THE REPUBLIC OF UGANDA

INSPECTORATE OF GOVERNMENT

Final Report

THE 3RD NATIONAL INTEGRITY SURVEY (NIS III)
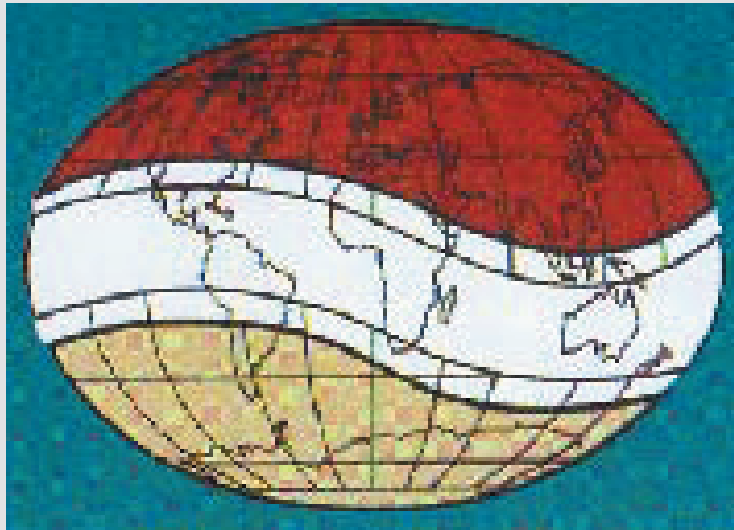
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ACKNOWLEDGEMENTS

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ACRONYMS

ACCU:	Anti Corruption Coalition of Uganda
AG:	Auditor General
APNAC:	African Parliamentarians Network against Corruption
ASYCUDA:	Automated System for Customs Data
AU:	African Union
BOU:	Bank of Uganda
CADP:	Corporate and Development Plan
CAO:	Chief Administrative Officer
CBOs:	Community Based Organizations
CEDAW:	Convention on the Elimination of all forms of Discrimination Against Women
CEFIM:	Coalition for Electronic Finance Monitoring
CHOGM:	Common Wealth Heads of Government Meeting
CID:	Criminal Investigations Department
CSOs:	Civil Society Organizations
DANIDA:	Danish International Development Agency
DB	Doing Business
DEO:	District Education Officer
DFI:	Direct Foreign Investment
DFID:	Department for International Development
DEI:	Directorate of Ethics and Integrity
DPP:	Directorate of Public Prosecutions
DSC:	District Service Commissions
EFT:	Electronic Fund Transfer
ESO:	External Security Organization
FGD:	Focus Group Discussion
FY:	Financial Year
GAVI:	Global Alliance for Vaccines and Immunization
HIPC:	Highly Indebted Poor Countries
HURINET:	Human Rights Network
IAF:	Inter Agency Forum
ICGU:	Institute of Corporation Government of Uganda
IG:	Inspectorate of Government
ISIC:	International Standard Industrial Classification
ISO:	Internal Security Organization
ITAS:	Integrated Tax Administration System
JLOS:	Justice Law and Order Sector
JSR:	Joint Sector Review
KCC:	Kampala City Council
KICK	Kick Corruption out of Kigezi
LC:	Local Council
LDU:	Local Defence Unit
LGAC:	Local Government Accounts Committee
LGs:	Local Governments
LOGICs:	Local Government Information and Communication System.
MDGs:	Millennium Development Goals
MoFPED:	Ministry of Finance, Planning and Economic Development
MoLG:	Ministry of Local Government
MoW:	Ministry of Works

MP:	Member of Parliament
MUBS:	Makerere University Business School
MUK:	Makerere University Kampala
NEMA:	National Environmental Management Authority
NGOs:	Non Governmental Organizations
NIS:	National Integrity Survey
NIVES:	National Integrity Values and Ethics Systems
NSSF:	National Social Security Fund
NWSC:	National Water and Sewerage Corporation
OECD:	Organization for Economic Cooperation and Development
PAC:	Public Accounts Committee
PEAP:	Poverty Eradication Action Plan
PPDA:	Public Procurement and Disposal of Public Assets
PPSU:	Police Professional Standard Unit
PSC:	Public Service Commission
PU:	Privatisation Unit
REEV:	Research and Evaluation
ROM:	Result Oriented Management
SCS:	Sentinel Community Surveillance
SPC:	Special Police Constable
TI:	Transparency International
UBOS:	Uganda Bureau of Statistics
UDN:	Uganda Debt Network
UEDCL:	Uganda Electricity Distribution Company Limited
UHRI:	Uganda Human Rights Initiative
UIA:	Uganda Investment Authority
UJCC:	Uganda Joint Christian Council
UNBS:	Uganda National Bureau of Standards
UNDP:	United Nations Development Programme
UNEB:	Uganda National Examinations Board
UPDF:	Uganda Peoples Defence Force
URA:	Uganda Revenue Authority
UWONET:	Uganda Women's Network
VFM:	Value for Money

CONCEPT DEFINITION

Corruption	The Inspectorate of Government Act 2002 defines corruption as "abuse of public office for private gain and includes but is not limited to embezzlement, bribery, nepotism, influence peddling, theft of public funds or assets, fraud, forgery, causing financial or property loss, and false accounting in public affairs."
Bribery	The promise, offer or giving of any benefit that improperly affects the actions or decisions of a public official. A bribe may be given to a public servant (direct), or to another person or entity (indirect). A bribe may consist of money, inside information, gifts, entertainment, sexual or other favours, a job, company shares, etc.
Embezzlement	Theft of resources by persons entrusted with authority and control over these valuable resources.
Extortion	This is intentionally gaining some advantage, material or immaterial, from another person or entity by placing illegitimate pressure in the form of threats or intimidation to force him/her to hand over the benefit. This coercion can be under the threat of physical harm, violence or restraint and may even be a threat that a third party will suffer injury. The accused must intend his/her words to be interpreted and act as a threat(s). S/He must also intend to gain some advantage as a result of the threat while knowing that the threat is illegal. Example: A person is threatened with arrest unless s/he pays a border official in order to enter the country.
Fraud	Fraud is deliberately deceiving another person in order to damage them – usually, to obtain property or services unjustly. Fraud can be accomplished through the aid of forged objects. In the Criminal Law of Jurisdictions, it is called "theft by deception".
Favouritism	The provision of services or resources according to personal affiliations such as family ties, party affiliation, tribe, religion, sect and other preferential groupings. Example: A public servant provides extraordinary services, commissions, jobs and favours to political allies, family and friends, while ordinary members of the public do not receive this special treatment.
Nepotism	Ensuring that family members are appointed to the public service or that family members receive contracts from state resources. Similar to conflict of interest and favouritism. For example, a head of department appoints his/her brother's child to a position even if more suitable candidates applied for the same position.
Diversion of funds	Use of public funds on items other than that which is budgeted and/or approved. Example: Money meant for Repair of roads used in paying allowances.
Civil courts	These are courts that deal with disputes related to people's private matters. Example: Marriage and Property, etc.
Commercial Courts	These are courts that deal with disputes related to business transactions.
Local Courts	These are courts provided for under the Local Government Act 1997 to deal with civil cases of both original and appellate jurisdiction. Examples: LCI Court (Original Jurisdiction), LCII & LCIII (Appellate Jurisdiction), Civil Courts will only allow to take on cases that have been referred by LCIII.
Tribunals	These are courts that deal with specialised disputes in areas such as land settlements, labour, taxation, etc.
Influence Peddling	Participating in a decision in which one has an interest or where one is in position to influence the matter directly in the course of ones official duties for private gain.
Illicit enrichment	Sudden and unexplained accumulation of wealth. At the moment there is no law that specifically criminalises illicit enrichment as an offence.
Administrative Injustice	Unfairness in handling of employees needs and complaints
Middle-age-crisis	A common occurrence at age of 40-45, where cohorts of people compare themselves on what they have achieved over time. The irony is that this middle age crisis has shifted from 40-45 years to 25 -30 years

EXECUTIVE SUMMARY

1. Introduction

This report presents results of the third National Integrity Survey (NIS III) for the Inspectorate of Government. The Inspectorate of Government periodically undertakes National Integrity Surveys. The first National Integrity Survey (NIS I) was conducted in 1998 and the second (NIS II) in 2003. The purpose of NIS III was to generate empirical information to help Government, Civil Society, the Private Sector and other stakeholders to improve implementation of strategies aimed to promote good governance and reduce corruption.

