td>..</td>
<td>..</td>
<td>..</td>
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</tr>
</tbody>
</table>

#### Wages

<table>
<thead>
<tr>
<th>Wages</th>
<th>(% of GDP)</th>
<th>(% of exp)</th>
<th>(,000 LCU)</th>
<th>(,000 LCU)</th>
</tr>
</thead>
<tbody>
<tr>
<td>Total Central gov't wage bill</td>
<td>7.9</td>
<td>6.1</td>
<td>28.9</td>
<td>26.4</td>
</tr>
<tr>
<td>Total Central gov't wage bill</td>
<td>..</td>
<td>..</td>
<td>6.9</td>
<td>5.4</td>
</tr>
<tr>
<td>Average gov't wage</td>
<td>1,806</td>
<td>4.8</td>
<td>2.8</td>
<td>4.4</td>
</tr>
</tbody>
</table>

Source: World Bank - Public Sector Employment and Wages

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3 UNDP - Human Development Report 2002
4 Data refer to total public expenditure on education, including current and capital expenditures.
5 As a result of a number of limitations in the data, comparisons of military expenditure data over time and across countries should be made with caution. For detailed notes on the data see SIPRI (2001).
6 Averages for regions and sub regions are only generated if data is available for at least 35% of the countries in that region or sub region.
7 Excluding education, health and police - if available (view Country Sources for further explanations).
Since the National Revolutionary Movement (NRM), led by Museveni, seized power in 1986 after a 5-year bush war, the NRM and its chairman, the President, dominate the political system. The NRM system was defined as a no-party system that welcomes all who wish to contribute to building the future of the country on a new basis. The existing parties are recognized and accepted but with strict limitations to their authorized activities (as enshrined in the 1995 Constitution), in particular elections are not based on political party campaigning. The June 2000 referendum on the choice of a political system demonstrated a strong majority for the continuation of the movement system.


The present Parliament of Uganda was created by the 1995 Constitution. It replaces a transitional body of appointees created by the National Resistance Movement (the NRM) following its victory in the civil war. Uganda now has a mixed system with a strong president who is elected nationally and has the power to appoint ministers. Members of parliament are separately elected.


2.1 Legislative Branch

The present Parliament of Uganda was created by the 1995 Constitution. It replaces a transitional body of appointees created by the National Resistance Movement (the NRM) following its victory in the civil war. Uganda now has a mixed system with a strong president who is elected nationally and has the power to appoint ministers. Members of parliament are separately elected.

Since Uganda officially has an official “no party” system in which party electioneering was formally banned, the NRM disavows the title of political party although its members dominate elective offices. Because parties do not officially exist, official figures on the party balance in parliamentary seats are not available, but the group sometimes called “multi-partyists” never numbered more than a handful.

The Constitutional position of Parliament is relatively weak with respect to the power of the purse, but quite strong in other areas. Parliament cannot unless the bill or motion is introduced on behalf of government - proceed on a bill or amendment that taxes, spends public funds, or borrows in the name of Uganda. Its constitutional role is thus quite limited in taxing and spending measures. Indeed in the pre-1997, that role was largely limited to passing budgets presented on short notice and approving after they occurred expenditure over-runs presented to them by the government. It also has audit powers, but in the pre-1997 period auditing of executive expenditures ran years behind.

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7 Inter-Parliamentary Union - Women in National Parliaments
The general lawmaking powers are similar to those found in many other nations. Bills can be introduced by the government, by committees and by private members. A committee system is specified to consider legislation. That system, according to the member who introduced the measure to create it, was based on observation of American legislatures including those in the states, and the authors hoped that it would develop into a similar system dividing legislative labor. Bills passed by Parliament can become law with the President’s approval, or over his opposition with a two-thirds vote.

In the area of oversight, Parliament has substantial potential power over ministers. It has the commonly found legislative power to confirm ministerial appointments. And, less common, it can censure ministers by majority vote, and censure means removal from office.

Parliament through its committees has another power that can be combined with the above to give it a potentially larger role in oversight. Committees have a large grant of authority to get information out of government: the power to call public officials (including ministers) before them, to compel them to provide information, and to produce documents.


