



THE REPUBLIC OF UGANDA

POLICY PAPER ON THE TRANSFORMATION OF THE UGANDA PUBLIC SERVICE

MINISTRY OF PUBLIC SERVICE

MARCH 2011

Acronyms

DEI	Directorate of Ethics and Integrity
FY	Financial Year
GoU	Government of Uganda
ICT	Information and Communication Technology
LC	Local Council
MDG	Millennium Development Goals
MoFPED	Ministry of Finance Planning and Economic Development
MoLG	Ministry of Local Government
MoPS	Ministry of Public Service
MTEF	Medium Term Expenditure Framework
NIMES	National Integrated Monitoring and Evaluation System
OOB	Output Oriented Budgeting
PEAP	Poverty Eradication Action Plan
PSTTs	Public Service Transformation Teams
ROM	Result Oriented Management
SWAP	Sector Wide Approach

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Foreword

Government has stepped up efforts and increased commitment to transform the Uganda Public Service delivery. This is intended to ensure that Government provides services that are efficient, effective, transparent and responsive to needs of the people. It is the delivery of smarter, faster services and at a lesser cost that determines the quality of life of the people.

This Policy Paper therefore gives a framework to guide the transformation of the Uganda Public Service including the introduction and implementation of new policies and legislation.

In this regard, focus is being put on three main pillars including: the Public Service as a system; the Public Servant; and the Client. This tripartite dimension is crucial because it is not viable to address the problems in systems, structures and processes without paying attention to the issues of values and work ethos of the individual public servant. It is such values and attitudes espoused by the individual public servants that determine ones approach to work, level of productivity and cost effectiveness of service delivery.

In addition, the transformation of public service would be incomplete if one did not focus on the tail-end of service delivery that is the consumers of services. The service recipients must be empowered to demand for accountability if services provided are to generate value for money. This however requires empowerment through knowledge and awareness building so that the people know what to demand for and how to enforce accountability from duty bearers. The Challenges that have plagued the public service in all the above pillars have been identified and interventions to address them proposed.

This Policy Paper therefore provides a framework for transformation of public service delivery in Uganda. It is hoped that the Ministries, Departments,

Agencies and Local Governments (MDAs and LGs) will coordinate and work hand in hand for the implementation of the transformation initiatives.

Henry Muganwa Kajura
2ND DEPUTY PRIME MINISTER AND MINISTER OF PUBLIC SERVICE

Executive Summary

Introduction

The Government of Uganda is committed to providing efficient and effective public services to the people. To this effect, a number of Public Service Reform initiatives have been implemented over the last two decades aimed at improving the capacity and performance of the Public Service, as the implementing arm of Government. To-date however, the Public Service is still criticized for being slow, corrupt, inaccessible and rigid, and therefore unresponsive to the needs of the people. This Policy Paper therefore has been developed to establish a Policy Framework that will guide the introduction and implementation of strategies aimed at transforming the Uganda Public Service into an excellent administrative machinery that is able to deliver quality, timely and responsive public services to the Ugandans.

This policy paper has been developed after wide consultations with a number of stakeholders both at central Government and sub-national levels. The policy paper is also a product of the analysis of the impact of previous reforms on public service in the public sector in Uganda, and lessons learnt from international experience.

Objectives and principles for Transformation

The Public Service transformation process aims to achieve the following objectives:

- (a) To create a patriotic public service with public officers loyal to the country;
- (b) To reduce the cost of doing business in public service;
- (c) To strengthen the performance management system to upgrade the standards of service;
- (d) To enhance motivation and commitment of public servants to provide quality and timely services;

- (e) To facilitate the change of the attitudes, behaviour and building a value system of public servants towards good ethos;
- (f) To scale up and strengthen the participation of the clients in the demand for quality services and accountability in service delivery; and
- (g) To develop among public officers an all time interest in contributing to national stability, growth and development.

Accordingly the transformation process will be guided by the principles of patriotism, good governance, citizen participation and integration in policy, planning and implementation.

Emerging Issues

Analysis of the current situation in the Public Service reveals a number of weaknesses that affect the performance of the Public Service. There are weaknesses in the Public Service as a system, the Public Servants themselves as well as the Citizens who are the public service recipients. These three aspects will form the pillars for transformation of the Public Service. The following gaps/issues were identified in the three pillars:

Weaknesses within the public service as a system include:

- a) Inflexible, long and manual public service procedures and processes;
- b) Weak strategic linkage in planning and implementation of government interventions;
- c) The failure to apply modern selection and recruitment method in order to ensure that the best are employed in the Public Service;
- d) Inflexibility in management;
- e) Manual public management systems and procedures;
- f) A general lack of known and accepted ethical values;
- g) Inadequate funding to Local Governments and other frontline service providers;

- h) Poor work environment; and
- i) Inadequate public service pay.

Weaknesses of the public servants include:

- a) Poor performance management practices;
- b) Mismatch between academic qualifications and performance;
- c) Poor work attitude;
- d) Corruption;
- e) Insufficient leadership capacity;
- f) Lack of patriotism and nationalism among public servants; and
- g) Retention of public officers beyond the retirement age.

On the part of the clients who are the people of Uganda, the following weaknesses affect their capacity to challenge public servants and put them on task for public resources:

- a) Lack of information including service delivery standards;
- b) A general feeling of apathy;
- c) The absence of a complaints handling mechanism; and
- d) General lack of civic competence.

Interventions for Transformation of Public Service

From the emerging issues, a number of priority interventions for the Public Service System; the Public Servant and the client have been made as follows:

To transform the Public Service as a system, Government will:

- a) Adopt e-governance in public service performance and delivery;
- b) Review, simplify and automate Government processes;
- c) Establish one stop centres for service delivery;
- d) Adopt a caravan approach to public service delivery;

- e) Implement performance contracts for senior civil servants to strengthen performance management;
- f) Create competition by introducing an objective system of rewarding and sanctioning individuals and institutions;
- g) Allow flexibility in management to empower chief executives to direct resources to national goals;
- h) Rationalise Government structure for cost efficiency i.e. Ministries, Departments and Local governments including Central and District Service Commissions;
- i) Establish Human Resource Departments in Ministries, Departments and Local Governments to provide professional human resource advice and services;
- j) Introduce competence based recruitment and selection systems;
- k) Develop a national Human Resource Development Plan;
- l) Provide adequate funding for Local Governments; and
- m) Implement the long – term salary targets as approved by Cabinet in 2006 and establish a Salaries Review Board.

To transform the Public Servants, Government will:

- a) Establish a national School of Government to continuously upgrade and refresh the skills, knowledge and attitudes of Public Servants, including enhancing their leadership capacity;
- b) Introduce and implement periodic national service programmes for Public Servants to build a sense of obligation to the wellbeing of their country and the people;
- c) Conduct mandatory induction programmes for new public servants;
- d) Identify and empower Public Service Transformation Teams (PSTTs) as Change Agents; and
- e) Retool Public Officers and improve the working environment.

To empower the citizens to demand for services and accountability, Government will:

- a) Review school curriculum to include civic education, including knowledge about human rights, obligations of citizens etc.;
- b) Conduct mandatory National Service programmes for Citizens;
- c) Dissemination of service delivery standards;
- d) Implement whistle blowers' Act;
- e) Establish call-in centres; and
- f) National service for citizens.

Opportunities and critical success factors for Transformation of Public Service

The paper highlights a number of opportunities that should be utilised for successful implementation of the transformation process. These include: broad commitment to the vision and goals of Transformation that have been demonstrated by stakeholders like Cabinet; Parliament; Permanent Secretaries; Commissioners, Directors, Service Commissions, Public Servants; Political Leaders; Civil Society; and the Business Community. Other opportunities include: the prevailing macroeconomic stability; relative peace and security in the country; good will from development partners to strengthen public sector capacity and existence of Decentralization Policy. The launch of the National Development Plan in FY2010/11 provides a remarkable opportunity given that the plan provides a framework for guiding and coordinating all planning efforts. Furthermore, there are opportunities arising out of the existence of achievements from the implementation of the administrative reforms; and existing institutional framework for execution of the transformation among others.

However, the successful implementation of the Public Service Transformation process will require political commitment and ownership to Transformation of

the Public Service especially the commitment to view transformation as an investment and not merely a capital intensive undertaking.

Lastly, the paper provides for Shs. **569,207,250,000** as budget estimates for implementing the various interventions over a five year period beginning FY 2010/2011. It also allocates the overall responsibility for spearheading and coordinating of the transformation process to the Ministry of Public Service. Other key institutions in the implementation include the Ministries of Finance Planning and Economic Development, Local government, Gender, Labour and Social Development, Education and Sports, Information Communication Technology and the Local governments.

PART ONE

1.0 BACKGROUND TO THE TRANSFORMATION OF PUBLIC SERVICE

1.1: Introduction

Government of Uganda is committed to transform the Public Service in order to improve delivery of services to her citizens. To this effect this Policy Paper has been developed to establish a Policy Framework that will guide the introduction and implementation of strategies aimed at transforming the Uganda Public Service into an excellent administrative machinery that is able to deliver quality, timely and responsive public services to the Ugandans.

Lessons have been drawn from a wide spectrum of experiences from: the Uganda Public Service in a Historical Perspective; Analysis of Public Sector Reforms; Public Service Reform Program in early 1990s; Economic and Financial Management Reforms; and Sector Reforms. In addition, good practices from other countries have been benchmarked.

1.2 Background

1.2.1 International Context

Many countries, both developed and developing, have embarked on a thorough re-evaluation of the role of the state and the public service in their societies. This effort has been a result of the growing impact of global markets, competition and financial mobility, the increasing trend towards economic liberalization and political democratization, the increasing use of information, education and communication technology approaches and the worsening economic crisis in the developing world.

The current global social, economic and political changes have led many developing countries to drift away from centralized and corporate planning approaches towards more pragmatic approaches that are based on the

principles of sound management, enterprise and a clear sense of mission. The role of the state has been redefined from that of acting as the principle agent of social and economic development to that of guiding and facilitating development in ways which ensure effective integration with the global economy.

Other changes have included the trimming of state expenditure and the size of the public service as functions and services are sub-contracted out on a competitive basis to private sector and non-Governmental agencies, either on fully privatized or partnership basis. There has also been a significant redefinition of the political-administrative relationships, designed to ensure greater accountability through the introduction of Results-Based Performance Management Systems and practices. Whilst the global impacts have been clearly noticed by the developing nations, at the same time there has been noticeable promotion of greater devolution of managerial autonomy and resource control; including the introduction of flexible staffing and recruitment practices that are aimed at increasing innovation, creativity and responsiveness to client needs.

Besides, there are noticeable efforts towards increasing emphasis on quality, efficiency and cost effectiveness, and change in organizational culture towards performance management styles that are designed to develop a more effective customer orientation, a stronger service ethos and an increasing emphasis on human resource development and management. These have been designed to promote participative management styles and innovations aimed at building capacity and rewarding individuals and teams through the introduction of appraisal and incentive systems. Others to note are a move to improve financial planning and control systems including reforming budgeting systems with a view to making them more performance and output oriented with a greater reliance on information technology and computerized information systems.

1.2.2 Uganda's Historical Perspective and Lessons Learnt from Past Regimes

The Uganda's Public Service has undergone changes over the past 50 years. Five significant periods characterize the changes in political regimes that ushered in varying public administration and management styles that affected the delivery of public services. These include: the colonial period (1940-62); the independent first Obote Government and post independence period (1962-66); the era of constitutional abrogation (1966-71); the dictatorship period (1971-79); the Second Obote Government (1980-85); and the reconstruction and development period (1986 to date). All these regimes have had characteristics that have invariably affected the delivery of public services in different ways.

In the 1940s, Uganda's Public Service was administered and managed by the colonial state. Up to 1950's, the Public Service was largely dominated by the colonial officers who occupied all senior positions leaving the native Africans in lower ranks (clerks , secretaries, drivers, watchmen) of the Public Service and poorly remunerated compared to their counterparts - the British colonial masters. The country was administered based on the British model of governance (the Westminster Model¹). Uganda then had one of most revered public service in Africa.

At independence in 1962, Uganda inherited a public service workforce that was small, efficient, and honest, patriotic, incorruptible, loyal, committed and dedicated. Civil servants enjoyed subsidized housing; health care; paid leave; and security of job tenure after confirmation; generous retirement benefits and protection from open criticism by the political leadership. The "good days" however did not last long after independence. The public service principles and practices inherited from the colonial state were watered down as the country slid to political turmoil. This period was characterised by anarchy, despotism,

¹ Justus Mugaju (1996): The Road to Collapse.

avoidance of rule of law which crippled public institutions. The processes, structures, systems and procedures in the public sector were weakened as they paved way for corruption and poor service delivery.

In only five years after independence, the 1966 Constitution of the Republic of Uganda was suspended. This yet ushered in bad regimes that lacked a focus and commitment to public service delivery which ended the “good times” the civil service enjoyed before. The period 1966-71 witnessed a public service that was single-handedly managed by the head of state who appointed and dismissed civil servants at will. There was no Public Service Commission as it had been suspended along with the abrogation of the 1966 Constitution.

The ushering in of the military dictatorship into power in 1971 worsened the conditions of service. In an attempt to restore the rule of law, the 1967 Constitution was restored for a short time and soon the country was plunged into institutional decay by President Idi Amin. The President allowed his Permanent Secretaries to appoint and dismiss civil servants without reference to Public Service regulations². The service was a personal domain of the President. He appointed and dismissed public officers on the radio. This development affected the recruitment pattern into the public service whereby merit became a secondary criterion. Through this system, many unqualified people entered the service and exceeded the available vacancies.

During 1971-79, the security of tenure of office of the civil servants was no more. The morale of the civil servants sank, performance became an issue of the past and a sense of hopelessness and despair characterized the public service. Besides the desperation, the country had been hit by global economic crisis of the 1970s. In 1972 , Idi Amin expelled Asians and launched ‘the economic war’, the results of which were gross mismanagement, shortage of commodities, smuggling, hoarding, black marketeering, speculation, currency

² Byarugaba (1994) as quoted by Justus Mugaju (1996) in Post Conflict Uganda: Towards an effective civil service.

depression and general impoverishment of civil servants. All public service institutions had decomposed.