The specific objectives of NIS III were: i) to investigate the prevalence and incidences of corruption and administrative injustice in public service, and factors that account for their occurrences; ii) to gauge the trends in prevalence of corruption; iii) to identify the challenges facing the Anti-Corruption strategy implementation, and devise remedy; iv) to assess the effectiveness of the measures to reduce corruption incidences.

2. Study approach and Methodology

The survey was divided into three Sub-Surveys namely: Household Survey comprising 12201 randomly selected Households; Public Institutions Survey covering 670 Institutions and Private Enterprises Survey comprising 533 Enterprises (including NGOs). The survey covered all the 80 districts of Uganda as of February 2007. The survey also conducted 80 FGDs i.e. one FGD per district. The aim of national coverage was to ensure full representation for reliable results. Data were collected using a carefully selected team of Research Assistants recruited from the various regions of the country. This was to ensure proficiency in local languages spoken in various districts of the country.

The recruited Assistants underwent training to ensure quality data collection. Three types of research instruments were used namely: Household Interview Schedule; Interview Schedule for Institutions and FGD Guide. The computer packages used for data management were: EPIDATA for data entry; SPSS for data analysis; and Microsoft Excel for constructing tables.

3. Key Findings of Household Survey

3.1 The survey established that the most prevalent form of corruption across the whole country is bribery (66%) and this was largely attributed to greed (69.4%). This is a departure from the previous survey where the main cause was low salary. The increased levels of greed were found to be largely a result of the desire to accumulate wealth in the quickest time possible. This has been worsened by the shift in the middle age crisis where the young generation competes to amass wealth irrespective of the means used.

3.2 Findings indicate that the demand for and payment of bribes are no longer secrets. People seemed to glorify those who acquire wealth through graft while they ridiculed those who upheld principles of integrity and moral values. This shows that corruption is becoming an acceptable way of life.

The level of reporting corruption across the regions was very low and the main reason for not reporting was lack of knowledge of where to report (50.9%). The profiles of the respondents who did not know where to report were analysed by region according to education, gender, income levels and occupation. It was found that in the Central Region, the majority were: Primary level leavers (29.2%); male (54%); crop farmers (30.1%); earning between Ug.shs.100, 001-500,000 (38%).

In the Northern Region; the majority were: Primary Level leavers (31%); male (61%); crop farmers (53.4%); and earning between Ug.shs. 5,000-50,000 (58%).

In the Western Region; the majority were: Primary level leavers (45%); male (72%); crop farmers (64.8%.); and earning between Ug.shs. 5,000-50,000 (39%).

In the Eastern Region; most of the respondents were Secondary level leavers (38%); male (75%); crop farmers (46.2%); and earning between Ug.shs.100,001-500,000 (38%).

3.3 The Public Institutions that were rated by households to be most corrupt were: General Police (88.2%); Traffic Police (87.9%); Judiciary (79.4%); Uganda Revenue Authority (77.0%); and District Service Commissions (73.7%). These findings are consistent with those of NIS II with the exception of the District Service Commissions which were not included under NIS II.

3.4 The institutions that were rated by households to be providing relatively better quality services are: NGOs (84.1%); LCs I (80.8%); and NWSC (69.3%) while those that were rated to be providing poor quality services include: UMEME (37.8%); Lands office (37.8%); and Public Service Pension (41.3%). The findings regarding high performance of NWSC are consistent with those of NIS II. It is positive that NGOs and LCs I are rated highly as being providers of better quality services given their proximity and role to the local population.

3.5 The costs of corruption are highest among the low income earners (Ug.shs. 5,000 -50,000) across the regions except Central. The reporting was as follows: Northern (57%), Western (43.3%), and Eastern (40.3%). For Central Region the majority(39.4%).

were in the income level of Ug.shs.100,001-500,000

3.6 The costs of corruption in terms of service delivery were found to be highest among the low and middle income groups (Ug.shs. 5,000 -50,000 and 100,001-500,000) across the regions. It is noteworthy that the Northern Region which has been experiencing war and civil strife for over 20 years reported the highest levels of the costs of corruption. These costs manifest in form of: limited access to services; increased poverty levels; high resentment; and loss of confidence in government.

3.7 The survey results indicate that 72.5 % are aware of the institution of the IG. This is a slight increase in the awareness compared to NIS II (2003) where the awareness level was at 70%. The awareness of the IG in NIS I was 32% - come last.

3.8 The main source of information about IG across the regions was the radio (82.5%): Central Region reported the highest (88.9%); followed by Eastern and Western each reporting (83.8%); and Northern (68.3%). At the district level, in the Central Region Kalangala was the highest with (100%), in Northern Amolatar was the highest (91.4%), in Western, Masindi (92.9%) and Eastern Kaliro (95.8%).

4. Findings of Public Institutions Survey

4.1 Like the case was with the household survey, the most prevalent form of corruption as reported by 20% of Public Institutions respondents is bribery; while 19% rated embezzlement of public funds as the second most prevalent form of corruption.

4.2 There is high level of informality in recruitment as indicated by high numbers

of employees without formal appointment letters. This was reported by 20% of respondents in public institutions. This informal recruitment is fuelled by nepotism, which helps managers to cover up for their corrupt practices. This is what this report refers to as Corruption-*Nepotism-Nexus.*

4.3 There is significant Gender consideration in recruitment of public servants as reported by an average 48% of respondents in public institutions. It is a commendable aspect which should be further enhanced.

4.4 The prevalence of diversion of public funds was reported by 31.1% of the Public Institutions respondents. This has significant negative implications on service delivery.

4.5 There was reportedly high knowledge of where to report corrupt practices as indicated by 91.1% of public institutions respondents. Despite the high knowledge of where to report, 78.8% of the respondents reported having knowledge of a corruption case but never reported. This reluctance to report is explained by fear of retribution as was reported by 52% of the respondents.

4.6 Regarding quality of services, 45.5% of public institutions respondents rated NWSC as the best service provider; NGOs were rated second by 38.8% of the respondents, while IG was rated third by 35.1% of the respondents.

4.7 Respondents across the regions agreed that corruption retards development; Central (78.2%), Northern (72.5%), Western (83.5%) and Eastern (74.8%)

5. Findings of Private Enterprises Survey

5.1 In the Private Enterprises Survey favouritism was reported as the main form of corruption, contrary to the Household and Public Institutions Surveys where bribery was reported as the main form. The main reason given for bribery was reported to be greed. This shows that greed is a cancer that must be fought from the root cause.

5.2 The services for which Private Enterprises respondents reported to have paid bribe for were: Tax payment (36.8%); judicial services (22.4%); and securing contracts (11.3%). These findings concur with those of Public Institutions where the institutions providing these services were rated among the most corrupt.

5.3 Demanding for a bribe was reported by 58% of the Private Enterprises respondents as not a serious offence; and 42% reported payment of bribes as an acceptable way of life. This shows a high level of moral decadence that requires a carefully worked out strategy to address.

5.4 Respondents across the regions agreed that corruption retards development; Central (73.5%), Northern (60%), Western (79.4%) and Eastern (51.6%)

5.5 The main impediments to Private sector investment in Uganda were investigated. These included: high taxes as reported by 59.4% of Private Enterprises respondents; high electricity tariffs (39.9%); and corrupt officials/payment of bribes (36.2%). Although the first two are structural issues which may not be mitigated in the short-run, the major concern of this report is the high level of bribery.

6. Trend Analysis of Causes and Incidences of Corruption

6.1 The main form of corruption reported by household respondents in NIS III (66%) and NIS I (71%) is bribery. NIS II did not cover this variable. However, the main reason for corruption has changed from low salary as reported

in NIS I, to greed as reported in NIS III. This shows the changing nature of corruption and the need to evolve new strategies to combat it.

6.2 There has been an increase in knowledge of systems and institutions for reporting cases of corruption as indicated by 83.9% household respondents in NIS III up from 73% in NIS II. This is however not reflected in the reporting levels of corrupt practices. This indicates that knowing where to report does not necessary mean that people will report.

6.3 The main form of corruption reported by Public Institutions respondents in NIS III (20%) and NIS II (28%) is bribery. However, the main cause has changed from low salary as reported in NIS II to greed in NIS III. This shows the changing character of corruption and the need for new strategies for combating it as earlier indicated.

6.4 Some institutions have been consistently rated to provide quality service. Others have been rated poorly while have improved.

- NWSC has been rated by both NIS II (76%) and NIS III 87.9% household respondents to provide best quality services. The same organisation has been rated by NIS I 60.5% and NIS III 68.1% respondents to have the highest level of integrity.