2.2 Executive Branch

cabinet: Cabinet appointed by the president from among elected legislators
elections: President reelected by popular vote for a five-year term; election last held 12 March 2001 (next to be held 2006). First popular election for president since independence in 1962 was held in 1996. Prime minister appointed by the president

The Executive of the country is headed by the President and assisted by the Vice President, Prime Minister and Cabinet Ministers.

The President of Uganda is the Head of State, Head of Government and Commander-in-Chief of the Uganda Peoples’ Defence Forces and the Fountain of Honour. The executive authority of Uganda is vested in the President and is exercised in accordance with this Constitution and the laws of Uganda. A person cannot be elected under this Constitution to hold office as President for more than two terms.

With the approval of Parliament by a simple majority, the president appoints a vice-president. The Cabinet consists of the President, the Vice-president and such number of Ministers as may appear to the President to be reasonably necessary for the efficient running of the State. The President also appoint the.

Cabinet Ministers are appointed by the President Cabinet with the approval of Parliament from among members of Parliament or persons qualified to be elected members of Parliament. The total number of Cabinet Ministers may not exceed twenty-one except with the approval of Parliament.

The President may, with the approval of Parliament, appoint other Ministers to assist Cabinet Ministers in the performance of their functions.

The President also appoints a Director of Public Prosecution on the recommendation of the Public Service Commission and with the approval of Parliament.

Source: The Constitution of the Republic of Uganda
2.3 Judiciary Branch

The Judiciary is a distinct and independent arm of Government entrusted with judicial authority, and mandated to administer and deliver justice to the people of Uganda. It plays a fundamental role in the promotion of law and order, human rights, social justice, morality and good governance.

The independence of the Judiciary is guaranteed by the constitution in a number of its provisions regarding among others, the appointment, removal, salary and other conditions of service of judicial officers. The core of the Judiciary's independence is the absence of any interference for the Executive or the Legislature in judicial decisions.

The key function of the Judiciary is the adjudication of civil and criminal cases. In addition, it interprets the constitution and gives effect to its provisions, as well as providing the expertise in interpreting of the laws. Further, the Judiciary performs other related duties in promotion of human rights, social justice and morality.

Article 126 of the Constitution vests judicial power in the Judiciary to be exercised in conformity with law and with values, norms and aspirations of the people. The provision sets the principal upon which the courts may exercise that power. The courts now have an indomitable challenge to administer justice in the interest of the people having regard to their norms values and aspirations. The Judiciary is, therefore, granted both administrative and financial independence to carry out its responsibilities impartially and justly.

Article 128 makes it clear that the courts are not subject to the control or direction of any person or authority. No person can interfere with the courts in the exercise of their functions. All organs of the State are required to give the courts the assistance necessary to make them efficient. All expenses of the Judiciary are charged on the consolidated fund. The Judiciary is now self-accounting institution and deals directly with the Ministry of Finance. Salaries and allowances of judicial officers are fixed by parliament and cannot be varied to their disadvantage.

Source: Republic of Uganda - Courts of Judicature

2.4 Local Government

Central Government centralized almost all powers until 1993 when Parliament enacted the Local Governments (Resistance Councils) Statute and functions, powers and services were gradually transferred from the central government to the local governments. Before decentralization, the central government decided how funds were to be utilized and remitted them directly to the departments in the district, with the district authorities having no control over their use.

The legal reforms or supporting legislation for decentralization begun with the 1987 statute, followed by the Local Governments (Resistance Councils) Statute, 1993. These laws were later entrenched in the 1995 Constitution and further expanded by the Local Governments Act, 1997. The law provides for the district to be a unit of local government or sub-government, with the functions for the central and local government clearly spelt out.

The Ministry of Local Government oversees local governments’ administration. In June 2003, there were 44 district councils (LCV) and one city (Kampala City Council).
that exercise the powers of a district council. Kampala City Council has 5 divisions that constitute lower local governments’ sub-county councils. The rural districts' lower level governments comprise 903 sub-county councils (LCIII) and 63 urban councils with some autonomy from the district. The urban councils comprise 13 municipal councils (LCIV), with 34 municipal divisions and 50 town councils (LCIII). In addition, there are administrative of County Councils (LCIV), Parish Councils (LCIII) and Village Councils. There are currently 1,050 local governments.