Idi Amin was removed from power in 1979 by a joint team of Tanzanian and Ugandan exiles. The end of the Amin Government brought in hope for a very short time. The period 1979 and 1980 witnessed the return of many civil servants that had run for their lives during the Amin's days. Peace was enjoyed for a very short time. The Uganda National Liberation Front immediately dashed the hopes of civil servants. It described them as corrupt, inefficient, incompetent, and unqualified persons that had aided and abetted the atrocities of Idi Amin regime during the 1970's. Between 1979 and 1980 no positive changes were registered in delivery of public services. Two Presidents, Yusuf Lule whose regime lasted sixty eight days and Godfrey Binaisa who never had an opportunity to witness his first anniversary at State House were ushered on the political scene. The civil service was dominated with intrigue, power struggles and Ministers and civil servants concentrated on issuing chits for allocation of scarce commodities to citizens based on favoritism and sectarianism rather than office productivity.

The period 1980 witnessed the return of President Milton Obote up to 1985 when he was removed from power. The Public Service continued to deteriorate. In fact it totally succumbed to powers of bad governance emanating from bad rule and endless interruptions of state authority. Civil servants had become malingerers, absentee officers, majority of whom were recruited as gangsters, warlords and plunderers of public service infrastructure. Moonlighting was the order of the day. In December 1985, a new Government under President Okello, popularly called the 'Okello junta' came to power. At the time, the civil service was described as lawless, abusive and with undisciplined officers managing a fatally collapsed and accountability failed system.

In January 1986, when the NRM Government came to power, it found the country in a precarious condition. The sense of nationalism had been replaced

by individualism and opportunism. Schools and hospitals were in a state of chaos. Education and literacy were no longer priorities, as they were no longer a means of good living. There was a complete state of immobility, institutional disintegration, paralyzed systems that were no longer credible. The civil service at the time was described as terminally sick³. The turbulent days of political instability had translated into a civil service that was decayed, desperate, with no morale, poorly skilled, with no integrity and therefore unable to play any significant role in the reconstruction and development of the economy.

It was in this context that the Government decided to set up the Public Service Review and Reorganization Commission (PSRRC) in 1989, to examine the public service and make appropriate recommendations. In particular, the Commission was to address itself to four key areas namely: Personnel Management issues, organizational structure; Accountability/Financial Management; and Conditions of Service. The Commission found out that the Uganda Public Service had been marked not only by its bloated structure, but also by inefficiency and poor performance.

The Commission found that a dysfunctional civil service with, inadequate personnel management and training, insufficient management and supervisory skills, lack of proper planning, laxity and indiscipline, institutional rigidity, inadequate facilities and assets, poor maintenance culture, inadequate pay and benefits and lack of transparency and accountability had grossly affected service delivery. The failure to deliver service was manifested in abuse of office and Government property, moonlighting and corruption, lack of discipline and erosion of rules and regulations, obsolete procedures and lack of appropriate systems, scanty managerial and technical skills, poor public service attitudes, and endless bureaucratic red tape. As a result, citizens lost confidence in the Public Service.

³ As written by Petter Langseth and Justus Mugaju (1996) in Post Conflict Uganda: Towards an effective Civil Service.

The PSRRC made 255 recommendations on how to revamp the service. These recommendations which were accepted by Government formed the basis of the Public Service Reform Programme (PSRP). The Public Service Reform Programme, therefore, is a deliberate intervention to ensure that the Public Service, as the main implementing machinery of Government, is effectively managed, well motivated, efficient, and affordable and has the required capacity to perform efficiently and effectively.

1.3 Impact of Public Service Reforms

The various Governments of Uganda (GoU) have implemented reforms with the aim of improving delivery of public services to the citizens of Uganda. These reforms can be classified into three categories namely: i) Public Sector Reforms; ii) Public Service Reforms and; iii) Sectoral Reforms. Public sector reforms comprised initiatives that focused on influencing performance of all sectors of the economy. Prominent among these included: macroeconomic policy measures such as liberalization and privatization; decentralization; and Output Oriented Budgeting (OOB). Public service reforms constituted measures undertaken by the Ministry of Public Service to improve the quality of service delivery. The major reforms under this category were: i) rightsizing the public service; ii) pay reform through a salary enhancement Programme and monetization of non-cash benefits; iii) personnel establishment control; iv) improvement of records management; v) introduction of Results Oriented Management (ROM); and vi) capacity building. The sectoral reforms comprised initiatives that were implemented in specific sectors. Prominent examples in the latter case include: Universal Primary Education (UPE) and Universal Secondary Education (USE) for the education sector; and cost sharing in the health sector. The main achievements under these reforms over the years include:

- (a) Elimination of duplication of mandates and functions through the review and rationalization of the structures of Government Ministries/Departments including Local Governments;

- (b) Strengthened performance management system to attain greater efficiency in the use of Government resources through introduction of Results-Oriented Management and Output-Oriented Budgeting;
- (c) Skills enhancement through education and training;
- (d) Increased motivation and commitment to work through the pay reform and pension management Programme components of the Public Service Reform Programme.
- (e) Services have been brought nearer to the people through the implementation of the decentralization policy;
- (f) Promotion of the private sector investment and development, privatization and financial management reforms and efficiency measures;
- (g) Increased Private sector involvement in the provision of public services extended and performance of the public service in facilitating the private sector explicitly monitored, and effective linkages established⁴;
- (h) Promotion of good governance by the promulgation of the 1995 Constitution and enactment/review of other enabling laws; and
- (i) Establishment of institutions that enhance ethics, integrity and accountability namely; the Office of the Inspector General of Government, Directorate of Ethics and Integrity, Public Accounts Committee leading to improved accountability.

Other specific achievements have been registered in service delivery and these include:

- (a) Poverty Reduction from 56% in 1992 to 31 in 2005;
- (b) Phenomenal Increase in Primary school enrollment under UPE from 3 million in 1997 to 7,377,292 in 2004;

⁴ Public Service 2002: Public Service Reform Programme 1997-2002 pg. 84.

- (c) Decrease in Maternal Mortality from 506/100,000 per year in 1990s to 435/100,000 per year in 2005;
- (d) Decrease in IMR from 89/1,000 per year in 1990s to 76/ 1,000 per year in 2005;
- (e) Reduction in TFR from 6.9 from 1990s to 6.5 in 2005; and
- (f) Increase in expectation of life at birth (e0) from 49 in 2001 to 51 in 2005.

1.4 Lessons Learnt from the Reform Initiatives

Analysis of the state of public services in a historical perspective and the various initiatives under Public Service Reform Programme since 1990 provides important lessons which must be kept in view during the design of the transformation paper. These include the following:

- (a) Psychological comfort for public servants is instrumental for effective public service delivery. Public servants' benefits, pay and security of tenure are the ingredients that provide this psychological comfort;
- (b) The environment under which public officers work has a significant contribution to the level of commitment and quality of attitudes of public servants which are instrumental to public service delivery. A stable and secure political and work environment that provides good policy and legal framework is a catalyst for service provision;
- (c) A recap of this period reveals that for public services to be responsive to the needs of the people, the systems of the whole Government must be functional. The leadership at the helm of Government must be committed to providing good quality and meaningful services to the population; and

(d) Service delivery is a function of good human resource management practices. This implies that the quality and state of human resources is paramount in service provision. The failure of the past Government's to provide quality services is partly attributed to lack of proper human resource policies for public servants' motivation and development.

1.5 Rationale for the Transformation of the Public Service

In spite of the achievements mentioned above, Uganda's public service is still perceived as slow and unresponsive to the needs of service users, particularly the citizens and the investors. There are incidences of poor client/customer care, and outright mistreatment. Regarding accountability, corruption has continued to be a key concern among Ugandans, including the political leadership. The 3rd National Integrity Survey (NIS III, 2008) conducted by the Inspectorate of Government reported in its major findings that corruption has become an acceptable way of life and that citizens will only value a public sector service to the extent to which they have paid a bribe for the service. Delivery of public services in many areas has thus remained poor. For instance, the National Service Delivery Survey (UBOS, 2009) revealed that many Programmes do not reach the poor, especially those living in remote rural areas.

Although a number of Public Service Reforms have been successfully implemented, it is important to note that many of the reforms have largely been incremental in nature rather than transformational. The emphasis has been mainly on structures and systems with minimal attention to motivational and attitudinal issues which are critical in service delivery.

Furthermore, Uganda has just concluded a process of developing a National Development Plan 2010/11-2014/15, with a Vision 'A transformed Ugandan Society from a Peasant to a Modern and Prosperous County within thirty

years'. This requires a high quality, efficient and responsive Public Service. There is therefore growing pressure from all corners for the public servants to change the way they view their customers and the way in which they provide services to their recipients.

It is in this regard that this Policy Paper has been developed to provide a framework to guide the transformation of the Uganda Public Service including the introduction and implementation of new policies and review of the legislation. It contains the main problems that need to be addressed in the transformation process, the strategies and interventions to be implemented to facilitate the transformation process.

1.6 Transformation versus Reform

Public Service transformation is regarded as a dynamic, focused and relatively short-term process, designed to fundamentally reshape the public service in Uganda for its appointed role of implementing Government policies and programmes. On the other hand, reform is broader, longer-term and on-going process which requires ensuring that the Uganda public service keeps in step with the changing needs and requirements of the national and international contexts. The goals of transformation shall be achieved within an anticipated timescale of three to five years, whereas the reform process is ongoing. Transformation will focus on short-term targets that will fast-track the reform initiatives thereby creating rapid change and transformation. This implies that transformation and reform can take place at the same time. This Policy Paper will contribute towards the longer-term reform process, through the elaboration of a broad vision and policy guidelines. Its immediate concern will be to facilitate the shorter-term process of transformation.

PART TWO

2.0 VISION, MISSION, OBJECTIVES, PRINCIPLES AND CONCEPTUAL FRAMEWORK FOR THE TRANSFORMATION OF THE UGANDA PUBLIC SERVICE

2.1 Introduction

This section provides a framework to guide the transformation process. It includes clear and commonly acceptable Vision, Mission, Principles and objectives that shall shape the new public service. To this end, Government has adopted the following strategic Framework for public service transformation:

2.2 Vision

A public service which is responsive to the needs of the people and facilitates socio-economic transformation

To give effect to this vision, Government envisages a public service which provides quality, efficient, responsive public services and effectively facilitates sustainable national development. Specifically, the Government seeks to build and maintain a public service that enjoys public trust and is:

- a) Patriotic with officers that are loyal to their country;
- b) Guided by an ethos of service and commitment to the provision of timely and adequate services;
- c) Humane and caring in its dealings with clients;
- d) Goal and Results-oriented;
- e) Productive and cost effective;
- f) Ethical, Professional and Learning;
- g) Integrated and coordinated;
- h) Accessible and Open to scrutiny;
- i) Responsive to community engagement;
- j) Honest, transparent and accountable;
- k) Respectful of the rule of law and human rights;

- l) Focused on tangible growth;
- m) Sustainable development oriented; and
- n) Operationally flexible and practically versatile.

2.3 Mission

In pursuit of this Vision for transformation, the Government of Uganda will pursue the following mission as:

To establish and maintain a patriotic, efficient, accountable, transparent, client-centered and national development oriented public service

2.4 Principles for Transformation

The transformation Programme shall be premised on the following principles:

(a) Integrated Policy, Planning and Implementation

Inter sectoral linkages in service delivery shall be utilized for efficient gains in service delivery. In essence, all MDAs and LGs shall align their priorities to the national, sectoral, and sub-national development plans.

(b) Citizen Participation

The Government shall evolve active citizen engagement in the management of public affairs as a way of improving effectiveness of public services.

(c) Good Governance

The transformation process shall facilitate building of effective institutions that promote accountability, transparency, human rights, rule of law and Governments' effectiveness in exercising regulatory functions.

(d) Patriotism

The transformation process shall be supported by Public Officers who appreciate serving the nation and the people with diligence and pride and are

willing to serve the country with selflessness where the interests of the country are greater than those of individuals.

2.5 Scope

The scope of the Policy Paper is guided by the Constitution of the Republic of Uganda and the Public Service Act. It shall be applicable to all Public Service institutions as defined in the Constitution and the Public Service Act. However, the broader thrust of the Paper is relevant to any other institution that delivers public services to the citizens.