- Police has been consistently rated by household respondents in NIS II (Traffic 88.3%) in NIS II and (72.6%) in NIS III. Police General (66.6%) in NIS II, and (72.3%) in NIS III, to provide poorest quality of service.

- URA according to Public Institutions respondents in NIS III (34.1%) shows a significant improvement in integrity levels from NIS II (77.4%) who reported URA as least honest. Likewise Contract Committees

(formerly Tender Boards) have also been reported to have improved in integrity levels by Public Institutions respondents in NIS III 47.7% from 78.8% in NIS II who had rated them as most corrupt. The improvement in levels of integrity and subsequent improvement in service delivery seem to be as a result of specific intervention in these institutions i.e. restructuring of URA and the Transforming of Tender Boards into Contracts Committees.

7. **Assessment of the Effectiveness of the Measures in Place to Reduce Incidences of Corruption**

7.1 The National Anti-Corruption Strategy 2004-2007 is the lynchpin for the fight against corruption. It comprises of 6 objectives namely: i) to strengthen enforcement; ii)to strengthen the coordination function; iii) to strengthen the legislative framework; iv)to ensure that the public is actively and increasingly involved in the fight against corruption; v) to build sustainable systems and institutional capacities within Anti-Corruption agencies towards addressing key bottlenecks that hamper effective action; and vi)to enhance and sustain political support at all levels in the fight against corruption.

7.2 The main achievements of the Anti-Corruption Strategy include: i) increased compliance to the Leadership Code from 88% in 2005 to 92 % in 2007 (2007 IG Report to Parliament). This positive achievement has partly been due to stringent sanctions against defaulters. The main challenge of the Leadership Code remains inadequate verification of declarations; ii) There has been investigation and prosecution of high profile public officials including senior Cabinet Ministers. This is a significant step in the fight against corruption. The main challenge however is the over delay

of court processes in dispensing judgments on these matters. This may result into apathy among the public which condones the continuation of corrupt practices; iii) In May 2008, the Judiciary established the Anti-Corruption Court as a division of the high court. This Court is mandated to exclusively handle cases of corruption, hence expediting their adjudication and subsequently increasing the efficacy of the fight against corruption. This court is however is still constrained by lack of enabling legislation.

7.3 The survey noted that the Anti-Corruption Strategy has not fully achieved all its objectives: i) on enforcement of anti-corruption initiatives; it has remained weak e.g. lack of recovery of embezzled funds; ii) on strengthening the coordination function to improve effective anti-corruption action; the 18-member IAF has remained a loose coalition without binding decisions. iii) regarding strengthening the legislative framework to address corruption; the Leadership Code (2002) and the PPDA Act (2003) have been impeded by inadequate verification of declarations and syndicate corruption, respectively; iv) on increasing active public involvement in the fight against corruption; it has been hampered by lack of knowledge of where to report corruption cases in the case of households and fear of retribution in the case of institutions; v) on the objective of building sustainable systems and institutional capacities within Anti-Corruption agencies towards addressing key bottlenecks that hamper effective action; the institutions and mechanisms that have been established are still constrained by weak enforcement. vi) on enhancing and sustaining political support in the fight against corruption; the major impediment faced by government in its commitment to fight corruption arises out of the need to balance political interests and effective service delivery.

8. Inspectorate of Government Corporate and Development Plan

8.1 The Inspectorate of Government developed and is implementing a Corporate Plan (2004-2009). The main achievements so far include: implementation of the Leadership Code as mentioned in 7.2 above; increased investigations and prosecution of corrupt officials. Conducting National Integrity Surveys and producing reports to Parliament. The main challenge of these reports however, is the failure by Parliament to lay them at the floor as required by the Constitution under Article 231 (3). As a result there has not been any action on these reports by Parliament.

8.2 Education and Training
Education and training of students and district leaders have been instrumental in the fight against corruption. These trainings have resulted in: formation of Integrity Clubs in institutions of higher learning; increased awareness among district leaders in preparing Books of Accounts; and renewed confidence in operations among district leaders.

8.3 Establishment of more regional offices namely: Masaka, Jinja, Gulu, Hoima, Kabale, Lira, Tororo and Moroto. These regional offices have brought services nearer to the people.

9.0 Emerging Issues and Recommendations
9.1. Emerging Issues.
(i) Corruption has evolved as an acceptable and coveted way of life. Those who quickly amass wealth through corrupt practices are glorified while those who uphold principles of integrity are ridiculed.

(ii) New forms of corruption have emerged. Prominent among these are: "Syndicate corruption"; and "Management by Crisis". The former

involves networks of strategically placed public officials who connive to embezzle public funds with impunity. Under management by crisis, public officials deliberately delay to plan in time in order to create a crisis and stampede the procurement process.

(iii) Demand for, and payment of, bribes has changed from covert to overt actions. Public officials are openly asking for bribes in exchange for services while the clients are openly paying without complaining.

(iv) There has been a shift in the *middle age crisis* from previous 40-45 years to 25-30 years. This has been due to peer pressure among the young generation who have succumbed to flamboyant lifestyles provided by the private sector. This has encouraged them to live beyond their means hence engaging in acts of corruption.

(v) Payment of bribes is one of the major impediments to both domestic and Foreign Direct Investment in Uganda. The implication of this is low investment resulting in low employment and lack of livelihood options.

(vi) Government is committed to the fight against corruption. It has put in place institutions and measures to fight corruption. The dilemma remains weak enforcement of existing laws and weak operations of the existing institutions. On the other hand, there have been cases of imbalance between political interests and enforcement of the fight against corruption meted out by high ranking government officials. Government has been further constrained by inadequate cooperation from the general public in reporting corrupt practices and standing witness in court against corruption suspects.

9.2 Recommendations

(i)   There is need to evolve radical strategies to fight corruption. Appropriate punishment particularly recovery of embezzled funds and taking personal responsibility will have an impact in changing the attitude and behaviour of the public towards corruption.

(ii)   It is critical to make corruption a high risk and a low rewarding activity. It is not enough for government to put in place institutions and measures that are not enforced.

(iii) There are Public Institutions that have persistently performed well in terms of integrity and quality of service while others have performed poorly. There is need to carry out **Sector Focused Studies** in order to generate **best practices** for adopting and scaling up to other institutions.

"An Injustice
Committed against
anyone is a threat to
every one"

Montesquieu

1   INTRODUCTION

1.1 Background

Corruption is one of the most serious unethical practices that undermine trust and confidence in public officials. Public confidence can only be reclaimed by establishing a reputation of integrity. The corruption scourge not only undermines good governance but also retards the economic development of a given country. Some of the grave effects of corruption are: high cost of goods and services; increase in debt of a country, low standards of living as substandard goods and services are provided and inappropriate technology is acquired. Corruption and lack of integrity destroy the moral fabric of the country and allows organized crimes to flourish.

1.2 Synthesis of Corruption in a Historical Perspective

The consulting team sought the views of selected senior retired citizens that occupied high positions of responsibility in Public Service to give a synopsis of the genesis of corruption in Uganda. Their views were as indicated in these narrations.

In the 1940s and 1950s, it was common for people to offer 'gifts', in-kind to service providers in appreciation for some specific assistance. Most often this gift bonded the two in a lasting family relationship.

In 1960s and 1970s public service was characterized by a strong and strict adherence to the code of conduct which had been inculcated by the colonial state. Ethics and morals of public officials were regularly monitored through surveillance reports, and since remuneration levels were largely satisfactory, civil servants served the public meticulously.

The 1970s saw a military government in Uganda and subsequent expulsion of the Indians who were the backbone of Industrial and Economic activity. The result was the "dearth" of economic infrastructure, dwindling production, scarcity of essential commodities and unprecedented inflation. This culminated in smuggling and emergence of the black market marking the birth of the *magendo* economy and collapse of public service as an institution. Smuggling and black marketeering became lucrative while public salaries were ridiculed. The result was degeneration of morals, loss of values, emergence of greed and loss of accountability in public service. Deviant conduct including thefts and embezzlement became the order of the day as public servants strived to eke out a living. This situation led to shrinkage of both domestic and foreign direct investment, increasing unemployment and emergence of the new culture of *bayaye* (redundant individuals who earned through extortions, thefts and outright robberies). These new deviant behaviours were quickly emulated by public servants in form of embezzlement, diversion of resources, directly demanding for bribes and earning illegally that entrenched corruption into the public service systems.

The Uganda Government (1980-1985) took power with massive support from donors and other International Agencies for economic reconstruction. This gave public servants access to money, in terms of allowances, project studies, etc. from Donors and NGOs. It is in these activities that the seeds of *commissions* (gratification) were sown. Since Government was the biggest source of funds to Public and Private sectors, public officers started to fraud the procurement processes. Soon, the vice spread like wild fire to the present unprecedented proportions.