In the administrative structure, a district is subdivided into Counties and Municipalities or Towns depending on their size and other criteria set by the Ministry of Local Government. Every County is further subdivided into sub-counties, while municipalities are subdivided into divisions. The Sub-Counties, Divisions and Towns are further subdivided into Parishes and Wards, respectively. The Parishes and Wards are further subdivided into villages, which are the lowest administrative units.

Councilors are elected on individual merit and not based on political party affiliation at all the above levels running from LCI (village) to LCV (district/city). The LCIII, LCV and some LCIV (municipality councils) are local governments, while the others are administrative units. Local governments in Uganda have legislative, financial and administrative powers. On the other hand, the administrative units largely have administrative roles. The law requires that the total number of councilors must not be less than 10, and their terms last four years.

The electoral areas in a district are LCIIIs, which comprise sub-counties, municipal divisions, city divisions and town councils. As for local governments such as sub-counties, municipal divisions, city divisions and towns, every parish or ward is an electoral area for the relevant local government council. If an electoral area is very large, the Act provides for its subdivision into more electoral areas, depending on the number of inhabitants, means of communication, geographical features and population density.

As required by the Local Government (Resistance Councils) Statute 1993 and Legal Notice Supplement 1 of 1994, District Service Commissions are mandated to appoint, confirm, promote, and discipline all employees of the district and urban councils.

3. The State and Civil Society

3.1 Ombudsperson
The Inspectorate of Government is an independent institution charged with the responsibility of eliminating corruption and abuse of office. It reports to Parliament and has the function of promoting and ensuring strict adherence to the rule of law and principles of natural justice in administration. It is also the national Ombudsman of Uganda.

Source: Inspector General of Government of Uganda

3.2 NGOs
There are a number of NGOs, civil society organizations and donors who supplement government effort in enforcing ethical behaviour. Transparency International (Uganda), Uganda Human Rights Initiatives, Action for Development, Legal Aid, Centre for Conflict Resolution, Church of Uganda Life Ministries, Community Concern, Uganda Private Midwives Association, National Association of Women's Organization in Uganda, Safe Motherhood Initiatives, Uganda Joint Christian Council, Uganda Catholic Secretariat and the United Nations High Commissioner for Refugees are among the many organizations mentioned in this work.

In the Ugandan case, where national budgets are heavily funded by donor agencies, donors play a big role in enforcing ethical behaviour. Donors insist on accountability of funds given before they can release more funds. Donors sometimes also insist on good governance, policy adjustment and commitment as conditions before the release of funds. As a result of all these measures, Uganda has won recognition as a country in the forefront in the fight against unethical behaviour. Transparency International has identified Uganda as one of the leading countries in Africa to seriously fight corruption. The World Bank and UNDP have also recognized this fact.

Source: UNDESA - Public Service Ethics in Africa (2001)

3.3 Civil Society
Uganda has some relatively well developed interest groups thanks to entrepreneurial leaders, the efforts of people in common situations to organize, and the support of outside donors. Women’s issues as well as those of other marginalized groups are articulated by FOWODE and other groups. The National Resistance Movement government has encouraged groups of the handicapped. Foreign donors have supported NGOs concerned with human rights. The Uganda Law Society forms an effective voice for the legal profession. And the Uganda Local Authorities Association and others speak for sub-national governments. While the number of these groups is relatively small, and few penetrate deeply into the countryside at the village level, they do speak for significant groups and interests and have shown that they can make use of opportunities for public participation provided by legislative forums.


Originally, Uganda had only one radio station, which was controlled by the government. Today, there are over 28 private FM stations. The print media were also dominated by the government. Today, there are a number of newspapers that are free to print and inform the public. Both the print and electronic media play a very important role in informing the public about unethical behaviour that takes place.
Prominent among these are Radio Buganda and Radio Simba. Even the President of the country has been forced to try to answer for some of the unethical government conduct against which they have brought up information. The Monitor newspaper has also been keen in raising public awareness about corrupt tendencies in government and the army and among ministers. Uganda Confidential, also leading in this endeavour, has been harassed through the Courts of Law. Usually, its editor has been acquitted.