2.6 Strategic Objectives for Transformation

In the process of Transformation of the Public Service, the following strategic objectives shall be pursued:

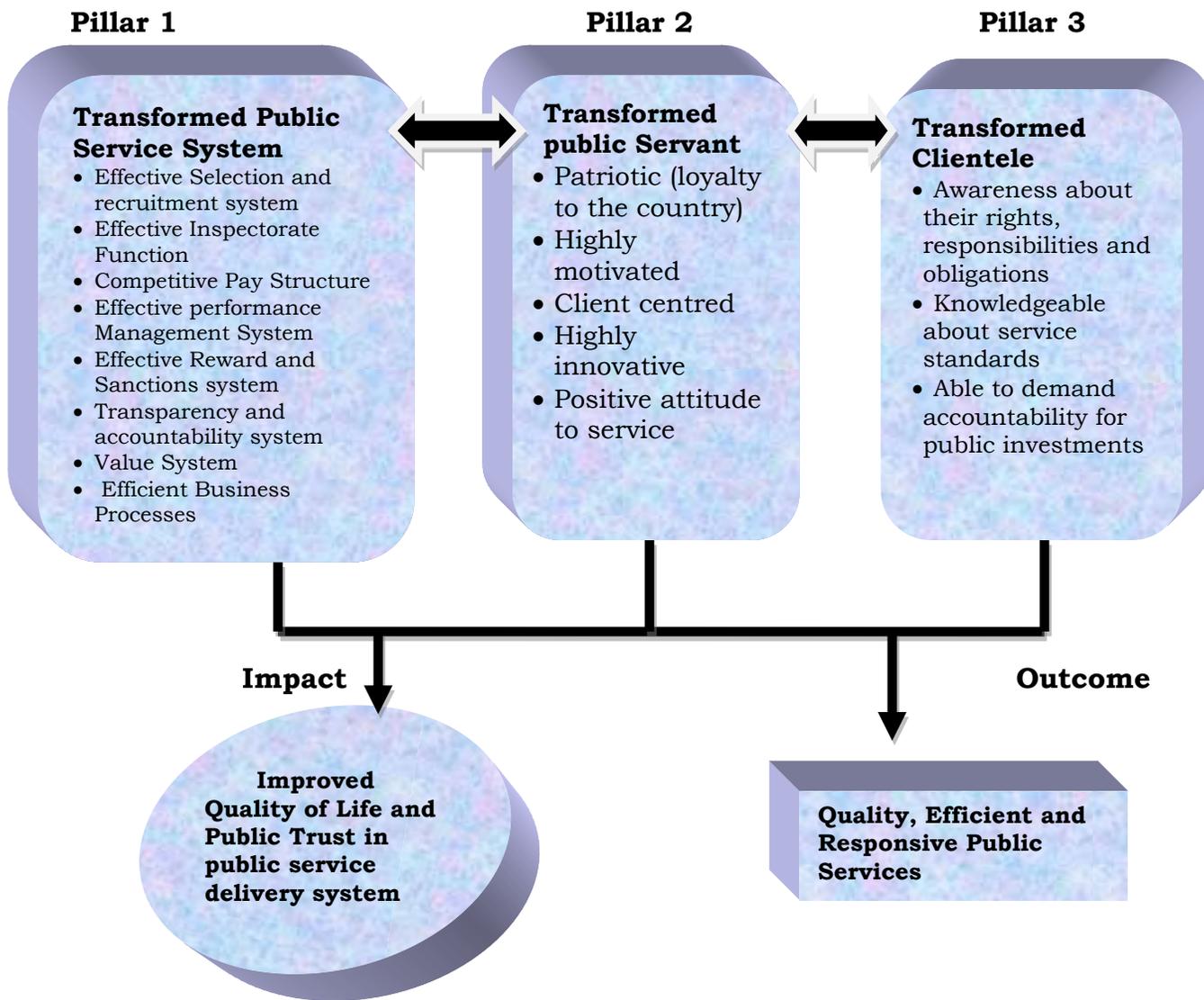
- (a) To create a patriotic public service with public officers loyal to the country;
- (b) To reduce the cost of doing business in public service;
- (c) To strengthen the performance management system to upgrade the standards of service;
- (d) To enhance motivation and commitment of public servants to provide quality and timely services;
- (e) To facilitate the change of the attitudes, behaviour and building a value system of public servants towards good ethos;
- (f) To scale up and strengthen the participation of the clients in the demand for quality services and accountability in service delivery; and
- (g) To develop among public officers an all time interest in contributing to national stability, growth and development.

2.7 Conceptual Framework for the Transformation of the Public Service

The understanding of the transformation process is that in order to have a transformed public service, it is imperative to improve and modernize public

service systems, structures, process and practices. Such public service system will transform the public servants to deliver quality services. The active participation of the clientele will strengthen the demand side of service delivery system. A combined effect of a transformed system, a transformed public servant and a transformed clientele will lead to quality, efficient and responsive public services. Ultimately, this will lead to improved quality of life and build public trust in public service delivery system. The Transformation process will therefore have three pillars, namely: the Public Service System, the Public Servant and the Clientele as illustrated in the figure below.

Fig 2.1 Conceptual Frameworks for Transformation of the Public Service



2.8 Conclusion

This Policy Paper on Transformation of Public Service, therefore, urgently seeks to introduce a fresh approach to service delivery: an approach which puts pressure on systems, procedures, attitudes and behaviour within the Public Service and reorients them in the customer’s favour, an approach which puts the people first.

THREE

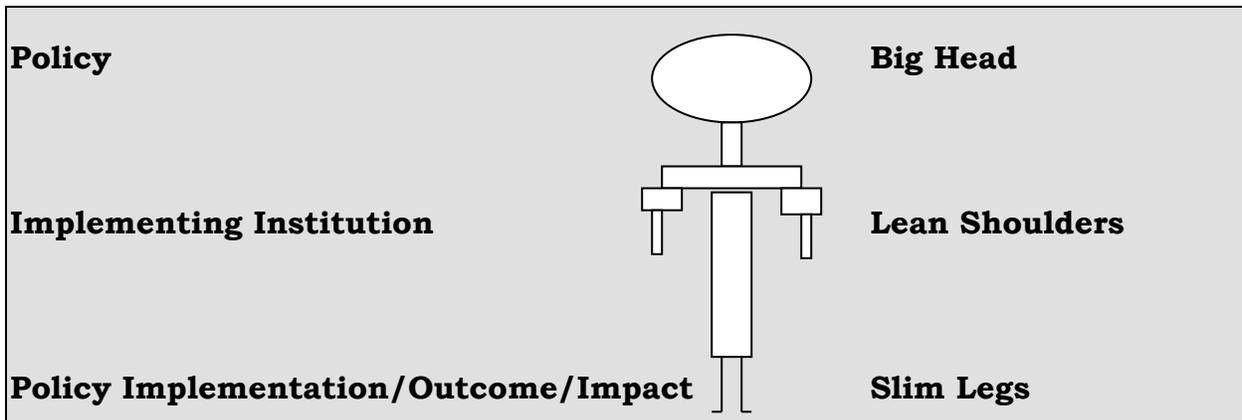
3.0 THE SITUATIONAL/GAP ANALYSIS OF THE UGANDA PUBLIC SERVICE

3.1 Introduction

The Uganda Public service has been labeled inefficient in delivering public services to the people and yet the country has been hailed for well formulated policies, programmes and systems. If well implemented, the existing Government Policies, programmes and systems would have a positive impact on the lives of Ugandans. In fact many countries, especially in Africa, have benchmarked policies and systems from Uganda and have been able to successfully implement them and cause positive change towards national development. One then wonders what happens in Uganda.

Uganda suffers from what is termed as “implementation paralysis” as illustrated in the figure 3.1 below:

Fig.3.1. Policy Implementation Paralysis



Source: Nuwagaba, (2006): Towards MDG Localization Path and Poverty Reduction: An Assessment of the Outputs and Experiences of Local Governments in Uganda, Kampala: Makerere University.

The big head (Policy) illustrates the buoyancy and richness of the policy formulation function. Uganda boasts of an impressive record of policy

formulation and documentation with numerous and well developed policy documents. However, implementation of these policies and the constituent Programmes and action plans often fall short of expectations. The lean shoulder (implementation) demonstrates the structural and institutional problems that impede the function. Finally, the slim legs (outcome/impact) illustrate how, inevitably therefore, the policy impact on the ground is very thin. In light of the above, Government has identified binding constraints in the following areas which need to be unlocked to transform the public service systems and procedures. Some of the major gaps in implementation include weaknesses and gaps in the Public Service as a system, shortcomings on the part of the Public servants and lack of civic competence on the part of the citizens.

This part of the policy paper therefore presents an analysis of the three critical aspects that affects performance in the Public service, namely; The Public Service as a system; The Public Servant; and, The Clientele (community as beneficiaries of services). These three elements will form the pillars for Public Service transformation process.

3.2 The Public Service as a System

The Public Service has the prime responsibility of delivering services to the people on behalf of Government. The services are expected to be timely and of high quality. However, this standard has generally not been attained due to a number of reasons highlighted below:

3.2.1. Inflexible procedures, long and manual processes

Highly performing organizations worldwide are characterized by flexible structures and quick operational procedures for doing business. Currently, the systems and processes in public service are excessively rule bound and rigid to deliver the services efficiently. While it is recognized that systems and procedures are required to guard against unscrupulous behavior, it is fundamental that the systems are flexible enough to facilitate effective service delivery. Furthermore, the public service operations are largely manual, disjointed and not fully automated.

As a result, the cost of doing business /delivering a public service in Uganda is quite high due to the number of procedures and resources deployed to attain a specific business output e.g. acquiring land, registering the business and obtaining an operating a license among others. In 2010, Uganda was ranked 112th out of 183 countries in the whole world. The indicators used are shown in table 3.1.

Table 3.1 Trends in the Cost of Doing Business Ranking

Ease of.....	Doing Business 2010 rank	Doing Business 2009 rank	Change in rank
Doing Business	112	106	-6
Starting a Business	129	129	0
Dealing with Construction Permits	84	80	-4
Employing Workers	7	8	+1
Registering Property	149	156	+7
Getting Credit	113	109	-4
Protecting Investors	132	127	-5
Paying Taxes	66	71	+5
Trading Across Borders	145	145	0
Enforcing Contracts	116	118	+2
Closing a Business	53	53	0

Source: World Bank (2010) Cost of Doing Business

The cost of doing business in Uganda is demonstrated by: Time required to

process application to start a business is 25 days; Number of procedures to start a business are 18, Procurement procedures for award of contract 15 steps (PPDA Act 2003); processing pension takes 48 steps (MoPS, 2010).

The Implications of Bureaucratic Systems and Procedures comprise Corruption as service recipients attempt to short-circuit the bureaucratic procedures. For example in the processing of land titles, processing a Passport or award of contracts have resulted in high levels of corruption. The National Integrity Survey (Republic of Uganda, NIS III 2008) found out that Land office and Immigration department were among the most corrupt institutions in Uganda. Similarly, the World Bank (2007) reported that Uganda loses US\$ 300 million annually due to corruption in procurement related activities alone.

3.2.2. Weak strategic linkages in planning and implementation of Government interventions

It is recognized that Government has implemented a results-based management system that emphasizes the linkage of national, sectoral, institutional and individual performance goals and objectives. It further emphasizes the linkages amongst various performance management processes and functions, i.e. Performance Planning, Budgeting, Monitoring, Appraisals, Rewards and sanctions and Capacity building. The approach also places emphasis on the linkages between the inputs used in a particular Programme or activity to its outputs and impact. Government agencies are required to enter into a Programme agreement with the treasury which specifies the inputs as well as the expected outputs and impact of a particular activity for the financial year.

The Results based management System has resulted into stronger linkages between resources and outputs, improved accountability, transparency and value for money. Most public sectors (health, education, Local Governments,

water and sanitation etc) have strategic plans. The plans comprise the vision, mission and activities which the sector envisages to implement in a specific period of time ranging from 5-10 years.

The above notwithstanding, there are still weak linkages of institutional and individual performance plans and targets in relation to the higher level national plans and goals. Each Public service organization is pre-occupied with having a good number of activities to undertake so that a big budget can be approved. As a result, there are so many activities being undertaken by each entity causing fatigue but resulting in no remarkable difference in the lives of the people.

Besides, it should be recognized that for effective performance, the service delivery function operates like a value chain where one service feeds into another. In an event where one component is missing, there is a missing link and thus services in that sector or sub-sector cannot be delivered effectively or efficiently.

In Uganda, there is a general lack of understanding of the public service delivery chain. Institutions are implementing Government Programmes as standalone, but there is also lack of collaboration in planning between Ministries, departments and Local Governments. There is limited sharing of experiences between MDAs that are involved in service delivery due to weak inter and intra sectoral linkages. This is exacerbated by spatial location where MDAs are scattered.

As a result of poor inter-sectoral linkages and understanding the working of the service delivery *value chain*, performance measurement is based on intermediate outputs that may not translate into the required impact to service delivery.

3.2.3 Failure to apply modern methods of selecting and Recruiting Public Servants

The selection and recruitment of public officers in Uganda is carried out by the Service Commissions (PSC, ESC, JSC, HSC, and DSC) within the set guidelines and regulations on the selection and recruitment process.

Reforms in recruitment and selection have been undertaken to strengthen the processes and these include: decentralizing of recruitment and selection through creation of sector/agency and district based service commissions. In addition, there has been introduction of written interviews, in-tray exercises, and aptitude tests, among others when selecting and recruiting public servants. The oral interview however, has remained the most dominant method. The interview is quite inadequate in determining the person who has the ability to perform, as people who have impressive presentation in terms of looks and oral communication are normally preferred. Experience shows that these do not necessarily turn up to be good performers.

Other weaknesses in recruitment include the fact that the lead time between requests for personnel and filling of vacancy is considerably long, sometimes taking over a year, the process of selection and recruitment is not comprehensive enough to identify required competences. Emphasis is mainly on academic qualifications rather than behavioural and technical competences; hence the performance of selected officers remains lacking. Furthermore, the competences of some Service Commissions particularly, the District Service Commissions (DSCs) are inadequate, as their selection is not objectively done. In some districts, the DSCs are nonexistent, not fully constituted or non functional. Since decentralization has been misconstrued to mean localization, there must be a DSC in every District composed of local residents which has led to preference of recruitment of “the sons and daughters of the soil” regardless of the required competences.

3.2.4. Inflexibility in Management

The overall responsibility for performance management lies with the Chief Executives (Permanent Secretaries, Chief Administrative Officers and Town Clerks). They are accountable for the successes and failures in service delivery of their entities. However these Chief Executives, (Permanent Secretaries, Chief Administrative Officers and Town Clerks) who are often blamed for Institutional failures to deliver on their mandates do not have the flexibility in the determination and utilization of the resources put to their use. This is due to a rule bound culture characterized by lengthy procedures, strict controls, inappropriate structures, systems and procedures. For example, it is not easy for a Chief Executive to acquire or discard or reallocate both human and financial resource as and when the conditions dictate. One has to go through a long and tedious process in order to do this. This leads to little or no incentive for creativity and innovativeness in service delivery.

In Malaysia, Singapore, Canada, New Zealand and Australia, Chief Executives are empowered to determine the required resource for delivery of agreed outputs, including hiring and firing of staff, terms and conditions of service of their staff and finances. This leaves them with no basis for excuses for non performance. This has resulted in improvements performance, accountability, staff motivation, retention of competent staff and the implementation of Programmes and activities of the agencies.

3.2.5 Manual Public Management Systems and Procedures

The operating systems in the Public Service are still largely manual. There are no fully developed management information systems installed to promote information sharing and efficient monitoring and revision of public sector programmes. Highly performing organisations are facilitated by automated and interlinked operating systems to make quick decisions to the satisfaction of their customers. It allows passing work smoothly and quickly between different people involved in delivering a service thereby facilitating giving quick

feedback. Information technology also provides opportunities for self service which greatly reduces cost of accessing service. Officers are also able to work away from station using Information technology. To date, e-mails are still not accepted as official communication. Hard copies of correspondence are still the accepted standard. All these cause delays in decision making.