The incumbent government has attempted to put in place a number of institutions and measures to combat corruption. Prominent

among these include: The Inspectorate of Government, Directorate of Ethics and Integrity, The Auditor General, DPP and PAC, but still, government faces a challenge of degenerating morals and high prevalence of corruption in the country.

1.3 The Inspectorate of Government (IG)

The Inspectorate of Government is a statutory body mandated under Article 225 of the 1995 Constitution of the Republic of Uganda to enforce accountability and integrity in public offices. Under the Inspectorate of Government Act (2002), the Inspectorate of Government is mandated: i) to eliminate and foster the elimination of corruption and abuse of public office; and ii) to promote and ensure adherence to the rule of law and justice in administration. The Inspectorate also has a responsibility of enforcing the Leadership Code of Conduct, which is critical in combating corruption. Activities of the Inspectorate of Government therefore centre on promoting and ensuring good governance in public offices.

The IG was first established as a Department in the Office of the President in 1986. Its status was later formalized by statute No.2 of 1988 as an independent and autonomous public institution under Article 225. Its name was changed from the "Inspector General of Government" (reporting to the President) to the "Inspectorate of Government" reporting to Parliament. The role of the Inspectorate of Government as provided in the Constitution is to enforce transparency and accountability in public office.

1.2.1 The main activities include inter alia:
(i) carrying out investigations based on

complaints received from Private Enterprises and individuals, followed by prosecution of errant public officials;
(ii) conveying information, education and communication(IEC) through conducting training, workshops and other awareness programs on means of preventing corruption in public offices
(iii) Producing reports to Parliament on the performance of the Inspectorate of Government and making recommendations, which the office considers necessary for the efficient performance of Public Institutions.
(iv) Carrying out National Integrity Surveys periodically.

1.2.2 The Vision of the Inspectorate of Government is: **"***Good Governance, with an ethical and corruption free society***"** while the M**ission** is: "*To promote good governance through enhancing accountability and transparency, and enforcement of the rule of law and administrative justice in public offices*"

Objectives of NIS III

1.3.1   Main Objective

The main objective of the 3rd National Integrity Survey is to generate empirical information that can be discussed, analyzed and used to help Government, civil society, the private sector and other stakeholders to improve implementation of strategies aimed to promote good governance and reduce corruption.

1.3.2   Specific objectives of NIS III
   (i) To investigate the prevalence and incidences of corruption and administrative injustice in public service, and factors that account for their occurrences;
   (ii) To gauge the trends in prevalence of corruption;

(iii) To identify the challenges facing the Anti-Corruption strategy implementation, and devise remedy;

(iv) To assess the effectiveness of the measures to reduce corruption incidences.

1.4 Team Building

The accomplishment of NIS III was made possible by team-work, which comprised: Steering Committee; Technical Committee and the Consulting Team. The respective teams performed their duties meticulously through: meetings, collecting information; monitoring the data collection process; data processing; analysis; and report writing.

1.5 Developing Research Instruments

The research instruments for the study included the Household Questionnaire, Institutional Questionnaire and the Focus Group Discussion Guide. It took a group of consultants close to two months in collaboration with the technical team from the Inspectorate of Government and UBOS to come up with the household and institutional research instruments. The activity was important to ensure that it would be possible to make the trend analysis of NIS I, NIS II and NIS III. This was done by ensuring that the questions are similar and new issues regarding the service delivery and corruption are incorporated.

1.6 Preparation of the Inception Report

The contract agreement between REEV Consult and the Inspectorate of Government under Article 2.2 (i) provided for the submission of the inception report as one of the major deliverables. The inception report was duly prepared, submitted and approved by the steering committee on February 11th, 2008. The report contains: the introduction (purpose of NIS and specific objective for NIS III); understanding the Terms of Reference; Approach and Methodology to be used in the Survey; and Quality Assurance Framework. The report also comprised sampling frames, Household Interview Schedule, Institutional Survey Questionnaire, and Focus Group Discussion Guide.

1.7 Recruitment and Training of Research Assistants

The 3rd National Integrity Survey (NIS III) employed a total of 105 Research Assistants. These were recruited basing on local dialects of the various communities. The minimum qualification for Research Assistants was a diploma. However, most of the research assistants had degrees in social sciences and education with a wealth of experience in research methodology. Training was carried out in the Central, Western, Eastern and Northern regions to ensure quality in the data collection process and serve as medium for selecting the best Research Assistants. The selection was based on the Research Assistants' ability to understand and use the questionnaire, their general countenance and their ability to interact and work with others. The training took place in Regions as follows:

a) Central Region Training: This training took place in Kampala from 15-17 March 2008. This training involved 56 people comprising the Consulting team, and the Research Assistants. The technical team from the Inspectorate of Government also attended. The research assistants were purposively recruited from the four major dialects in the country namely: Luganda, Luo, Ateso and Runyakitara. The aim was to build a core team of researchers that would later help in regional training.

b) Western Region Training: This took place in Mbarara on April 19-20 2008. The training comprised of 48 participants out of which 30 research assistants were selected and recruited for the survey.

c) Eastern Region Training: This took place in Mbale on April 26-27. It originally comprised 53 participants out of which 42 research assistants were selected and recruited for the survey.

d) Northern Region Training: This training took place in Gulu and Lira on May 07 and May 13-14, 2008 respectively. The training comprised 45 participants out of which 37 research assistants were recruited.

e) North Eastern Training: It took place in Karamoja sub-region on May, 31st 2008 and it comprised a total of 18 participants out of which 12 were recruited.

The training programme was divided into three components in each region namely:

 a) Classroom training: This included, how to ask question, probing, recording responses, editing a questionnaire (to ensure completeness, accuracy and uniformity of responses), and pre-disposition of research assistants such as dressing code, sitting posture, make-up, and general creation of rapport; b) **Role play:** The purpose of the role play was to make research assistant familiarize with the research instruments and general research atmosphere and create confidence in the interviewer and finally; c) **Pre-test of the research instruments: T**his is in line with the convention that before a survey is conducted the instruments are pre-tested to ensure relevance of questions, time duration for conducting an interview, clarity of questions and efficacy of the interviewing language. The questionnaires were pre-tested in the regional local language to ensure: relevance of questions to their respective dialects among the grassroots

population; ensuring consistency in actual meaning of questions; and to avoid the possibility of derogatory words in the questionnaire.

1.8 Organization of the report

This report is organised in 9 chapters which are derived from the terms of reference. Chapter 1 presents the introduction which comprises the background to the study and brief information on the Inspectorate of Government. The chapter also indicates the objectives of NIS III. Chapter 2 presents the study approach and methodology.   In this chapter, the study area and methods of data collection and analysis are presented.   In addition, the chapter shows the process of implementation of the assignment including: recruitment of research assistants; training; and attending steering and technical committee meetings. Chapter 3 presents the key findings of the Household Survey while chapter 4 presents the findings of the Public Institutions Survey. Chapter 5 presents the findings of the Private Enterprises Survey. Chapter 6 analyses trends in key findings of the causes and incidences of corruption in the three National Integrity Surveys. The aim is to distil out similarities and differences regarding corruption and abuse of office over time. Chapter 7 assesses the implementation of the National Anti-Corruption Strategy focusing on its achievements and challenges. Chapter 8 assesses the effectiveness of the measures put in place by government to reduce incidences of corruption. The report closes with chapter 9 which focuses on emerging issues and recommendations presented in short-term; and long term categories. Each Chapter concludes with key learning points.

2   STUDY APPROACH AND METHODOLOGY

2.1 Introduction

The survey comprised of 3 sub-surveys namely: Household Survey; Public Institutions Survey and Private Enterprises Survey, covering 80 districts of Uganda as of February 28 2007. For supervision and quality control, the survey was divided into regions (Central, Northern, Eastern and Western). Research assistants were recruited and trained in their respective regions.

The study used a multifaceted design comprising both quantitative and qualitative methods to collect primary data. The quantitative data was collected from: households; public institutions and private enterprises respondents, while qualitative data was from Focus Group Discussions and the key informants. Secondary data sources comprised: documents on corruption from various sources including; policy papers, legislations, research reports; and past survey reports etc.