The absence, however, of a strong civil society has led the government to ignore and seldom punish those caught in corrupt acts. These officers have just been retired, dismissed or pensioned off instead of being prosecuted. The electorate is composed of people predominantly of peasant background who live in rural areas and often watch in disbelief, without acting. An erring leader from such a region is not afraid to return to it because he or she will not likely be sanctioned or ostracized.

Source: UNDESA - Public Service Ethics in Africa (2001)
4. Civil Service

The Government of Uganda set up the Public Service Review and Reorganisation Commission (PSRRC) in 1989 to examine and make recommendations on the public service. On the basis of the recommendations of the Commission, Government launched a Civil Service Reform Programme in 1992. Before the results of the reviews could be implemented, a new Constitution was promulgated in October 1995 and later the Local Governments Act 1997. The new Constitution further devolved functions to local government with the emphases that the central ministries would remain only with policy, supervision, monitoring/inspection and standard setting functions. In November 1997, the Government of Uganda launched another five year programme for Uganda Public Service Reform covering the period 1997-2002.

Source: Regional consultative workshop - Civil Service Reform in Southern and Eastern Africa

The Ministry of Public Service is responsible for the management of the Public Service. The political leadership of the Ministry comprises the Minister, Minister of State (General Duties) and Minister of State (Pensions).

Source: Ministry of Public Service

4.1 Legal basis

The 1995 Constitution of the Republic of Uganda provides for Public Service Commission. According to the Constitution the functions of the Commission are, inter alia, to:

- Appoint, promote and exercise disciplinary control over persons holding office in the public service of Uganda as provided in article 172 of the Constitution. Which provides that the President may, acting in accordance with the advice of the Public Service Commission, the Education Service Commission or the Health Service Commission as the case may be, appoint persons to hold or act in any office in the public service of Uganda of the rank of Head of Department or above other than those referred to in article 200.

- Review the terms and conditions of service, standing orders, training and qualifications of public officers and matters connected with personnel management and development of the public service and make recommendations on them to Government.

Source: The Constitution of the Republic of Uganda

The Public Service is regulated by Standing Orders, which bars individuals from being fully employed in two positions in the public service.

4.2 Appointment

In a survey conducted by K2 Consult for the Inspectorate of Government in March 2003, a minority (15%) of respondents in the public sector admitted that elected officials, their appointees or political party officials influenced either recruitment or promotions in their organization. 32% in the public sector claimed not to know and it is assumed on the basis of informal discussion that a large proportion of these are in fact “yes” responses. Only 53% of the respondents in the public sector said definitely that elected officials, their respondents or political party officials did not have any influence.
The high percentage of respondents in the public sector who claimed not to know suggests that some employees feared to answer the question.

It was noted that at district level civil servants are cautious not to annoy or embarrass any council member. The effect of decentralization has been to make staff of district departments more vulnerable to such influences. District officials no longer have the option of transfer to another district or promotion to headquarters of line Ministries. A corollary of this is that at district level civil servants are more exposed to pressures from district political cliques or individuals.

Formally speaking the main criterion for promotion was claimed to be work performance. While a majority stated that promotion was based on performance, a minority cited other criteria. These included the fact that promotion depended on posts at higher levels becoming vacant due to the retirement or resignation of their holders. Secondly promotion depends on the individual having the right qualifications for higher posts.

Lastly some said that they did not know since no promotions had been made since they were with the service. Nearly 6% in the public sector said that there had been no promotions. In the course of informal discussion it was also claimed that many remain in acting capacities for long due to anomalies and inefficiency arising from decentralization.

The informants interviewed represented various grades of employees. Performance was singled out as a basis for promotion by 74% respondents from the public sector. Other factors such as favors by supervisors which included providing gratification/gifts, and political connections reportedly plays only a small role in consideration for promotion. Less than 5% in public sector thought this was the most important factor in gaining promotions.