3.2.6. Inadequate funding to Local Governments

As a means of improving efficiency in service delivery, the Government of Uganda introduced a decentralized system of Government. However, despite the enactment of the Decentralization Policy in 1992, and the eventual devolution of financial, administrative, planning and governance functions from central to Local Governments, there still remains a gap between service provision and local needs. This gap is created by lack of adequate funding at the local level.

It should be noted that for decentralization to achieve its objectives, there has to be a re-conceptualization of decentralization. Only 20% of the financial resources are remitted to LGs and most of these funds are also conditional. Secondly, there is inadequate accountability. A number of problems with regard to accountability have been registered. There are weak budgetary procedures with regard to record-keeping and auditing decentralized entities have been encouraged to raise their own local revenues but there is limited capacity of districts and urban Governments to raise their own revenue and use it efficiently in the provision of services. The generation of local revenues is limited by the few and hard to collect taxes mandated to the local Governments (market dues etc), implying that LGs have to largely depend on central Government financial transfers. The abolition of the Graduated Personal Tax (GPT) and lack of equivalent compensation meant that the local Governments have limited financial sources to finance public services. Consequently, there has been over reliance by local Governments on central Government for funding. This lack of financial autonomy affects the

implementation of development plans and consequently limited service delivery.

Despite the good intentions of decentralization, its implementation has faced challenges of financing, personnel capacity at the local level and effective monitoring of service delivery. Increasing financial transfers (fiscal decentralization) and creating mechanisms to fight corruption and improve accountability could be held more accountable would lead to improved service delivery. Attaining financial capacity through embracing Local Economic Development (LED) in the investment portfolios of LGs would lead to widening their resource base for effective implementation of decentralization and efficient service delivery.

3.2.7. Poor work environment

The work environment in an institution influences its performance. It entails the organizational culture, interpersonal relations, tools and equipment, support systems, occupational safety and physical structure. These create an environment for innovation, and productivity. There have been attempts to improve the work environment particularly in the provision of office space, equipment (computers and teleconferencing equipment).

The Public service in Uganda is characterized by a poor physical work environment in terms of small office space and poor layout, the quality of buildings, interior decor and cleanliness, security of person and property, poor on site services like sanitation. Despite, the investments in improving the work environment, the public service processes remain manual taking a lot of time to produce results. In addition, the systems are rule bound and hierarchical and not conducive for innovation thus increasing operating costs.

3.2.8 Inadequate Public Service Pay

Public Officers are contributors to national development of the country. It is, therefore, important that Government sees them in that perspective first and foremost, recognizes their contribution and then reward them well so as to earn a living and motivate them to unlock their potential. It is critical that the structure of remuneration is administered on the principle of “*Equal Pay for Work of Equal Value*”. This is consistent with the Constitution and International Charters.

Since 1990s, the Uganda Government has carried out pay reforms with an aim of improving the welfare of public servants. These include: pay reform strategy; consolidation of pay; introduction of single spine salary structure and the pay policy. These reforms were based on various studies that included: a comprehensive job evaluation exercise and the pay comparator study, Salaries Review Commission, 1980-82. Regardless of these reforms, the pay remains low and unresponsive to the cost of living in Uganda. Naturally therefore, Civil Servants have to look for alternative ways to ensure that they meet their basic needs.

Although salaries in the Traditional Public Service have been increased annually, the increase has not been in line with the projected salary levels. It is a fact that pay reform is falling behind the target by between 6% and 35%, with the worst hit grades being UISE, UIE and U7 as shown in Table 3.2.

Table 3.2: Performance of Pay Reform against existing MoPS Plan, as at Year 3 - 2003/04 (Basic Pay Only)

Grade	Median Monthly Salary in Ug. Shs.					
	Plan Year 1 (2001/2)	Plan Year 3 (2003/4)	Average Actual (2003/4)	Shortfall Actual Vs Yr. 3 Plan	Shortfall Actual Vs Plan (%)	% to reach target (Yr. 10)

Grade	Median Monthly Salary in Ug. Shs.					
U1Special	1,965,706	2,125,182	1,840,720	284,462	13%	27%
U1SE	1,928,804	2,025,244	1,313,000	712,244	35%	49%
U1E	1,142,175	1,294,466	1,039,043	255,423	20%	45%
U2	709,701	878,677	841,855	36,822	4%	41%
U3	557,118	689,765	650,675	39,090	6%	42%
U4	398,623	493,533	480,880	12,653	3%	40%
U5	233,707	289,352	252,160	37,192	13%	47%
U6	164,029	203,084	188,365	14,719	7%	43%
U7	122,707	151,923	113,565	38,358	25%	54%
U8	72,242	80,498	75,270	5,228	6%	60%

Source: Ministry of Public Service, 2006

It should be noted that the GoU had difficulties in implementing the previous pay reform policy soon after its promulgation in the Public Service Reform Program. This is mainly due to:

- (a) Rapid growth in the size of the public service, arising mainly from the public administration and social sectors without a matching expansion of the wage bill envelope;
- (b) An egalitarian and populist perspective to pay reform, causing selective pay awards that leave the voiceless frustrated;
- (c) An inadequate growth in the wage bill provision within Government's Medium Term Expenditure Framework (MTEF) to enable attainment of target salary levels in the face of the growth in employment;
- (d) Precautions against accumulations of future pensions commitments given their link to current salary enhancement; and
- (e) Re-course to use of non-salary benefits leading to less clarity in actual remuneration levels.

Inadequate or low pay has led to absenteeism, low morale and lack of discipline among public officers. Due to the low pay many public officers have to supplement their meagre salaries with secondary activities outside their official employment.

The implication is that such public servants pretend to be working when in actual fact they are not because of the pressure to secure residual income elsewhere. In addition, such poorly remunerated public servants engage in corrupt tendencies (bribery, embezzlement, diversion, stealing Government property and cheating working hours) as a means of compensating for the low pay.

Besides pay being low, it is evident that there are gross discrepancies in the pay levels across traditional public service Ministries, Departments and Agencies. That staff in U1S in Auditor General's office earn a monthly salary that is 8 times more than that of his counterpart in traditional Public Service institution. This is a serious de-motivator for the public servant in the traditional public service institutions. The argument advanced for this discrepancy is that selective pay is necessary for certain categories of staff in particular institutions. However, it should be noted that the efficacy of institutions such as the Auditor General or the Judiciary depend on the entire Civil Service Infrastructure. For example, the efficiency and effectiveness of Prosecutors (Judicial Officers) depend on the Police who carry out investigations yet, the latter are poorly paid. It is therefore not surprising that the police officers have been reported among the highly corrupt public servants (Republic of Uganda, NIS III 2008). It is partly due to failure by police to expedite investigations that there has been a backlog of cases in court as the English adage says "justice delayed is justice denied". As indicated earlier, the final output of dispensing justice is a value chain from a cross section of public servants. The selective awards have distorted the Single Spine Salary Structure as illustrated in Table 3.3. In some cases, the awards were far

above those of other professionals with equivalent or higher qualifications, job skills and responsibilities especially in the Judiciary and Health Sector.

Table 3.3: Comparison of Pay Levels between Public Service and other Public Agencies

Scale	Amount in UG SHS				
	Public Service	NDA	NSSF	BOU	Auditor General
U1S	2,404,846	7,180,390			24,300,000
U1SE	1,965,269	5,239,454			16,000,000
U1E	1,357,139	4,403,081			11,869,498
U1	1,327,902		11,083,333	24,159,520	6,333,333
U2	1,199,462	3,131,120	8,266,523	11,492,096	5,910,782
U3	888,426	2,487,475	6,165,599	7,595,557	3,328,777
U4	705,621	1,984,117	4,598,621	5,207,356	2,700,000
U5	449,338	1,465,367	3,429,889	3,591,280	1,954,981
U6	256,705	1,156,070	2,558,189	2,438,479	1,443,127
U7	205,913	944,541	1,908,029	1,940,728	1,187,200
U8	129,217	654,276	1,423,107	1,135,347	956,430

Source: Ministry of Public Service, 2006; NSSF, August 2009; Bank of Uganda, July 2008.

The institutions/agencies are mandated by law to determine their own remuneration. As a result, the staff receive higher salaries than their counterparts in the Traditional Public Service. For instance, a receptionist in National Drug Authority (NDA) earns Ush. 944,541 per month while a medical doctor earns Ush. 705,621. Similarly, a driver in BoU earns Ush. 1,135,347 per month, yet, they all earn from consolidated fund. This is a paradox that defeats logic in salary structure determination. This pay disparity creates various administrative challenges. Firstly, the autonomous and semi-autonomous institutions/agencies depend largely or fully on the exchequer for their funding. Secondly, skilled and experienced personnel required in Central Government service are persistently seeking to transfer to these institutions. Thirdly, a significant number of these institutions/agencies do not generate any income.

3.3 The Public Servant

A transformed public servant should not only be highly educated but competent enough to perform his /her work endowed with appropriate work attitudes, ethics and values. To perform their work effectively, Public Officers are obliged to be ethical, professional, courteous, disciplined, loyal, impartial, fair etc. as highlighted in the code of conduct and Ethics in the Public service. Currently there are a number of gaps on the part of Public Servants as highlighted below:

3.3.1 Poor Performance Management Practices

Performance management refers to a process of planning work, and setting expectations, continued monitoring actions, developing capacity to perform, periodic rating of achievements, rewarding attainment of targets and sanctioning underperformance.

Effective Performance Management aims to apply interrelated strategies and actions to improve performance of individuals, teams to achieve organizational goals and higher level outcomes derived from national visions and plans. Although the current performance management system is well designed in line with the above elements, the practice leaves a lot to be desired.

Performance appraisal is regarded as an annual event and a formality. In this regard there is no continuous monitoring of performance, hence performance gaps/constraints are not addressed on time. Rarely is the information generated from appraisals used to inform the performance management function, such as training and development, recruitment, rewards and sanctions. In addition, there are disjointed individual and organization performance standards. Although the appraisal system provides for objectivity, in practice it is still largely subjective. There is a tendency by managers to fear to tell the truth about the performance of the staff they supervise, so it is not unusual that non performers are promoted and retained in the Public service

while the good performers are ignored, hence providing no incentive for improving performance.

The Rewards and Recognition Scheme in the public Service focuses on individuals and teams but it does not address institutions. This therefore translates into focusing on the individual achievements. In Kenya, competition has been created amongst Government institutions through their contracting system. Best performing Institutions are rewarded and recognized by the highest levels of authority through public applause. In this regard, every institution strives to achieve its targets in order to get this recognition. This also forms basis for the renewal or non renewal of contracts for the Chief Executives.

There are also capacity challenges of implementing the results based performance management system especially with regard to Local Governments which have serious human resource shortages.

3.3.2 A mismatch between academic qualifications and performance

Uganda produces a large number of graduates from universities and other tertiary institutions every year. It is from this pool that the public service draws its human resource. The public service therefore should be able to select and recruit from this pool the right human resources, with requisite knowledge, skills and attitudes and deploy them appropriately where they are readily relevant. However, one clear gap is that most of these graduates lack the required skills-mix necessary for effective public service delivery.

Records available indicate that public officers in Uganda are generally highly educated. However, the translation of the qualifications into the real work situation has been a challenge. Besides, the attitude to work leaves a lot to be desired. The relationship between the public servant and the client is of “boss-subordinate” and often clients are at the mercy of public servant.

3.3.3 Poor work attitudes

The Uganda's public service has been marred by incidences of lack of national values, poor attitude towards work, lack of work ethos and value for public service, absence of client centeredness in service delivery; lack of devotion to service; hence redundancy amidst heavy work schedules by a few; and lack of appreciation and initiative to adopt modern technologies e.g. tele-conferencing equipment, e-phones, computers and other ICT facilities. This situation is understandable because the Public Service is not in isolation of the Ugandan population which is not committed to agreed national values. Corruption and other unethical behaviour are generally glorified and fueled by the people themselves.

Building a value system for public service requires a significant amount of engagement. It requires building confidence, cultivating a moral fabric as well as re-orienting individuals regarding expectations from the Government as well as the world around him or her. Building attitudes and cultivating a value system requires modeling the individual to appreciate the love for one's country, to appreciate and espouse virtues of integrity, hard work, trustworthiness, honesty and respect for others. Most of these virtues are inculcated through socialization at the family and early school level.

Despite various capacity building interventions, and the existing laws and regulations, public servants have remained in-ward looking and self-centred in the way they execute responsibilities. There is evident attitude of "*I do not want to antagonize others*" attitude and lack of shame for omission or commission.

International experience from Singapore, Malaysia, Mauritius and Vietnam show that the most effective transformation of their public service began with transformation of individual public servant focusing on attitude change and building on a value system based on: love of one's country (patriotism); respect

for every segment of the population in the country and positive attitude towards work where each individual is challenged to make a contribution. These were the pillars that constituted the transformation in Singapore (Lee Kuan Yew, 2006). It is noted, therefore, that in order to have a public servant with positive client-centred focus, it is not sufficient to only have an educated, trained or even skilled individual but also critical to have a person with appropriate attitude and values. It is the attitude to work and the values one espouses that determine the application of the knowledge and skills to productive use.

3.3.4 Corruption

According to the 2008 National Service Delivery Survey Report (UBOS, 2008), corruption is defined as “the use of public office for personal gain”. Corruption diverts public resources away from social sectors and poor people, increasing the cost of public services, lowering their quality, and often restricting access to such essential services as water, health and education. Corruption also limits the development and economic growth of a country and perpetuates the unequal distribution of power, wealth and resources (Oxfam GB, 2008).

The Global Integrity (March 2009) reported that Uganda loses UGX 510 billion (US\$ 258.6 million) a year through corruption in procurement related activities. Global Integrity further reports that in the assessment of the country’s Auditor General, procurement accounts for 70% of public spending, of which 20% is lost via dishonest practices of Government officials responsible for public funds (<http://commons.globalintegrity.org>). There has been tangible progress in establishing the required legal and institutional framework to counter corruption. But as observed by Transparency International (2009), these efforts have yielded limited results, and recent developments raise doubts about the sincerity of Government efforts to effectively address corruption. In some cases, Government actions and

decisions have clearly contradicted national anti-corruption policies.