2.2   Methodology

2.2.1   Household Survey

a) Sample size determination

The sample size for the household respondents was 12,000 a similar sample to the one used by the NIS II. This was in order to carry out trend analysis on issues under investigation. NIS III was to cover all 80 districts in Uganda. Proportionate random sampling technique was used to select household respondents corresponding to the number of people in the district. The following equation was used to select households.

$$n_1 = \frac{N_1}{N} \times n$$

Where;

n_1 = Population Sub-sample required from each area/district

N_1 = Survey Sub-population that together constitute the entire Population elements

N = Number of the entire Population elements in the entire study area.

n = Total sample required.

The selection of respondents for the survey followed a systematic and scientific approach that ensured randomness at all levels of sample selection. The levels considered for the sample selection were the District, Sub County, Parish, Village and household levels.

b) District level sample

The sample from each district was proportionate to the population size of the District according to the 2002 Housing and Population census (UBOS 2002).

c) Sub-county level sampling

The District sample comprised one town council and two randomly[i] selected rural sub-counties using the lottery method. Selection of the rural sub-counties in each district was done using district maps obtained from District Planners office. The town council represented 15% of sampled respondents while 85% of the respondents were drawn from the two rural sub counties.

d) Parish level Sampling

From each given Sub county, a list of all the parishes was obtained from which two parishes were randomly selected also using the lottery method. To this effect, four (4) parishes were selected from the two rural sub counties while two (2) wards were selected from the Town council. Each of the 4 rural parishes accounted for 21.25% of the desired sample, while each of the two (2) parishes in the town council constituted 7.5% of the desired sample.

e) Village level sampling

A list of villages in each Parish was obtained from LC II. Using the lottery

method, two villages were randomly selected from each sampled parish/ward. The parish sample (21.25% for the rural population and 7.5% in the Town Council) was distributed proportionately according to the number of villages in each parish. The respondents were then distributed according to the rural/urban ratios of 85% and 15% respectively.

f) Household level sampling

Household selection was derived from village sampling frame provided by LC I officials. The number of sampled households in a particular village was proportionate the total size of the households in that LCI. This was done to ensure the weighting of each sampled village and proportionate representation. The sampling interval was calculated to select the households. This was done by dividing the total households in the village (N_1) by the required proportionate sample (n_1). This formula provided the sampling interval which was the basis for identifying households.

2.2.2 Private Enterprises Survey

This survey included 385 Private Enterprises and 148 NGOs. A list of Private Enterprises was obtained from Private Sector Foundation and their classification was done according to the nine categories of economic activities as defined by the International Standard Industrial Classification (ISIC) of the United Nations. These are: Agriculture; Mining (both of them being referred to as (primary); Manufacturing; Utilities; Construction; (secondary); Commerce; Transport; Services and; Government (Public Institutions). NGOs were selected from a list of registered NGO obtained from the National NGO Board, Ministry of Internal Affairs and the National NGO Forum.

2.2.3 Public Institutions Survey

The Public Institutions sub-survey had a sample size of 670 respondents who were selected from the seven (7) Public Sectors of

Accountability, Justice Law and Order, Education, Health, Local Government, Public Administration and Public service. A list of sectors was provided by the client in the terms of reference. The officials were randomly selected and classified according to sectors. At the sector level, respondents were categorised according to responsibility status namely: managerial, operations and support staff. The rationale for this categorisation was to ensure that the different responsibility levels were represented in the sample and subsequently generating the required information at all levels of the institution.

2.2.4 Focus Group Discussions (FGD)

One focus group discussion per district was conducted making a total of 80 Focus Group Discussions for the survey. The FGDs were used to elicit deeper insights regarding issues under investigation. Each FGD comprised of 8-10 participants cutting across the three sub-surveys and putting into consideration social, economic and demographic characteristics to ensure homogeneity of the participants. The participants were mainly from: Government Departments; Community Groups; CBOs; Farmers' Organisations; and Enterprise Development Groups. An FGD guide *(Annex VIII C)* with thematically developed questions was administered to selected participants. The guide comprised of clues to pertinent issues under investigation which however, changed according to problems experienced in the different districts[ii].

The distribution of the respondents in; Households, Public Institutions, Private Enterprises and Focus Group Discussion participants are indicted in *Annex V*.

2.2.5 Survey Instruments

The NIS III survey instruments used were; the Household Interview Schedule, Public Institutions /Private Enterprises Interview Schedule and Focus Group Discussion Guide. These instruments were designed

consistent with those of NIS I (1998) and NIS II (2003) to enable trend analysis. The Household Interview Schedule was developed in English and later translated into the major local dialects namely: Runyakitara (4Rs), Luo, Ateso and Luganda. The aim was to standardize the translation during interviews by the various research assistants. *Annex XIII* shows the various research instruments used for the survey.

2.2.6   Data Collection

The survey data was collected from primary and secondary sources. The primary data (qualitative and quantitative) was collected from: Households; Public Institutions; Private Enterprises respondents; Focus Group Discussions participants and key informants.

(a)   Household Respondents

The actual total sample size for the Households was 12,201. Proportionate random sampling technique was used to select household respondents, corresponding to the number of people in the district. The district sample comprised one town council and two randomly selected rural sub-counties. The information to assist in the selection of the sub-counties was obtained from districts maps acquired from districts planners' office. The town council sub-country selected was where the district headquarters are situated while the two rural sub-countries were selected by lottery method (sub-counties were written in pieces of paper, the two drawn formed the rural sub-counties). The town council represented 15% of sampled respondents while 85% of the respondents were from the two rural sub counties.

(b)   Public Institutions and Private Enterprises Survey

A standardized interview schedule was used to collect data from both Public Institutions and Private Enterprises. In each district, 7 public institutions from each sector of Accountability; Justice Law and Order; Education; Health; Local Government; Public Administration; and Public service and 2 private enterprises from categories of economic activities of Agriculture, Mining, Manufacturing, Utilities, Construction, Commerce, Transport, and Services were selected. The interviews targeted a cross section of persons at different levels of administration.

(c)   Focus Group Discussions and Key Informants

One FGD was conducted in each of the 80 districts of Uganda. Each FGD comprised of 8-10 participants cutting across the three sub-surveys and putting into consideration social, economic and demographic characteristics to ensure homogeneity. The participants were mainly from: Government Departments; Community Groups; CBOs; Farmers' Organisations; and Enterprise Development Groups.

The survey held in-depth interviews with key informants from selected Public Institutions.

(d)   Secondary Sources of Data

The raw information obtained through primary methods was supplemented by information from detailed review of documentary sources. The main sources were inter alia: National Integrity Surveys (NIS I 1998); National Integrity Survey (NIS II 2003); Education, Training and Awareness Manual on Corruption for the Inspectorate of Government 2006; National Strategy to Fight Corruption and Rebuild Ethics and Integrity in Public Office 2004; Inspectorate of Government Reports to Parliament; The Leadership Code of Conduct Act (2002); The Constitution of the Republic of Uganda (1995); The Local Governments Act (1997); National Service Delivery Survey (UBOS, 2004); The Public Procurement and Disposal of Assets (PPDA) Act (2002); Local Government Accounting and Financial Regulations Act (2003); National Public Procurement

Integrity Survey (2006); The Inspectorate of Government Act (2002); Inspectorate of Government Corporate and Development Plan 2004-2009; and Global Integrity Report (2007). www.globalintegrity.org.

2.2.7 Data Processing and Analysis

(a) Quantitative Data

The data collected from household and instructional (Public Institutions and Private enterprises) surveys were entered into the computer using EPIDATA. This process was preceded by data cleaning (editing and post coding). Data analysis was done using the SPSS program. Data was analysed essentially at descriptive level using uni-variate and Bi-variate analysis. It was not possible under the scope of this report to carry out causal analysis which would have for instance required econometric regression modelling. The main reason was the complexity and diversity of intricate variables under consideration in this study.

(b) Qualitative data

Data collected through FGDs and in-depth interviews with Key informants were analyzed using thematic procedures. The major issues of concern were analysed in relation to the itemized subjects and the corresponding answer categories classified by each item of a particular theme.

(c) Secondary Sources of Data

Data from available documents were analyzed using content analysis. Individual documents were collected and appraised in reference to particular themes under investigation.

2.3 Limitations and Challenges of the 3rd National Integrity Survey

The limitations and challenges in this section are divided into two categories: i) challenges and limitations on methodology and ii) challenges and limitations of the NIS III.

(a) Misconception of the Survey

There was misconception amongst the public regarding the purpose of the Survey. Some public officials thought the information given might be used against them. This problem was addressed by the Inspectorate of Government through: media advertisements which clearly explained the purpose of the National Integrity Survey; the role of the consulting firm (REEV Consult International); and the need for the public to accord necessary assistance to the consultants. The CAOs played a significant role in mobilizing public officials and provision of venues for FGDs. The consulting team also endeavoured to explain the purpose of the survey adding that the information given would be treated with the utmost confidentiality.