It was observed that in the course of formation of new districts the possibilities for promotion have been reduced, since the staff establishments of most departments are small. In some the establishment is only of one or two professionals. This reinforces the perception described above that promotions can only be effected if someone leaves.

Although performance is said to be the most important factor for promotion, it has to be pointed out that until recently length of service was equally if not more important in the civil service. However the current introduction of Results Oriented Management (ROM) in selected Ministries and districts will eventually supercede this method. Qualifications are also beginning to feature more prominently as a basis for promotion in public sector thus encouraging civil servants to go for further education while in service.

Source: Inspectorate of Government - Second National Integrity Survey

4.3 Remuneration

There has been a realization that public service salaries have been very low with inequitable distribution of allowances and non-monetary benefits. This has had a negative impact on the performance of public servants, increased absenteeism and decreased commitment. The multitude of allowances had also created problems in terms of defining when they should be paid, methods of payment, administrative complexity and scope of abuse. The government decided to correct these irregularities and improve transparency through a number of measures. These were:

- The monetization of non-monetary benefits;
The consolidation of all allowances in a single salary figure that constituted the total remuneration of the public servant;

The rationalization of overall and within group remuneration differentials through the reform of the overall salary structure; and

The phased introduction of adequate levels of remuneration in the public service.

Action was also taken to remove internal and external inconsistency in the salary structure, which has been characterized by excessive compression. This was particularly the case in the middle ranges of the professional and managerial cadres. There were great anomalies within and across ministries and services, especially in the traditional civil service; staff working in districts; prison and police; the teaching service; and local urban authorities. It also became necessary to address the inadequate annual increments and length of scale to improve the incentive structure. Lastly, it was necessary to define benchmark jobs, representing the different levels of the structure as a guide to job evaluation.

The monetization of benefits, particularly housing and transport allowances, introduced greater accountability and fairness in allocation of such benefits. It also improved equity between employees of the same grade, reduced the scope of abuses and gave employees more choice in terms of how to use their incomes. Monetization also gave the government a clear picture of budgeted expenditure on personal emoluments. The government also made a major policy change with respect to vehicle use and housing, which provided the framework for monetization and non-monetary benefits.

Source: UNDESA - Public Service Ethics in Africa (2001)

4.4 Training

The training policy of The Department of Human Resource Development (Ministry of Public Service) emphasizes that training in the Public Service should be practical, relevant, coordinated and that the scarce resources allocated to the training functions be properly targeted to address the needs of the Public Service.

Funds for implementation of the 1st Year Strategic Plan of the 3 Year Training Plan has been secured. Training providers were identified to train 3,553 Public Officers.

Source: Ministry of Public Service - Department of Human Resource Development

4.5 Gender

Uganda has a proactive policy to ensure gender balance at every level of decision-making and to ensure that women are active partners in development. In the aforementioned survey respondents were therefore asked to what extent gender was a factor in recruitment and promotion in their own organization.

In public sector 48% of informants reported that gender influences recruitment in their organizations, while 46% said it does not. 8% did not know. In view of the government policy of assuring gender balance, women are actively sought to fill vacancies. Often however a suitable female candidate is not available. While the principle of gender balance is also praiseworthy to deal with imbalances, it is also possible that in the long run, over time, it may diminish the alternative traditional standard of recruiting on merit. However, due to the Government Gender Balance Policy, there are more women managers and officers in public sector and NGOs than ever before.
In public sector, 62% of the respondents reported that there is no difference between women and men of the same qualifications when it comes to promotions, whereas 23% claim that women are more likely to be promoted than men. This is because government policy of gender balance gives them preferential consideration.

It has to be pointed out that the fact that the large majority of those interviewed were male may have influenced perceptions towards a larger proportion considering that women have an advantage both in recruitment and promotion.

Source: Inspectorate of Government - Second National Integrity Survey
5. Ethics and Civil Service

5.1 Corruption

2003 CPI Score relates to perceptions of the degree of corruption as seen by business people and country analysts and ranges between 10 (highly clean) and 0 (highly corrupt).