3.3.5 Insufficient leadership capacity

Building of the required Public Service values requires commitment and ownership of the leadership at the highest political and administrative level that should ensure the implementation of systems and structures to enforce compliance to the set standards of expected behaviour from individual public servants.

A transformative leader holds everyone accountable, and defines success not just by results but also by the way they are obtained (OECD, 1998). The exemplary behaviour as senior public servants, in promoting ethical values and professionalism is key. Providing transformative leadership and ethics and to model good conduct is among the key responsibilities of public officials.

Despite the efforts undertaken under the PSRP, to train and develop public officers, the public service still lacks a critical mass of leaders that are able to model the way, challenge the existing processes in order to transform the public service and encourage the hearts of their subordinates to perform to their greatest potential. It should however be noted that there are pockets of public officers in each of the Public Service agency who portray leadership capacity, who, if facilitated can act as change champions.

3.3.6 Lack of Patriotism among Public Servants

Patriotism is a complex concept which defies any precise definition. A patriot is someone who loves, supports, and is prepared to serve their country. For such a person, national interests take precedence over individual interests. A true patriot remains alert and recognizes when his or her country strays onto undesirable paths. Then that true patriot takes appropriate action through to maintain a course that seeks the well-being of all peoples. The unfortunate thing is that Ugandan public servants continue to abuse their offices in ways

that squander public resources and violate human rights in service delivery. Consequently, the public officers are putting their interests before the public interest. This manifests in the skyrocketing numbers of corruption cases each year, abuse of government property like offices, and vehicles, misuse of authority among other things. There is no fidelity to the values and principles for which our public service stands. In order to understand the need for patriotism, the following questions become pertinent: What should patriotism mean in service to the country? What responsibilities do schools, teachers, and leaders have for facilitating the development of “large and wholesome meaning” of patriotism and a sense of national responsibility; a patriotism that puts country ahead of self; a patriotism which is not short, frenzied outbursts of emotion, but the tranquil and steady dedication of a lifetime?

The National flag, emblem, and anthem are some basic symbols that measure how the citizenry have been unpatriotic. The Citizens and even public servants do not tell the meaning between the lines. They do not understand the historical affairs behind the national symbols. Thus, they do not respect the National Flag, the National Anthem and other National symbols. Protocols for these National symbols are not usually observed. In addition, there is less respect for National Events and memorable days like Independence Day, Liberation Day among others yet; national events are an important part to show the uniqueness of the country. Patriotism is an emotion of love directed by a critical intelligence. It is noteworthy that most public servants as well as ordinary citizens have become apprehensive and apathetic about national events. Most of them argue that National events such as Independence Day celebrations are the concern for only those who are benefiting from the incumbent government referred to as those who are “eating”(- a derogatory word to mean highly placed public officials) are the ones who should be part of such national events. Others further argue that national celebrations such as Heroes Day are essentially are concern of those who subscribe to the National Resistance Movement Organisation (NRMO) as a political party. The

implication is that such issues have not transcended parochial considerations as political parties to become a subject of national importance.

3.3.7 Retention of Public Officers beyond the retirement age

A number of public officers, particularly Permanent Secretaries, are retained in the service after they have reached the retirement age thus causing stagnation of those in the service and internal demotivation and reducing the rate of renewal.

3.4 The Client

Citizens are the beneficiaries of Public services. Transformed citizens are those who are knowledgeable about service standards; demand for information about services and service providers; contribute to service delivery; and are able to demand accountability among others. Therefore their role in ensuring efficient service delivery cannot be ignored.

The Ugandan population who are the clients of the Public Servants still has some weaknesses as follows:

3.4.1 Lack of knowledge service delivery standards

The information about services and service standards to expect from public institutions is not readily available to the people. In addition, the public's interest in participation and contribution to service delivery has continuously declined partly due to unresponsive nature and poor quality of the services that are delivered.

There are a number of best practices that can be adopted for raising civic competence to enforce accountability.

Box 3.1 Best practice: Amuru District in Uganda

Amuru District was created out of Gulu District in 2006. The District is predominantly rural and lacks basic infrastructure such as decent housing, water, electricity and sanitation services. Because of this, the civil servants stay in Gulu and commute daily to Amuru District using Government vehicles.

One day, the people of Amuru, blocked all roads leading to Gulu with heavy logs that barricaded civil servants from driving public vehicles from Amuru to Gulu. They argued that they are tired of seeing public servants waste public resources (fuel) every day. Yet, what was required was to construct affordable shelter. In fact, after this incident, attempts were made to provide shelter for the public servants in Amuru which reverted the situation.

Box 3.2 New Zealand

In new Zealand, there has been high sensitization of Civil Society. Accountability is enforced through public ridicule of suspects that engage in corrupt practices. Examples include: citizen arrests of individuals that embezzle Government funds and destruction of property perceived to have been acquired through ill-gotten wealth. This behavior has drastically checked corrupt practices and has greatly facilitated accountability institutions.

The New Zealand case study sharply contrasts what happens in Uganda where the corrupt and those with ill-gotten wealth are glorified and looked at as “hard working and smart”. It is this attitude that has fuelled corruption. As Duncan Green (2008)⁵ has noted that good governance is only enforced

⁵ Duncan Green (2008). From Poverty to Power: How Active Citizens and Effective States can Change the world, Oxfam International 2008, Oxford.

through creating active citizens, Uganda needs to develop the capacity of her citizens to demand accountability.

3.4.2 Ineffective Complaints' handling mechanism

In an environment of increasing expectations of public service performance, both by clients and by Government, it is essential that public sector institutions respond to complaints in an effective way. The public institutions need to respond to their clients' complaints effectively so as to have a good reputation and enjoy a high level of trust from the communities they serve in a timely manner.

However, Uganda's public service does not have an effective complaints management system to filter the complaints, grievances and even receive complements from the clients. This partly explains the rationale for lack of reporting irregularities in public service. How well service complaints are handled is a key determinant of quality of public services at both system and service-recipient levels. Procedures that are easily accessible, simple to invoke and are transparent and ensure that stakeholders are kept informed and sensitive to different social groups help build confidence in the population.

3.4.3. A feeling of apathy

This feeling arises especially when all newspapers and other survey reports (NIS III, 2008) are awash with high level corruption and massive embezzlement of public funds by the public officials in charge of delivering services to the people and the suspects remain at large. Citizens therefore fear to take to task public officers for fear of retribution.

Those suspected of corrupt practices are glorified for ill-gotten wealth while the honest are perceived as naïve and lacking innovation to get wealth.

3.4.4 General lack of civic competence

The Ugandan citizens lack adequate civic competence to demand for services. There is a general mentality among the Ugandan population that the service recipient is at the mercy of Public Officers who are at liberty to act the way they wish. Little do Public Officers know that they are servants and that the Citizens/clients have a right to be served with courtesy, fairness and professionalism! The citizens are also too timid to question the treatment/humiliation and so Public officers are not forced to check their behaviour.

PART FOUR

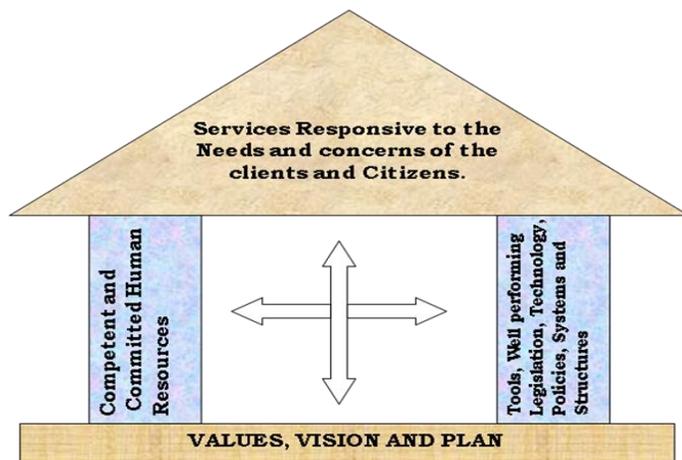
4.0 PRIORITY INTERVENTIONS FOR THE TRANSFORMATION OF PUBLIC SERVICE

4.1 Introduction

The preceding chapter analyzed the gaps in the public service system, the public servant and the clientele which constitute the three pillars in the proposed transformation of the public service. It presents specific interventions to address the identified issues in order to transform the public service into an efficient and responsive administrative machinery.

Having realized that most of the interventions are interrelated, they shall be implemented in a holistic manner in order to realize greater impact in service delivery. For example, you cannot improve service delivery without tackling the issue of pay and motivation, the values and work environment, including enabling laws and legislations as demonstrated in Figure 4.1 below.

Fig. 4.1: Transformation House



4.2 Interventions for transformation of the public service as a system

4.2.1 Review, simplify and automate Government processes

Government shall review, simplify and automate its business processes with a view to reducing red tape, the cost of doing business and corruption.

The entire Government system should be both spatially and digitally connected. Government shall establish adequate ICT infrastructure. A critical component shall be the availability of broadband network needed to achieve greater adoption of online multimedia and Internet-based applications for better service delivery. Increased investments shall be undertaken to enhance accessibility to ICT infrastructure by MDAs and LGs. This shall be rolled down to LGs.

In order to accelerate infrastructure deployment and improve ICT penetration in public service, ICT shall be mainstreamed through creation of ICT units in MDAs. The units shall be established along the same lines of procurement units in MDAs and LGs. These will be instrumental in promoting e-

governance, e-commerce, and reducing the cost of operations. The Ministry of ICT shall coordinate the establishment of these Units, design and operationalise a digitally connected Government as well as establish a single Government information web portal.

E-governance is intended to be a lever for the transformation of public service. The increased use of ICT tools and applications in public sector should lead to transformational shifts in public policies, processes and functions. E-government will be deployed for public service efficiency purposes, improving transparency and accountability in government functions, allowing for cost savings in government administration and improving the service delivery to citizen. It is also meant to increase citizen engagement in decision making processes and enable citizens to be more interactive with the government. E-governance is intended to change the way the government does business for the people. The ultimate goal of the e-governance initiatives is the delivery of public services 24/7, in convenient user interface with ease of use, in a language the user understands and which is tailored to meet citizen needs.

E- Governance main foundational pillars will be:

- a) Institutional Framework which stipulates the core Ministries, Departments and Agencies, private sector, academia and NGOs specifying roles and responsibilities for each. Among other institutions the MoPS is intended to lead the public services process review and computerization studies, take of the business process reengineering activities for the effective and efficient service delivery and take charge of Civil servants capacity building for the implementation of e-Government initiatives;

- b) A Legal and Regulatory Framework meant to provide the requisite environment for the e-Government service delivery between government, citizens, business and non-citizens;
- c) Identified priority e-Government applications and services;
- d) Common ICT infrastructure and Shared services;
- e) A deliberate e-Government skills development programme for civil servants and other key actors; and
- f) A deliberate communication and advocacy programme will need to be developed to popularize the benefits of the e-Government programme across the country.

The finalization and approval of the National e-Government Framework for Uganda's responsible government institutions form the first step in implementing this framework. The Ministry of ICT, Public Service and NITA-U in collaboration with other government ministries and agencies will have to work closely to provide leadership and direction to develop standards-based frameworks, policies and guidelines that support e-government, facilitate agency collaboration, raise awareness and promote the benefits of e-government across the entire sections of society in Uganda.

4.2.2 Establishment of "One Stop Centres"

Citizens view the Government as one entity. Therefore the current mode of service delivery which is vertical, departmentalized and largely uncoordinated does not meet the expectations of the people. Government shall set up One Stop Centres to facilitate ease of access to critical services. Services such as processing land titles, acquisition of licenses and passports are crucial for stimulating the economy. The Centres will bridge the gap between the bureaucracy and the geographically dispersed citizens, ideally without significant cost increases.

The Centres will be located at regional level. Each Centre will accommodate at least two officers from each Ministry/Department under one roof. There will be a common counter which will be manned by trained reception managers who will be responsible for directing the people to the respective service providers, according to their needs. There will also be a centre manager who will be responsible for the customer friendliness, timeliness etc. In the long term, there will be automatic service delivery kiosks for self service located by the centres, which will be cascaded to every District Local Governments, in a phased manner.

In the short run, before the centres are established, Government shall adopt the “caravan approach” to facilitate ease of such services. Under this approach, Government shall set up and publicize specific dates under which the services will be provided under one roof in specific designated areas in the country.

The main advantages are reduction of red tape by simplifying processes, increased collaboration across Government agencies, hence attaining greater efficiency and cohesion in service delivery, basic service needs of the people will be met and reduction of corruption. This will make the Government visible, accessible and credible.

4.2.3 Effective Performance Planning

The National Planning Authority shall ensure that all government Ministries, Departments and Local Governments develop their Annual Performance Plans that are linked to the NDP and prioritise their interventions in accordance with the needs of the clients (Citizens) so as to create impact in service delivery.

In this regard, the National Planning Authority shall scrutinize the performance plans of MDAs and LGs over the MTEF period before budget allocation to ensure that the inter sectoral linkages and synergies have been

taken into account to produce the desired results. This means that each MDA and LG may be required to focus on very few but strategic interventions with great impact on service delivery.

4.2.4 Performance Management

This policy introduces a paradigm shift to the functionality of performance management systems in the Public Service through strategic approaches. Through the new system, individuals, teams, and organizations shall be compelled to: deliver outputs and outcomes (effectiveness); deliver more and better results at less cost (efficiency); meet the needs of citizens (responsiveness); be accountable to stakeholders; provide better quality services and ultimately restore citizens' confidence in public service delivery system. This is aimed at addressing the current complacency in appraising staff and maintaining objectivity in the process. The following interventions will be implemented:

a) Adoption of a Contract based performance system for Top Civil Servants

Since the commitment to produce results in organizations must be demonstrated first and foremost by the leadership, the transformation process will focus on making the Managers and Supervisors more accountable for the actions of their organizations. Hence, Permanent Secretaries, Chief Executives of Agencies, Directors, Chief Administrative Officers and Town Clerks, Commissioners, Under Secretaries, Heads of Health Facilities and Schools, shall be required to sign performance contracts with Government on an annual basis. Performance assessment, retention and rewards shall be based on the extent to which they have achieved the agreed performance standards.