(b) Ignorance among the Rural Community on the role played by different Government Departments:

Limited knowledge amongst the rural community regarding some government institutions whose services are limited in the urban areas made it difficult for the rural respondents to assess them in terms of efficiency, effectiveness, integrity and affordability of the services. This problem was solved by taking views of only those respondents who had sought services /or had adequate knowledge of the institution(s).

(c) Fuel Shortages:
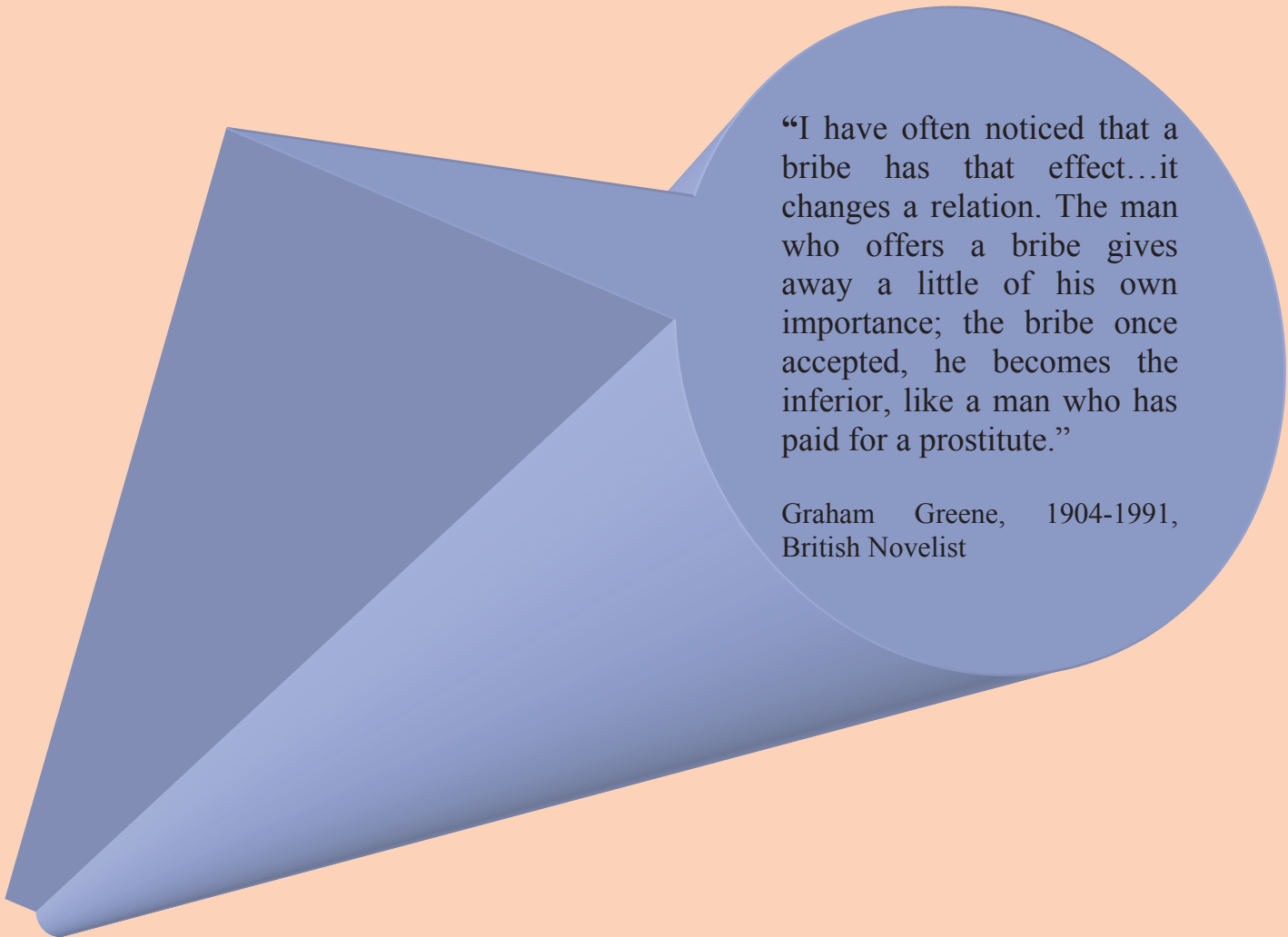
The research team experienced delays in some parts of the country due to fuel shortages. This was because the data collection exercise was at the time the country was experiencing fuel shortages. Nonetheless, the survey teams adjusted their work schedules and were able to complete the work on time.

(d) Expectation of allowances:

Some officials expected allowances during the key informant interviews and Focus Group Discussions (FGDs). Some participants were reluctant to attend meetings after learning that there were no sitting allowances.

(e) Politicization of the Survey:

Some respondents misconceived the survey as government's ploy to determine their economic status so that they tax them. This problem was solved by displaying the media adverts by the Inspectorate of Government which clearly explained the purpose of the survey.

"I have often noticed that a bribe has that effect…it changes a relation. The man who offers a bribe gives away a little of his own importance; the bribe once accepted, he becomes the inferior, like a man who has paid for a prostitute."

Graham Greene, 1904-1991, British Novelist

3 FINDINGS OF THE HOUSEHOLD SURVEY

3.1 Introduction

This chapter presents the findings of the household survey. The specific focus was on:

- Household access to services in Public Institutions, payment of bribes, and level of satisfaction for the service provided with or without bribery.
- Performance measurement of institutions for service delivery across key pre-selected institutions based on both people's perceptions and experiences in seeking services.
- Level of transparency, integrity and quality of public service delivery

3.2 Household Respondent Profile

The households' respondents were characterised according to socio-economic and background characteristics. These independent variables were important in determining the level of knowledge, ability to access services and capacity to demand rights. Table 3.1 shows the distribution of respondents according to selected variables.

Table 3.1 Household Socio-economic and Background Characteristics

Age	(%)	(N)
15-24	12.7	1553
25-34	33.9	4140
35-44	28.7	3502
45-54	14.3	1748
55 and above	10.3	1258
Gender		
Male	59.3	7234
Female	40.7	4967
Education Level attained		
Never went to Formal School	14.7	1782
Primary School level	39.7	4804
Vocational	4.3	517
Secondary level	26.6	3216
Tertiary	10.5	1268
University	4.2	504
Occupation Category		
Farmer (crops)	53.3	5,835
Farmer livestock	3.8	414
Trader	14.3	1,564
Civil servant	7.1	777
Professional in private sector	8.5	928
Artisan/Fundi (carpenter /mechanic)	5.6	623
House wife	4.4	484
Student	3.0	333
Household Asset holdings		
Land	71.8	8378
Motor vehicle	1.1	129
Motor cycle	1.9	219
Bicycle	10.2	1189

Television set	3.5	410
Radio	11.5	1347
Household Income (Ug.shs)		
5000-50,000	42.4	4883
50,001-100,000	26.6	3070
100,001-500,000	26.0	2998
500001-1,000,000	3.7	430
Above 1,000,000	1.2	141
Means of Communication available to Respondent		
Landline Telephone	2.9	336
E-Mail address	0.9	113
Mobile telephone	47.4	5577
Public phones	29.1	3426
None of the above	19.7	2312

Source: Field Survey data May, 2008

Table 3.1 shows that the majority respondents (34.3%) were in the age category 25-34. The least number of respondents (10.3%) was in the age group of 55 and above. As regards gender, 59.3% were male while female comprised 40.7%. Apart from 14.7% who had never gone to school, the rest of the respondents had attained some level of formal education. Peasant farmers involved in crop farming (53.3%) constituted the majority of the respondents while civil servants respondents at household level constituted 7.1%. The household assets and income levels results showed that 71.8% owned some land, 11.5% owned a radio while 3.5% had television sets. As regards income levels, the majority displayed very low income levels. The majority (42.4%)

reported income in the range of Ug.shs. 5,000-50,000 per month. Only a small proportion of 1.2% earned Ug.shs 1,000,000 and above. This is consistent with the documented poverty levels in the country where 31% of the population lives below the poverty line (UBOS 2006). The household respondents are further distributed according to district and region as elaborated in detail in *Annex V.*

3.3   Awareness of the IG

Household respondents were requested to indicate whether they were aware of the existence of the institution of the Inspectorate of Government. The results are indicated in Fig. 3.1.