<table>
<thead>
<tr>
<th>Rank</th>
<th>Country</th>
<th>2003 CPI Score</th>
<th>Surveys Used</th>
<th>Standard Deviation</th>
<th>High-Low Range</th>
<th>Number Inst.</th>
<th>90 percent confidence range</th>
</tr>
</thead>
<tbody>
<tr>
<td>1</td>
<td>Highly clean</td>
<td>9.7</td>
<td>8</td>
<td>0.3</td>
<td>9.2 - 10.0</td>
<td>4</td>
<td>9.5 - 9.9</td>
</tr>
<tr>
<td>55</td>
<td>Uganda</td>
<td>2.2</td>
<td>6</td>
<td>0.7</td>
<td>1.8 - 3.5</td>
<td>6</td>
<td>1.9 - 2.8</td>
</tr>
<tr>
<td>133</td>
<td>Highly corrupt</td>
<td>1.3</td>
<td>8</td>
<td>0.7</td>
<td>0.3 - 2.2</td>
<td>6</td>
<td>0.9 - 1.7</td>
</tr>
</tbody>
</table>

Source: Transpareny International - Corruption Perceptions Index 2003

**Surveys Used:** Refers to the number of surveys that were used to assess a country's performance. 17 surveys were used and at least 3 surveys were required for a country to be included in the CPI.

**Standard Deviation:** Indicates differences in the values of the sources. Values below 0.5 indicate agreement, values between 0.5 and c. 0.9 indicate some agreement, while values equal or larger than 1 indicate disagreement.

**High-Low Range:** Provides the highest and lowest values of the sources.

**Number Institutions:** Refers to the number of independent institutions that assessed a country's performance. Since some institutions provided more than one survey.

**90 percent confidence range:** Provides a range of possible values of the CPI score. With 5 percent probability the score is above this range and with another 5 percent it is below.

In order to eliminate corruption and the abuse of office, The Inspectorate of Government, within which the Inspector General of Government (IGG) operates, was created in 1986, after the assumption of power by the National Resistance Movement and its status formalized by Statute 2 of 1988.

It was established as a constitutional office according to the provisions of the 1995 Constitution of the Republic of Uganda. It has particular responsibility for working towards the elimination of corruption and abuse of public office and promoting and ensuring adherence to the rule of law. It has powers to investigate, arrest or cause the arrest and prosecution of individuals found to be involved in corrupt practices.

Earlier legislation has subsequently been replaced by the Inspectorate of Government Act of 2002. Under this Act the Inspectorate of Government is mandated to investigate any breaches in the rule of law, corruption, abuse of office, occasioning injustice and neglect of duty by persons in public offices. Furthermore it has responsibility for enforcement of the Leadership Code of Conduct that was strengthened and formalized by the Leadership Code Act 2002 (click here).

Not only the social and cultural environment, but also loopholes in current legislation, accompanied by weak sanctions make the elimination or even substantial reduction of corruption more problematic. The mandate of the IGG appears to be simple, clear and comprehensive and there is considerable agreement on the theoretical parameters of corruption, but the law as it presently stands is less precise. Thus, the IGG is confronted with obstacles and constraints to prosecution.

Source: Inspectorate of Government - Second National Integrity Survey
5.2 Ethics

Corruption has become a critical and pervasive issue for Government of Uganda. Efforts have been made to tackle this problem, e.g. the Ssebutinde report on the police force and the plan of action of the Ministry of Ethics and Integrity. In July 2000, the President launched the Government Strategy and Plan for Action to fight Corruption and Build Ethics and Integrity in Public Office and created the institutions to implement the plan but the programme is still lacking adequate resources.


This Leadership Code of Conduct and a number of new institutions have been created to provide overall guidance and set standards in public service ethics and integrity.

Directorate of Ethics and Integrity

This is a fairly new Directorate in the Office of the President. Among other things, it is responsible for the formulation of policies, strategies and frameworks and to establish ethical standards that apply to government and public officials and professional bodies to fight corruption. It is also expected to monitor the implementation of recommendations made by anti-corruption agencies and streamline anti-corruption laws. It advises on interventions, conducts public awareness campaigns, lobbies for the introduction of courses on ethics and integrity in the school curricula and other training programmes. The present Minister has tried very hard to build solidarity, collaboration and networks with civil society, cultural institutions and religious leaders in her endeavours to fight the problem.