The setting and assessment of performance targets will be between the officer, immediate supervisor and the supervisor of the supervisor or Responsible Political Head, where applicable. However, in the case of the Chief Executives for Ministries, Departments, Agencies and Local Governments, more stringent

measures will be applied whereby they will, in addition, be assessed by an independent firm to be contracted under the normal procurement procedures.

While setting performance standards and targets, Chief Executives shall be required to ensure linkages of the hierarchy of objectives from the national level to the individual as well as across sectors to gain synergies from the service chain. In May 2010, Government launched the NDP 2010/11-2014/15. Under the NDP, all MDAs and LGs are required to fit all their work plans within the NDP framework. It is therefore imperative that all Chief Executives identify priority performance targets in tandem with the NDP.

While they serve on performance contracts, all public officers, including Permanent Secretaries, shall retire mandatorily upon reaching the age of 60. In other words, one is appointed on contract before he/she is 60 years of age and may have the contract renewed only up to when he/she clocks 60 years old. No contract appointments and renewals shall be effected in favour of officers beyond 60years of age.

b) Performance Management for other Public officers

Since a given Head of Department/Agency/LG shall be operating under a performance contract with set targets, it is envisaged that the appraisal process for other staff categories will be effectively done because it impacts on the performance of the Head of department. An assessment framework with clearly set standards shall be made and an external consultant contracted to carry out regular appraisal of the chief executives. This system will, therefore, have a multiplier effect on the performance of the rest of the staff at lower levels. The current performance appraisal Instrument shall be maintained and strengthened for the rest of the staff.

In order to enhance the compliance in the appraisal exercise, one of the factors for assessment of performance for the Chief Executive shall be the extent to which the appraisal process of the staff in his/her institution has been effectively managed.

c) Recognising and Rewarding Good Performance and Sanctioning Unsatisfactory Performance

Institutions and Officers who are good performers shall be regularly recognized and rewarded through a number of ways to be agreed including public applause on national celebrations such as Labour Day, Africa Day for Public Administration, Heroes Day etc... This will create a competitive environment and facilitate creativity and innovativeness amongst Chief Executives for best service delivery. This will provide an incentive for continued improvement in performance.

A Sanctions Framework shall be developed and implemented in case of unsatisfactory performance at Institutional and individual level. At the Institutional level, Service delivery Standards shall be set. Non compliance to the set standards shall constitute an offence and shall lead to sanctioning the Chief Executive, including removal from office. At the individual level, officers will agree on annual performance targets with their supervisors. Failure to achieve the targets without reasonable cause will attract sanctions in accordance with the Sanctions Framework.

d) Introducing Flexibility in Management

Given that the CEOs shall be operating under performance contracts, with set targets and outputs in a given timeline, the contract shall guarantee powers for the chief executive to hire and fire staff up to Assistant Commissioner

Level, based on a framework provided by the relevant National Service Commission and manage finances in a flexible manner under a broad framework provided by Ministry of Finance, Planning and Economic Development, in order to ensure that targets are achieved in the specified time. The aim is to compel managers and supervisors to be accountable for the outputs and outcomes of their organizations without any excuses. Performance contracts shall define clear, outputs, required resources both (human and financial) to achieve the agreed targets within set standards. With sufficient leverage, for CEOs to identify appropriate competences, it is envisaged that the set targets and outputs will be achieved in a given timeframe.

In order to make the recruitment process effective, the following interventions shall be implemented:

- i) Establish one National Service Commission. The PSC, ESC, JSC, HSC, Parliamentary Service Commission, and appointing authorities should be merged into one. Under this arrangement, technical standing committees will be created in MDAs. The Service Commission shall then delegate some of the appropriate members for policy guidance.
- ii) The current DSC shall be abolished and regional Service commissions established. This is consistent with the regional tier arrangement where a number of districts shall constitute a sub-national Government. This arrangement will create efficiency gains in area of reduction of costs.
- iii) Establish Human Resource Management Departments in MDAs and at regional level for LGs. Given the new Mandate of CEOs, MDAs and regional Governments shall be empowered to establish strong Human Resource Management Departments.
- iv) Introduce competence based and scientific selection and recruitment methods. This shall comprise identification of skills and not mere qualifications. This is important for delivery of specific outputs.

v) Develop a National Human Resource Development Plan. The plan shall be based on a functional analysis across MDAs and LGs. The plan shall focus on: stock of all Government Programmes; identification of skills needed and implied manpower gaps; identification of skill mixes currently deployed and as should be deployed; assessment of work conditions and as should be; and human resource development with view of generating relevant skills. This human resource planning should be systematic and coordinated by the MoPS. It shall also be based on linking MDAs with teaching and research institutions on areas of training, identification of talent and appropriate curricula.

4.2.5 Fully implement fiscal decentralization and the current devolving of functions which are not matched with resources

Under fiscal decentralization, Government shall undertake a review of the formula for resource allocation. The aim is to adjust the formula to allow flexibility in resource allocation. Specifically, Government shall ensure that adequate financial resources are devolved to match the functions of sub-national entities.

In addition, Government shall review and implement the equalization grant system. This shall address distortions and unbalanced development in the country.

4.2.6 Review and restructure the local Government administrative set-up

The local Government set up shall be reviewed so that LGs become centres for service delivery and local economic development and not purely as a political and administrative tool.

Government shall implement the decision of creation of regional Governments that will perform functions as agreed by the LGs in the regional tier. Under

this arrangement a formula shall be agreed upon in regard to the grants to be sent to regional Governments to run the devolved functions.

The CEO of the regional Government shall exercise the powers for budgeting and financial resource allocation as well as monitoring and coordination of the devolved functions.

4.2.7 Implement the recommended pay structure

Government shall implement a pay structure aimed at creating a highly motivated and productive labour force. Specifically, the Government shall introduce a number of related measures, including:

- a) Transformative and not mere Incremental Pay;
- b) Commitment to a salary structure that is commensurate to the cost of living of public servants;
- c) Consolidated pay that is inclusive of housing, transport and utilities;
- d) The Reduction of Differentials in Pay and Benefits: To ensure fiscal prudence, this will be achieved by significant raises at the bottom, from the current low base; and restraint at the top. Pay increases will be linked to training and competences but with some reasonable emphasis to attracting and retaining scientists;
- e) Abolishing Selective Pay for some segments of the public service;
- f) Competitive Pay Relative to Agencies and the Private Sector;
- g) Pay Relative to the Cost of Living in the Country; and
- h) Pay level that re-orientes public servants' attitude from the current apprehensiveness to client centredness.

In view of the above, Government shall implement the long-term pay targets as approved by Cabinet in 2006, as shown in table 4.1.

Table 4.1: Salary Structure for the Public Service, (Gross pay basis)

Scale	Number of Public servants	Current Pay	Proposed pay Level	Monthly Wage Bill	Annual Wage Bill
U1S	34	2,229,340	15,200,000	516,800,000	6,201,600,000
U1SE	573	1,636,080	9,500,000	5,443,500,000	65,322,000,000
	1046	1,311,283	6,200,000	6,485,200,000	77,822,400,000
U2	1940	1,007,102	4,400,000	8,536,000,000	102,432,000,000
U3	3,913	769,517	2,600,000	10,173,800,000	122,085,600,000
U4	77,927	596,438	2,252,296	175,514,670,392	2,106,176,044,704
U5	33,832	353,887	1,332,512	45,081,545,984	540,978,551,808
U6	15,423	230,099	861,020	13,279,511,460	159,354,137,520
U7	141,769	172,453	621,320	88,083,915,080	1,057,006,980,960
U8	29,955	113,306	391,420		

				11,724,986,100	140,699,833,200
Total	306412				4,378,079,148,192

4.2.8 Establish a Salaries Commission with a mandate to determine salaries of all public servants and political leaders paid from the consolidated fund.

In this regard, the Government shall establish a Salaries Commission in order to scientifically determine appropriate pay for all public servants and political leaders whose salary is drawn from consolidated fund. The Commission shall address the issue of distortions in pay among all public institutions. In addition , the Salaries Commission shall: Establish a framework for setting pay across the wider public service; eliminate unjustified pay differentials within the public service; develop, review and update the pay policy framework for the entire public service; establish minimum and maximum for annual wage increases in the public service; review, approve and moderate proposed wage increases that fall outside the prescribed range; monitor remuneration levels across the service and ensure that the set guidelines are complied with.

4.3 The Public servant

4.3.1 Competence-Based Recruitment and Selection Systems

Government shall adopt Competence-Based Recruitment and Selection processes. In this regard, the Assessment centres will be established to serve the National Service Commission and the Regional Service Commissions.

4.3.2 Establish a Civil Service College

Continuing staff training and skills development of persons who are already employed in the public service is a central role of the public service itself. This role cannot be left in the hands of universities and other degree awarding academic institutions. While such institutions will continue to be relied upon

to produce candidates for recruitment into the public service, continuing training and performance enhancement of such candidates once in service shall remain a cardinal role of the public service, in cooperation with such other educational /training institutions.

In this regard, a Civil Service College shall be established as a National School of Government to inculcate the right attitudes in public servants, provide focused skills enhancement to targeted public servants and a cadre of staff well equipped for transformation of the public service.

The College shall also provide the required orientation of effective, efficient and well engrained public servants that can be responsive to community needs. It shall be instrumental in public service research and development of civil service. It shall provide “hands on” leadership and management training; corporate development opportunities for senior managers; management ideals; staff induction for newly recruited public servants; and professional skills development for public servants.

4.3.3 Introduce National Service in the Public service aimed at inculcating national values, and work ethics

The Government shall introduce a mandatory National Service Scheme for all people before they join public service. There shall be a National Service secretariat to deploy young graduates on national service country wide to supplement human resource short falls and to re-orient them into the value system and culture of Uganda public service.

4.3.4 Introduce Mandatory Induction Programmes before deployment and promotion

Government shall conduct mandatory induction Programmes for new entrants into service before deployment. Such officers shall not be deployed if not inducted. The induction Programmes shall be conducted by the Civil Service

College. The College shall link with training institutions in the development of curricula for skills training.

4.3.5 Introduction of the Public Service Transformation Teams

The Chief Executives of MDAs and LGs shall identify members of staff to act as Change Agents/Champions. These will be trained and empowered to spearhead the development and implementation of specific transformation interventions in line with the mandate of their Ministry/Department/Local Government as reflected in the Implementation Plan. They will also ensure that transformation decisions and recommendations form an important and integral part of departmental strategic planning and review processes.

4.3.6 Provide adequate tools, equipment and conducive office environment

Public servants shall be provided with adequate tools to enhance their performance. In addition, Government shall improve on the ambience of public offices that will provide a conducive working environment.

In order to make this happen, the work environment and ambience of public offices shall be one of the factors to be assessed for Chief Executives. This will also form basis for recognition/rewards for Public Service Institutions.

4.4 The Client

4.4.1 Introduce National Service for citizens

Government shall introduce national service for citizens to inculcate national values, work ethic and civic competence. This will entail:

- (a) Inculcating Patriotism starting with children at birth. This can be illustrated using the analogy of bringing up a religious catholic child thus;

The child is taken in hand from his cradle. His mother, as she fondles him in her arms, teaches him prayers which he learns to repeat parrot fashion; she tells him tales of God, paradise, hell. His tiny brain like wax receives all
--

these impressions, but doesn't react under them. When he is seven years old, his mother, in the belief that she is doing the right thing by him, hands him over to the priest, who sows broadcast in his young brain childish bible stories which were current in ancient Judea, two or three thousand years ago. At the same time the pomp of religious ceremonies, organ music, the "dim, religious light" of churches, incense scattered profusely on the altar, gorgeous costumes of officiating priests, strike his imagination and act upon his nerves; from that moment, his brain will refuse to discuss, to think, when he concerns himself about religious matters.

The inculcating of patriotism among the citizens shall follow the same model in order to take root in the lives of the citizens.

- (b) Developing and promoting National Values;
- (c) Introducing one year National Service Programme for building national values and educating them about their rights and obligations. The Objective of this course shall be twofold: that is to inculcate knowledge on national values such as nationalism, peace building, national symbols among others; and actual engagement in national service (military training, community projects among others). This course shall be appropriate to candidates prior to entry to tertiary institutions. The certificate obtained shall be a requirement for admission in tertiary institutions. It is pertinent that the induction be apolitical if it is to receive national acceptance. This programme shall be customized for the other citizens at village level;
- (d) Gazetting specific days for all Citizens to participate in national Service like for: cleaning, road and water source maintenance, among others; and
- (e) Reviewing school curriculum to include Civic Education, including inculcation of citizen rights and obligations and love for one's country.

4.2.2 Establishment of call-in centre for complaint handling

Government shall establish a free call centre with various intra communication sub-centres in Ministries, Departments, Agencies and Local Governments. The aim is to enhance coordination of a connected government. It is pertinent that Responsible Officers gather complaints and analyze them for feedback and immediate action.

Responsible Officers shall establish of Customer Care Units to respond to and listen to customers and follow-up on their complaints and recommendations and give feedback. This will enhance customer confidence, satisfaction and willingness to demand for accountability and contribute to service improvement.

4.4.3 Dissemination of Service Delivery Standards to the Community

People should know what to expect from the Government, how services will be delivered and what they will cost, and what clients can do when services they receive are not acceptable. Service standards should include: descriptions of the service Government intends to provide and, where applicable, the benefits clients are entitled to receive; service pledges or principles describing the quality of service delivery clients should expect to receive, focusing on such elements as openness, fairness, courtesy, professionalism, etc.; specific delivery targets for key aspects of service, such as timeliness, access and accuracy; the costs of delivering the service; and complaint and redress mechanisms that clients can use when they feel standards have not been met. Defining service standards will go a long way in improving the quality of service delivery by making more people aware of the wide array of Government services and their associated costs and by improving the client orientation of Public Service employees. Service standards provide a practical way for public servants to manage performance in an era of fiscal restraint and to help shape the expectations people have about Government services.

A formal mechanism for determining standards must be developed, and performance against standards must be regularly measured, reviewed and the results published and disseminated regularly. Service Standards shall be disseminated to the community to allow the later monitor investments. This is important as it provides another level of reinforcing accountability and value for money.