Fig.3.1 Awareness about the Inspectorate of Government
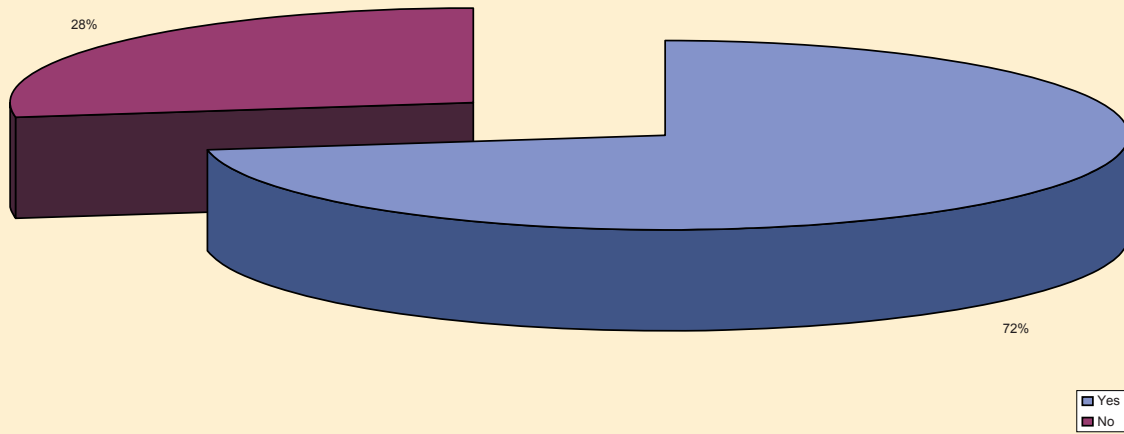
Findings of the household survey indicated that the national population was generally aware of the existence of the Inspectorate of Government. The survey result showed that 72.5% of 12201 household respondents were aware of the institution of the Inspectorate of Government. This is a slight increase in the awareness level compared to NIS II (2003) which found the awareness levels to be 70%. However, it can be inferred from the results that while there was a significant increase of the knowledge about IG between NIS I and NIS II, there has been some slight improvement between NIS II and NIS III (2008). Out of the respondents who were aware about the IG in NIS III 64.7% were male and 35.3% were female.

The findings were further segregated to show differences by region and location (rural/urban). Fig. 3.1(a) and Fig.3.1 (b) show the results.
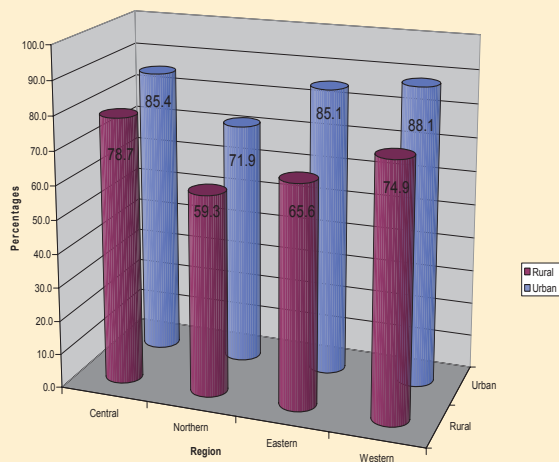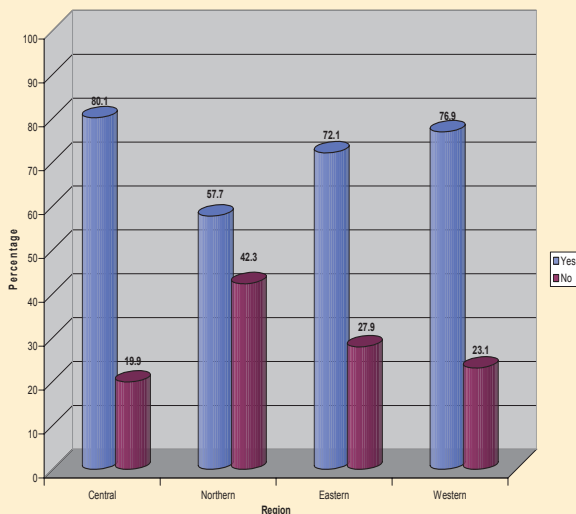
Fig.3.1 (a) Awareness about IG by Region

Fig.3.1 (b) Awareness about IG by Location (Rural/Urban)

3.3.1   Awareness about IG by Region

At the regional level, the Central region (80.1%) registered the highest awareness about the existence of the Inspectorate of Government. Western region (76.9%) Eastern region (72.1%) while Northern region reported the lowest level of

awareness (57.7%). the details district distribution are indicated in *Annex V.*

3.3.2 Awareness about IG by Rural/Urban Distribution

Fig.3.1 (b) indicates that high levels of awareness were reported in urban areas. Western region urban respondents had the highest level of awareness (88.1%). Central and Eastern regions closely followed with 85.4% and 85.1% respectively. The least awareness was exhibited by the Northern region at 71.9%. on the rural respondents awareness levels, Central region registered the highest awareness (78.7%). Western

region (74.9%), Eastern region (65.6%). The Northern region again reported the lowest awareness at 59.3%.

3.3.3 Source of Information about IG

The survey further sought to establish the sources through which the respondents knew about the Inspectorate of Government. Results illustrated in Fig.3.2 (a), show that radio was reported as the main source of information about IG as indicated by 82.5% of the respondents in the country.

Fig.3.2 (a) Source of Information on IG
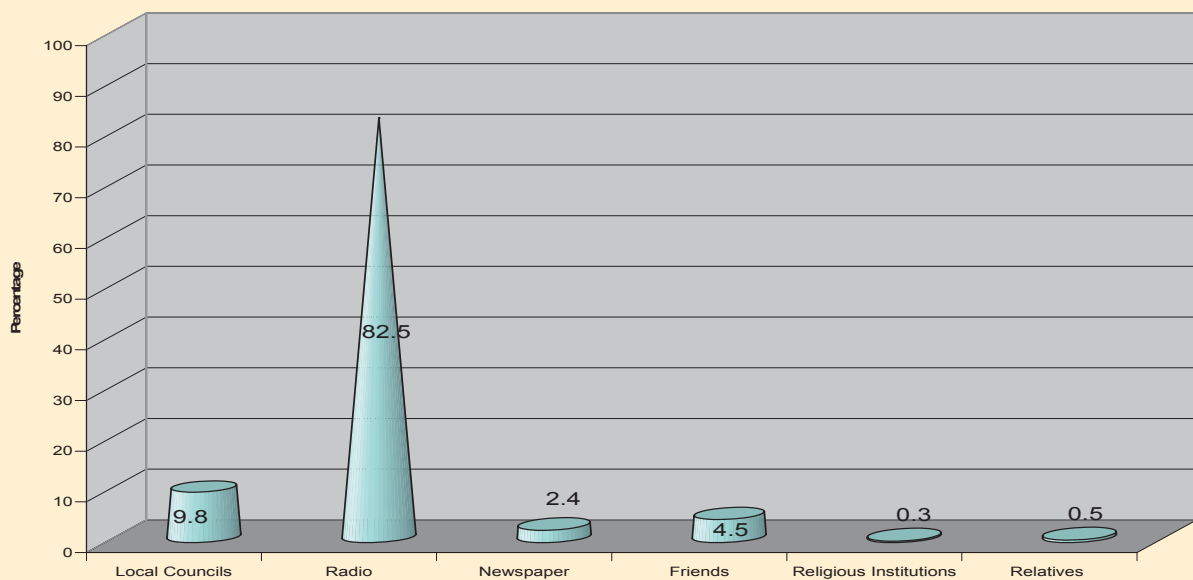
Other reported sources of information about knowledge of IG were: LCI (9.8%); Friends (4.5%); Newspapers (2.4%); Relatives (0.5%); and Religious Institutions

(0.3%). Fig. 3.2 (b) shows the finding disaggregated by region.