The Service Commissions

The Constitution has created Service Commissions, the mandates of which include, among other things, to research, analyze, develop and establish national standards for the services regarding ethics and conduct, disciplinary control and recruitment and appointment procedures. These Commissions include the Public Service Commission, the Education Service Commission, the Judicial Service Commission and the Health Service Commission. (Constitution: Articles 146, 165, 167, 169). These Commissions have terms and conditions that guide the ethical behaviour of the staff they employ.

Source: UNDESA - Public Service Ethics in Africa (2001)

The Road Ahead

Although considerable efforts have been made to raise awareness, to build efficient anti-corruption institutions, to increase accountability, and to introduce specific laws to control and prevent corrupt practices, a great deal remains to be accomplished. At this stage there is a urgent need to strengthen the integrity, effectiveness and efficiency of the governmental institutions fighting corruption. This can be achieved by providing those institutions with the necessary legal and practical tools to detect, investigate, prosecute and convict corrupt individuals within and outside of the institution. In addition, the civil society and media will be empowered by initiatives to increase public awareness about the costs and the negative effect of corruption as well as the efforts undertaken by the government in order to fight it.

Source: UN Office on Drugs and Crime - Uganda Project

In March 2003, Hon. Minister of State for Ethics and Integrity gave a speech on the implementation of the government's "Strategy and Plan of Action to Fight Corruption and Rebuild Ethics and Integrity in Public Office". The majority of the speech is a summary of the government's measures, successes and achievements in the priority areas in the 2000-03 anti-corruption plan and strategy. In the final part though, the
Minister mentions a number of significant "constraints to combating corruption" in Uganda, but it is difficult to evaluate to which degree these constraints have offset the successes in the priority areas.

Source: Utstein Anti-Corruption Research Centre & Minister of State for Ethics and Integrity
6. e-Government

**e-Government Readiness Index:**
The index refers to the generic capacity or aptitude of the public sector to use ICT for encapsulating in public services and deploying to the public, high quality information (explicit knowledge) and effective communication tools that support human development.
The index is comprised of three sub-indexes: Web Measure Index, Telecommunications Infrastructure Index and Human Capital Index.

**Web Measure Index:**
A scale based on progressively sophisticated web services present. Coverage and sophistication of state-provided e-service and e-product availability correspond to a numerical classification.

**Telecommunications Infrastructure Index:**
A composite, weighted average index of six primary indices, based on basic infrastructural indicators that define a country's ICT infrastructure capacity. Primary indicators are: PC’s, Internet users, online population and Mobile phones. Secondary indicators are TVs and telephone lines.

**Human Capital Index:**
A composite of the adult literacy rate and the combined primary, secondary and tertiary gross enrolment ratio, with two thirds of the weight given to adult literacy and one third to the gross enrolment ratio.

**e-Participation Index:**

Refers to the willingness, on the part of the government, to use ICT to provide high quality information (explicit knowledge) and effective communication tools for the specific purpose of empowering people for able participation in consultations and decision-making both in their capacity as consumers of public services and as citizens.

**e-information:**

The government websites offer information on policies and programs, budgets, laws and regulations, and other briefs of key public interest. Tools for disseminating of information exist for timely access and use of public information, including web forums, e-mail lists, newsgroups and chat rooms.

**e-decision making:**

The government indicates that it will take citizens input into account in decision making and provides actual feedback on the outcome of specific issues.

**e-consultation:**

The government website explains e-consultation mechanisms and tools. It offers a choice of public policy topics online for discussion with real time and archived access to audios and videos of public meetings. The government encourages citizens to participate in discussions.
### 7.1 National sites

<table>
<thead>
<tr>
<th>Authority</th>
<th>Topic</th>
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<tr>
<td>Government</td>
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<td>Uganda Web Portal</td>
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### 7.2 Miscellaneous sites

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<td>International Labour Organization (ILO) - NATLEX</td>
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