4.5 Cost Saving Areas

Wastage in the use of public resources has arisen from many sources, including weak capacity, low levels of accountability, improper planning and corruption. The need to reduce wastage in the use of public resources has always prevailed in Government operations. The Government therefore, through its public administration systems needs to take austerity measures to save on its resources. Corrective actions for wastage and leakage must be dealt with through improved control systems, better incentives against malpractices, and improved accountability of the critical parts of the public service chain to support a better wage bill.

A number of cost saving areas have been identified to cut on current Government expenditure in order to make a saving to address some of the above proposed interventions. The proposed measures are in themselves transformational and may require change of legislation.

4.5.1 Reform Government Fleet Management

One area of public concern is the use of the Government fleet, both in its management and disposal. As indicated in the Table 4.2, available data show that Government expenditure on fuel, oils and maintenance of its fleet has increased from year to year. For example the expenditure rose from Shs 36.7 billion in FY 2004/05 to Shs 92 billion in 2006/07 (MoFPED,2008).

Table 4.2:Uganda Government Expenditure on Fuel, Oils and Lubricants and Maintenance (US\$.000)

Item	2004/05	2005/06	2006/07
Maintaining	17,596,302	22,492,709	68,538,035
Fuel, Oils and Lubricants	19,045,483	25,391,211	23,454,685
Total	36,641,785	47,883,920	91,992,720

Source: Ministry of Finance, Planning and Economic Development (2008)

The Government of Uganda in 2008/09 FY spent US\$72 billion on fuel and maintenance of its fleet estimated at over 12,000 vehicles (MoFPED, 2009). In comparative terms, it was almost a third of the budget vote for agriculture (US\$ 230 billion) which is the main stay of the Country's economy, employing about 80% of the population. According to the Minister responsible for Public Service, under whose docket the Government fleet falls, the blame goes to the public officials who flout procurement guidelines, leading to high wastage rates and their failure to use the vehicles' log books to monitor their movements. Uganda perhaps needs to borrow a leaf from the Republic of Kenya which has imposed a moratorium on purchase of new motor vehicles, except for security purposes. And entitled Government officers, including Cabinet Ministers in Kenya are now allowed only one vehicle whose engine capacity does not exceed 1,800cc (Kenya National Budget speech FY 2009/10). The Rwanda Government has stopped all its officials from using vehicles which are above 2000cc. In Uganda, Government officials use vehicles ranging between 3,000cc and 4,700cc. (MoFPED, 2006).

With regard to transport, Government will ensure reduction in misuse of public vehicles, and massive expenditure on maintenance, fuels and lubricants. Specifically, the following measures shall be implemented:

- a) Provision of Government vehicles, with exception of vehicles for critical functions such as ambulances, shall be abolished;
- b) Public officers shall be facilitated to acquire their own cars; and

- c) Parking in the city centre shall be regulated to deter many people from bringing their cars to the city. A tax shall be levied on every car that comes into the city centre so as to reduce unnecessary parking of cars in the city centre and heavy traffic congestion that curtail easy movement.

4.5.2 Rationalisation of Government Structures

The maintenance of a stable size of public service amidst development needs which put pressure to expand the size of the Civil Service. Such interventions include Universal Primary Education, Universal Post Primary Education and Training, the Plan for Modernization of Agriculture, and the Poverty Eradication Action Plan. These had considerable demand in terms of size and structures. Consequently, as at 30th March 2008, the number of Public Officers increased to 237,732 from 191,324 in 2001. Whereas there has been reasonable control of numbers at the central Government Ministries and Departments, “the high birth rate” of districts has increased the cost of public Administration.

Although the creation of Districts is well intended to bring service nearer to the people, the same objective can be achieved without excessive expansion of numbers. In Ghana services delivery centres were created without creating political and administrative units.

This arrangement, if applied in Uganda would help reduce expenditure in public administration by avoiding the multiplicity of Chief Administrative Officers, Resident District Commissioners, Local Councils, Members of Parliament, administrative support and the non wage expenditure attached to those units. At the moment there are no institutionalized National Job Grading Committee to review the requests for expansion of the Service in a systematized manner.

The ever increasing expenditure on public administration in Uganda has naturally jeopardized the scope for further pay increase. There has been growth in size of public servants particularly in LGs. Furthermore, there has been considerable increase in the number of Ministers including Ministers of state which has grown from 21 in 1995 to the current 70, each commanding generous allowances and expensive office support structure. The number of members of Parliament has grown to 333 up from 284 seats provided for in the constitution partly reflecting the number of districts; with the result that Uganda has the largest number of Members of Parliament per head of population in Africa. The increase in the number of districts (now over 100) naturally increases expenditure of public administration as more senior people are appointed to serve as Resident District Commissioners (RDC) Chief Administrative Officers (CAOs) or elected as District Chairpersons and Councilors many of these officers whose functions are very often duplicated receive expensive vehicles and fuel allowances for official use and employ large numbers of support staff.

In addition, each district has a Service Commission and a Land Board and a Public Accounts Committee, all of which carry significant operational expenses. The number of Political officials currently estimated to be over 1,348 is a further constraint on the wage bill. While the political bureaucracy accounts for only a small proportion of the public service in numerical terms, pay scales and allowances are very generous and are striking when compared to the expenditure on public services. The aggregate impact of the growth in the political bureaucracy is significant in budgetary terms since public administration has claimed an increasing share of GDP, rising from 2.7% in 1998/99 to 3.2% in 2000/01. The total budgetary share of public administration accounted for 20.2% of the budget out-turn by 2000/01 which was greater than health (7.3%) and security (14%) and only exceeded by education (World Bank 2004). Therefore a reduction in public administration expenditure would provide a good source to support a better pay for civil

servants. The recommended cost saving measures in this area include the following:

- a) Abolish District Service Commissions and create Regional Service Commissions;
- b) Merge National Service Commissions into one Public Service Commission with representatives from the key sectors (Health, Education, Judiciary, Police and Prisons);
- c) Transform new Districts as Service Delivery Centres. For successful implementation of the transformation agenda, there should be a shift from the traditional understanding of a district as a political administrative tool to an orientation where a district is a centre for service delivery. There should be creation of regional Governments as service support centres with more technical staff stationed at lower tiers to ensure that districts become service delivery centres. There should be linkage between the national service delivery entities to downstream entities so that MDAs and LGs move at the same pace. This will ensure that public entities are working hand in hand in implementation, coordinating, monitoring and evaluating the performance of MDAs and LGs; and
- d) Identifying and offloading non core functions to the private sector.

4.5.3 Reduction of corruption

The Global Integrity (March 2009) reported that Uganda loses UGX 510 billion (US\$ 258.6 million) a year through corruption in procurement related activities. The report reveals that if Uganda can eliminate corruption in public procurement it would be able to save Shs 30 billion (US\$ 15.2 million) a year. Checking or eliminating corruption would provide a good source to support a

better wage bill for Government workers. In an attempt to close leakages, the Government shall:

- a) Enhance meticulous investigation of corruption cases;
- b) Prosecute of suspects;
- c) Imprison culprits;
- d) Recover lost funds by attaching ill-gotten wealth;
- e) Enact and strengthen enabling laws regarding corruption control; and
- f) Review and reduce the business processes in corrupt institutions/departments in order to make the services easily accessible, thus reducing corruption.

PART FIVE

5.0 OPPORTUNITIES, CRITICAL SUCCESS FACTORS AND RISKS

5.1 Opportunities for Transformation of the Public Service

5.1.1 Broad Commitment to the Vision and Goals of Transformation

Stakeholders have demonstrated a clear commitment on the need for transformation of public service. This stakeholder commitment included that of: Cabinet; Parliament; Permanent Secretaries; Commissioners, Directors, Service Commissions, Public servants; political leaders and civil society and business organizations. While the stakeholders have different viewpoints on the ways in which the transformation can best be taken forward, the development of a common commitment and sense of purpose around the vision and broad policy goals is a very positive sign for the future. A clear commitment has been demonstrated by H.E. the President of the Republic of Uganda at various fora to the vision and goals of Public Service Transformation as a prerequisite for economic growth and development. This vision has also been echoed by other political leaders including Members of Parliament.

5.1.2 Macro Economic Stability

Since late 1980s, Uganda Government has implemented macroeconomic policy reforms including both Adjustment and liberalization policies. The aim was to create a macroeconomic environment for sustaining economic growth. The major policies were: ensuring fiscal discipline through reduction of public expenditure through right sizing of the labour force; and liberalization of trade. Others were foreign exchange realignment through introduction of forex bureaus. These policies have created stable macroeconomic environment as manifested in low inflation and growth of GDP per capita estimated at 5.6% between 1980s and 2000. Similarly, income poverty levels reduced from 56% in 1992 to 31% in 2005. By the mid 1990s, Uganda was being cited as an economic success and a “beacon of hope” in Sub-Saharan Africa (World Bank, 1992).

5.1.3 Peace and Security

Since 1987, Northern Uganda has been under a civil conflict. As a result of the war, an estimated 1.5 million people have been living in Internally Displaced Peoples' Camps (UN OCHA, 2004). However, since 2007, there has been relative peace and security in most parts of northern Uganda. The Lord's Resistance Army which destabilized the region appears to have been weakened. People previously in camps have gone back to their original homes. Conflict and insecurity have created serious tensions and a physical threat to many people living in affected regions, particularly in the North. Insurgencies and cattle rustling are major causes and those affected feel that the Government has not done enough to protect them. In Karamoja, the underlying causes of conflict also include economic and political marginalization of the Karimojong, the proliferation of small arms, ecological crises, resource degradation, and the practice of wealth accumulation through livestock raiding and road ambushes. Conflict is a major fuel for chronic poverty.

5.1.4 Good will from Development Partners to Support Service Delivery

In late 1990s domestic revenue contributed about 48% of the budget leaving donors to contribute 52%. The Development partners have continued to support Government Programmes through both SWAP and projects. The support from development partners to the National Budget stands at 36% FY2009/10 (MoFPED, 2009).

5.1.5 Decentralization Policy

This comprises the devolution of power (governance, planning, administrative and finance) from the Centre to the Local Governments. Decentralization operates through administrative structures namely: LCI, LCII, LCIII, LCIV and LCV. As provided in the Local Government Act 1997, planning begins from the lowest tier (LCI) up to the highest (LCV). This presents an excellent structure

for problem identification, prioritization, budgeting and implementation of planned activities. However, this structure needs to be effectively exploited if it is to function as tool to improve service delivery.

5.1.6 The Existence of the National Development Plan

The Uganda National Development Plan (2010/11-2015/16) sets out a roadmap for Uganda. It is a milestone in provision of better services for all people. It aims at consolidating the achievements of PEAP. It focuses on investment in socio-economic infrastructure, human capital development, science and innovation, and social protection among others. The total investment portfolio is estimated at Ush. 54 trillion over a 5 year period. The Plan comprises core projects mainly focusing on improving infrastructure as a catalyst for transformation of the economy.

5.1.7 Human Resource Capacity

With a population of 30 million people, Uganda enjoys a strategic advantage of diverse human resource in service delivery. The Government of Uganda has made tremendous efforts in investing in people. There has been implementation of various programs like Universal Primary Education and Universal Secondary Education. Similarly, there has been quantitative increase in tertiary training as indicated in increase in enrollment from 5000 in 1970s to 42,500 in 2009(MoES, 2008).It should be acknowledge that the Public Service is endowed with highly educated and skilled public officers whose capacity should be harnessed and utilized during the transformation process.

5.1.8 Achievements from the implementation of the Administrative Reforms

As outlined in part I, of this paper, the achievement so far made under the various public sector reforms have leveled the ground for transformation. These have stimulated the thinking for further improvements.

5.1.9 Existing Institutional Framework

The Government has in place appropriate institutions to carry forward the transformation process. These include: the Ministry of Public Service, Service Commissions, Working Group Institutions of Accountability and other implementing Ministries, Departments, Agencies and Local Governments.

5.2 Critical Success Factors the Transformation Process

5.2.1 Transformative leadership

The political commitment and ownership needs to be backed by transformative leaders within the public service institutions if transformation is to happen. A transformative leader holds everyone accountable, and defines success not just by results but also by the way they are obtained. The public service must therefore endeavour to create a critical mass of transformational leaders to create and sustain change that is required to drive the transformation process.

5.2.2 Institutional Change Management

There is need to address crucial components for successful institutional change towards the transformation destination. In this regard, there is need to: Understand that Transformation is needed urgently; Building alliances that are strong enough to support the transformation process; Identify Change Agents of the transformation process so as to create a common destiny; Empower other actors to implement their components in the process; Plan for early success stories to demonstrate positive effects; Build on these successes to sustain the transformation vigour; and Institutionalize all the changes so that they become part of the institutional culture. The transformation agents

should focus on outputs and how they fulfill the objectives. In order to achieve this, the Objectives of the transformation process in a sector should be popularized to create pressure and incentives on the participants to achieve these objectives.

5.2.3 Availability of Funds to finance Transformation

A successful Transformation will require sufficient financing capacity. The major elements proposed as drivers in the transformation include among others: pay structure commensurate to the cost of living able to motivate public servants; provision of modern technology and equipment and improvement of working environment (office facilities, sanitation, and aesthetics); establishment of a Centre for Public Service Performance and Excellency for inculcating appropriate values attitudes and ethics among public servants; regular training (on job and further studies)among others. All these require a significant amount of resource outlay.

5.3 Risks

5.3.1 Resistance to change on the part of decision makers

There is a natural tendency for human beings to be comfortable with the status quo. Transformation requires people who will continuously challenge existing bureaucratic processes and organizational cultures for the required continuous improvements in the public service. There is therefore need to change the mindset of public officers to accommodate innovative ideas in order to transform the public service.

5.3.2 Corruption and Lack of Accountability in Public Service

Corruption in Uganda has remained the major challenge in not only ensuring that public resources are utilized efficiently and prudently for the benefit of all Ugandans but most importantly in achieving the Millennium Development Goals (MDGs). Government shall undertake enactment and strengthening of

enabling laws regarding corruption control.

PART SIX

6.0 INSTITUTIONAL ARRANGEMENTS FOR IMPLEMENTING TRANSFORMATION OF UGANDA PUBLIC SERVICE

6.1 Institutional Arrangement of the Transformational Process

The implementation of the transformation interventions shall be the responsibility of various Government Ministries, Departments, Agencies and Local Governments in line with their mandates. The following are the key institutions in the transformation process:

- Office of the President
- Office of the Prime Minister
- The Ministry of Public Service
- Ministry of Finance Planning and Economic Development
- The Public Service Transformation Task Force
- Sector Working Groups
- National Planning Authority
- UBOS

These institutions will play a significant role in the implementation of the transformation process; ensure better coordination and deliver the desired outputs and outcomes.

6.1.1 Office of the President

This will provide the overall strategic and ideological direction of the transformation process. The office will provide political leadership for mobilizing support for transformation. It will provide ideological influence for sectoral planning and resource allocation. It is envisaged that all other sectors will follow the same ideological path in implementation of activities.

6.1.2 Office of the Prime Minister

The Office of the Prime Minister (OPM) will be charged with the responsibilities of:

- a) Coordination of all interventions in the Various MDAs and LGs. The OPM is mandated to operationalise the National Integrated Monitoring and Evaluation System (NIMES). The aim is to ensure coherence of public investments in various sectors;
- b) Assessing the performance of Ministries, Departments and Local Governments in terms of making an impact on the transformation of the Public Service; and
- b) Identifying the best performing Ministries Departments and Local Governments at the end of the financial year (F/Y) and recommending appropriate reward and recognition.

6.1.3 The Ministry of Public Service

The Ministry of Public Service has a principal responsibility for overseeing; driving and coordinating the transformation process with the rest of the Government Institutions. In discharging its role, it will specifically carry out the following responsibilities:

- (a) Translating the broad policy framework contained in this White Paper into achievable policy objectives, performance measures, targets and time-frames;
- (b) Ensuring that this process of transformation is based on effective consultation and liaison with the Service Commissions, Responsible Officers, Public Service Unions and other key agencies and stakeholders, within and outside the public service, at both national and local levels;
- (c) Ensuring that the transformation process is effectively coordinated;
- (d) Developing an effective communications strategy and structures to ensure that the Transformation Policy Paper, the broader transformation process, and national standards, performance

measures and targets are well-publicized within and outside the public service;

- (e) Developing a financial resource strategy to support the transformation process, taking into account the specific needs of individual Ministries/Departments and Local Governments;
- (f) Establishing an effective research strategy and structures to support the transformation process; and
- (g) Providing a Unit to coordinate and make follow up on the implementation of the agreed transformation interventions.

6.1.4 Ministry of Finance, Planning and Economic Development

The Ministry is in-charge of mobilizing resources for financing Government Programmes. It is instructive that the transformation process will depend on sector allocations commensurate with transformation interventions in the various sectors.

6.1.5 Public Service Management Sector Working Group (PSMWG)

The existing PSMWG will carry out the following responsibilities:

- (a) Providing a forum for giving strategic direction to the Public Service transformation process;
- (b) Providing a forum for deliberating, and advising on issues related to the transformation process;
- (c) Playing a pivotal consultative and advisory role in monitoring key issues in the transformation process;
- (d) Sharing and comparing views and developments in each of the transformation interventions, including implementation progress, any emerging/imminent policy changes and the results of appraisals/ evaluations;
- (e) Identify gaps, overlaps and linkages across the key programs. This will include, for example, addressing common needs/problems that require interagency collaboration and coordination, suggesting high-

priority actions and areas of cooperation to facilitate successful implementation;

- (f) Monitor and review the transformation performance;
- (g) Facilitate the exchange of ideas and the adoption of common strategies and approaches, allowing for adaptation to suit individual Ministry/Department and Local Government circumstances;
- (h) Inform the broader change process at central and Local Governmental levels; and
- (i) Allay fears about the process and in the generation of broader internal and external support for it.

6.1.9 The role of Responsible Officers

As Chief Executives and Accounting Officers of Ministries/Departments/Regional Governments /Local Governments, Responsible Officers have a vital leadership role to play in translating the broad policy objectives, performance measures, targets and time-frames set by the Government (National Transformation Task force) into meaningful and achievable strategies for their Ministries/Departments/Local Governments. Responsible Officers will be specifically charged with the responsibility of:

- (a) Setting strategic objectives, plans and direction for the public entities they are entrusted with;
- (b) Identifying change agents within their organisations;
- (c) Designing and implementing plans for transformation (including objectives, targets, performance indicators and timeframes, as well as detailed action plans for their implementation);
- (d) Establishing and implementing an effective inspectorate function in their organizations.
- (e) Establishing effective mechanisms for coordination, internal monitoring and evaluation, as well as administering sanctions for non performance;

- (f) Ensuring effective opportunities for meaningful participation by staff and unions in the transformation process;
- (g) Processing inter-departmental collaboration in the transformation process;
- (h) Promoting a culture of performance for results; and
- (i) Identifying and recruiting competent, qualified and knowledgeable work force.

6.1.10 Public Service Transformation Teams (PSTTs)

PSTTs shall be established in each Ministry/Department/Local Government. The membership of these units will be drawn from the staff of the Ministries/Departments/Local Governments themselves the transformation Teams will be mandated to:

- (a) Develop and implement specific transformation interventions in line with the mandate of their Ministry/Department/Local Government as reflected in the Implementation Plan; and
- (b) Ensure that transformation decisions and recommendations will form an important and integral part of departmental strategic planning and review processes.

6.1.11A Public Service Transformation Assessment Committee (PSTAC)

A PSTAC will be appointed by the President. Membership of the TEC will be drawn from the Private Sector and Civil Society. The Committee will be charged with the responsibilities of:

- (a) Assessing the performance of Ministries, Departments and Local Governments in terms of making an impact on the transformation of the Public Service; and
- (b) Identifying the best performing Ministries Departments and Local Governments at the end of the F.Y and recommending appropriate reward and recognition.

PART SEVEN

7.0 WORKPLAN PLAN AND FINANCIAL IMPLICATIONS FOR THE TRANSFORMATION PROCESS

7.1 Work Plan

Government regards transformation as a dynamic, focused and relatively short term process. Therefore a period of five years will be set for the transformation process.

The table below sets out what will be done in broad terms. It does not provide the specific activities. Individual Ministries, Departments and Local Governments will have to develop the specific activities that fall within the broad themes and within the given time frames.

Table 7.1: Strategies for Transforming the Uganda Pubic Service

Targeted Areas	Strategies/Interventions	Responsibilit y Centre	Time frame	Budget estimates(Ugshs)
Public Service Structure, Systems, Processes and Procedures	1.1 Adopt e-Governance in public service delivery	ICT	Year 1-5	675,000,000
	1.2 Review and simplify Government business processes	MoPS	Year 1-5	450,000,000
	1.3 Establishment of One-Stop Centres	MoPS ICT MDAs	Year 3-5	1,125,000,000
	1.4 Adopt “Caravan approach” for service delivery	MoPS	Year 1-2	337,500,000
	1.5 Link Institutional Plans to	NPA	Year 1-5	Mainstream

Targeted Areas	Strategies/Interventions	Responsibility Centre	Time frame	Budget estimates(Ugshs)
	NDP			
Performance Management	2.1 Adopt Performance Contracts for top civil servants	MoPS	Year 1-5	Mainstream
	2.2 Strengthen performance appraisal process for the rest of the staff	MoPS Chief Executives	Year 1-5	Mainstream
	2.3 Reward high performance and sanction unsatisfactory performance	MoPS	Year 1-5	Mainstream
	2.4 Introduce flexibility in Management	MoPS MoFPED	Year 3-5	Mainstream
	2.5 Establish one National Service Commission	MoPS	Year 2	Mainstream
	2.6 Establish Regional Service Commissions	MoPS	Year 2	90,000,000
	2.7 Establish Human Resource Management Department in MDAs and LGs	MoPS	Year 2	Mainstream
	2.8 Introduce competence-based recruitment and selection systems as opposed to mere qualifications	MoPS Service Commissions	Year 1-3	225,000,000
	2.9 Establish Assessment Centres	MoPS Service Commissions	Year 4	337,500,000

Targeted Areas	Strategies/Interventions	Responsibility Centre	Time frame	Budget estimates(Ugshs)
	2.10 Develop a National Human Resource Development Plan	NPA MoPS	Year 2	225,000,000
	2.11 Strengthen Fiscal decentralization through Provision of adequate funds for Local Governments to match the devolved functions	MoFPED LGFC	Year 2	675,000,000
	2.12 Review and restructure Local Government administrative set up to create LGs as service centres as opposed to the current administrative role.	MoLG MoPS	Year 2	157,500,000
Pay Structure for the public Service	3.1 Implement the long-term salary targets approved by Cabinet in 2006	MoFPED MoPS	Year 2	562,500,000,000
	3.2 Establish a Salaries Commission with mandate to harmonise salaries across MDAs and LGs	MoPS	Year 1	Mainstream
Transforming the Public Servant	4.1 Establish a Civil Service College for change of attitudes and building values of Public servants	MoPS	Year 1	551,250,000
	4.2 Introduce and popularize National Service (for knowledge acquisition as well as participation in national service) for public officers	MoPS	Year 3	40,500,000

Targeted Areas	Strategies/Interventions	Responsibility Centre	Time frame	Budget estimates(Ugshs)
	4.3 Introduce Mandatory Induction Programmes for Public Officers	MoPS	Year 2	450,000,000
	4.4 Establish and train PSTTs as Change agents in all MDAs and LGs	MDAs & LGs	Year 1	225,000,000
	4.5 Provide adequate tools and improve office ambience for public service institutions	MDAs & LGs	Year 1-5	855,000,000
Transforming the Client (Citizen)	5.1 Develop, Popularise and promote National Values	DEI	Year1- 2	Mainstream
	5.2 Introduce National Service for Citizens	MoGL&SD	Year 2	40,500,000
	5.3 Review School Curriculum to include: Civic Education; Citizen rights and obligations; and patriotism.	MoES	Year 3	Mainstream
	5.4 Establish a call centre for complaint handling	MoPS	Year 1	22,500,000
	5.5 Implement Whistle Blowers' Act	DEI	Year 1-5	Mainstream
	5.6 Disseminate service delivery standards in all MDAs and LGs and develop new standards where they do not exist	MoPS MDAs and LGs	Year 1-5	22,500,000
	Cost Saving Measures	6.1 Abolish Government Vehicles with exception of some for critical services such	MoPS	Year 2

Targeted Areas	Strategies/Interventions	Responsibility Centre	Time frame	Budget estimates(Ugshs)
	as ambulances			
	<p>6.2 Rationalisation of Government Structures, Systems, Processes and Procedures in:</p> <ul style="list-style-type: none"> • Review of the Set-up of MDAs and LGs • Review and rationalise Service Commissions (ESC,JSC HSC and DSC and establish one National Service Commission and Regional Service Commissions) • Adopt Multi-skilling and abolish redundant structures and positions • Review and automate Government business processes 	MoPS	Year 1-5	Mainstream
Total				569,207,250,000

7.2 Financial Implications

The transformation of the public service and the implementation of the interventions elaborated in this Policy Paper will incur inevitable financial costs. Government recognizes that change comes with a high cost hence resources must be identified and committed to the noble cause of transformation as an investment for growth.

7.2.1 Costing the Transformation Process

In the absence of the specific undertakings it is not possible to quantify the costs of the transformation process in a precise way at this stage. The actual cost of the process will be determined when all Ministries/ Departments and Local Governments have developed their implementation plans.

In this regard, an estimate of **Ushs.569,207,250,000** has been made for the funding of the programme.

7.2.2 Resourcing the Transformation Process

Once the costs of transformation programmes have been calculated, there will be three main ways in which they can be resourced:

- (a) Additional claims against national budgets;
- (b) Raising of additional funds from external sources; and
- (c) Absorption of costs by MDAs and LGs through re-prioritising budgets and efficiency savings;

(a) Additional Claims against National Budgets

In resourcing the transformation process, it will also be important to ensure an equitable allocation of resources between MDAs and LGs.

Consultation on this issue will take place with the Ministry of Finance, Planning and Economic Development to ensure that non-interest current expenditure does not increase in real terms, with the aim of reducing the fiscal deficit and releasing public sector resources to fund priority transformation interventions by increased allocations from national budgets.

(b) External Sources of Funding

The Government is confident that additional funds will be raised, from international donors, to support a number of the planned transformation

programmes. A number of key programmes are already being supported in this way under the PSRP. However, in developing programmes with external assistance, MDAs and LGS should pay particular attention to the question of longer-term sustainability, given that external funding cannot be depended upon in the long term.

(c) Absorption of Costs

Given the need for fiscal restraint in national budgets, and the limited assistance that can be expected from external donors, it is inevitable that the majority of the costs of transformation will have to be absorbed within existing MDA and LG budgets, particularly through the re-prioritizing of expenditure and the achievement of efficiency savings. MDAs and LGs are encouraged to establish key performance indicators, clear monitoring procedures and business plans. Staffing plans will also be required as part of the reprioritization process. The introduction of these processes and procedures should also enable MDAs and LGs to identify and prioritize the costs of transformation programmes more clearly. As we begin with the transformation process, those Ministries, Departments or Local Governments which will use available resources to cause remarkable change towards transformation should be given priority in accessing additional funding.

7.3 Conclusion

Access to quality and timely public services is a rightful expectation of the people of Uganda. Government is therefore committed to fulfilling the people's expectations through various Public Service Reforms. The transformation process, as articulated in this Policy Paper, is a short – term initiative to support the attainment of the right standard of public service delivery. It seeks to introduce a fresh approach to service delivery, an approach which puts pressure on individual attitudes and behaviour, systems, procedures within the public service and re-orient them towards the needs of the citizens.

The desired change will definitely require resources. The process needs to be viewed as an investment which will act as a spring board to further national development.

The initiatives under the transformation process cut across sectors. Therefore, every stakeholder must be involved and convinced. Although the Policy Paper applies to the Public Service, the support of the wide stakeholders will make a big difference in the successful implementation of the initiatives.

The Policy Paper presents challenges to Public Officers especially the Chief Executives. Part of the transformation process will therefore aim at assisting the Public Officers to get committed and turn those challenges into opportunities to provide their fellow citizens with public services that they deserve.