Fig.3.2 (b) Source of Information on IG by Region
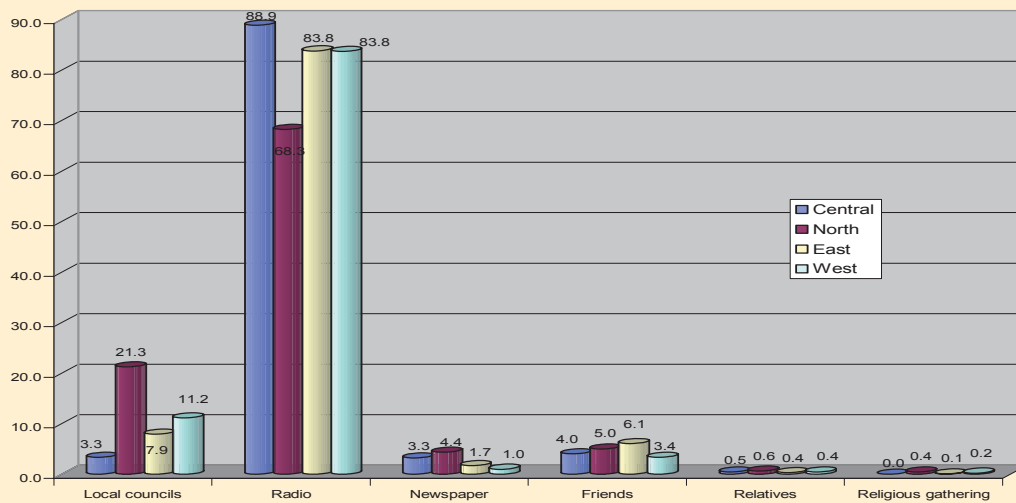
The regional findings reflected radio as the most popular source of the IG awareness. Central region had the highest respondents who reported that their awareness of IG was radio (88.9%). Eastern and Western regions tied at (83.8%) while Northern region had 68.3%. it is important to note that in the Northern region Local Councils were reported as a significant source of knowledge of IG by 21.3%. The implication is that radio should be a preferred medium by the IG in all regions while the LCs could be targeted as favoured medium in Northern region. The findings affirm that irrespective of the rural/urban divide, radio remained the most effective medium of communication.

When the data were analyzed at district level, the radio still emerged as the most popular source of information, while newspapers were the least popular: The districts which reported the highest by region were Kalangala (100%) in the central region; Amolatar (91.4%) Northern region; Masindi (92.9%) Western Region; and Kaliro (95.8%) in Eastern Region.

However significant numbers in the Northern and Eastern Regions reported LCs as the main source of information. The highest for Northern was Kaabong (36.7%) closely followed by Oyam (35.9%), while for Eastern the highest was Bukwo (20.6%).

3.4 Household Perceptions on Corruption and Quality of Public Service Delivery

3.4.1 Forms of Corruption most Prevalent in the Country

In order to understand the level and magnitude of corruption and administrative injustice in the country, it was imperative that NIS III establishes the different forms of corruption. This arose out of the changing national and global socio-economic environment. It was hypothesized that these would have a large bearing on the behavioural attitudes and practices of public officials as well as those in the private sector as they execute their duties. Household respondents therefore were requested to indicate the most prevalent form of corruption in Public Institutions. Fig. 3.3 shows the results

Fig. 3.3 Forms of Corruption most Prevalent in the Country
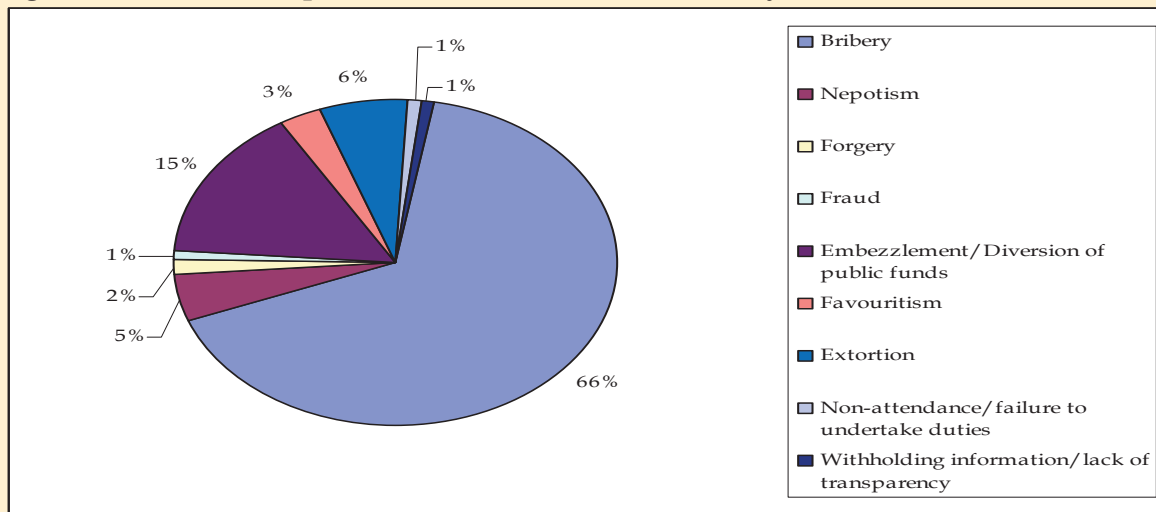
Bribery was reported as the most prevalent form of corruption in public institutions by 66% of household respondents. Other forms reported were: Embezzlement (15%); Extortion (6%); Nepotism (5%); Favouritism (3%); Forgery (2%); and Fraud, Non-attendance/failure to undertake duties and Withholding information/lack of transparency were reported by 1% each.

FGDs in Masaka, Kisoro, Bukedia and Moyo districts linked Public Institutions to this vice as illustrated:

Bribery is the most common form of corruption. Even when you are buying land, there are very many middlemen including the LCs who always want to be paid off not to choke the deal. The LCs have now fixed a percentage of money to be paid to them on each plot of land sold within their area of jurisdiction. **Masaka District, April 2008**

People fear to go to prisons and courts of law. So, they just pay any amount of money to be freed. The poor people usually say that they can not access services in equal measure with the rich because the rich will pay their way out. **FGD Kisoro District, May 2008.**

People use their offices for personal benefit as opposed to public interest. We have witnessed this in form of bribery where civil servants ask for money before they can offer a service. **FGD Bukedea District, May 2008**

Corruption in Uganda is increasing .People are more interested in getting commissions and this results in shoddy work. **FGD Moyo District, April 2008.**

The survey also found out that corruption is emerging in new forms as elaborated in the proceeding section.

(a) Syndicate Corruption
This form of corruption comprises of public officials in strategic positions, either in the same or different government institutions, who connive (form a syndicate) to defraud government.

> Corruption has changed face over time. It has become sophisticated with syndicates. This therefore requires new radical strategies to fight it.

A case in point include: a case that involved officials from the Ministry of Finance, KCC, Ministry of Works and Barclays Bank (U) Ltd. (Auditor General's Records, February 2008).

(b) Management by Crisis
This is a form of corruption where some unscrupulous public officials deliberately delay to plan early enough in order to create a crisis later that would justify rushed decision making. They prefer management by crisis because by the time of implementation of the envisaged activities, they are already time barred. The aim is to

ensure that expenditures are hurriedly approved without following the laid down procedures. An example of such form is in the procurement process for CHOGM activities where procurement of goods and services are said to have been deliberately delayed as elaborated in the Special Auditor General's Report on CHOGM 2008.

(c) Creating psychological fear in order to extort money.

This form of corruption is where a person connives with a public officer to fabricate felonious charges such as defilement and rape. The aim is to instil fear in the "culprit" so as to extract a bribe. The case study in Apac district illustrates this scenario.

BOX 3.1: APAC DISTRICT: Corruption Involving Creating Psychological Fear to Extort Money from Individuals.

The police – the CID reportedly had agents within the community who fabricated and forged charges against the local residents, especially felonious charges such as defilement and rape. In this particular case, a man was charged for raping a girl (above 18 years) he had been with for many years. The agents approached the mother of the girl whom they asked to lie about the age of the girl. Defilement charges were preferred against him and he was arrested by police. While in police cells, 'ghost' witnesses were created against him and the victim was subjected to prison psychological torture so as to extort money from him; the Court summons were served to him stating that he defiled an under age girl but the most striking fact was that the Court summons were fake too because such a case was not reflected in the court central registry for the cases reported and to be heard: Within the Court, the Clerks have direct access to the court seal which after finding a person to victimize, a fake court summon is served to pin-down the victim and to scare the victim further. After using all these threats and intimidation, the victim was released on police bond. He managed to sell the only cows at home to raise the money required of him and that money was alleged to have been shared among Police Officers in the CID Department, the State Attorney in the DPP and the Court Clerks.

Source: FGD Apac District May 2008.

3.4.2 Main Reasons for the Prevalence of Corruption

Fig.3.3 indicated different form of corruption prevalent in the country was bribery. The findings show the main cause of corruption as greed as reported by 69.4% of household respondents. When the results were further disaggregated by regions the findings are as shown in Fig.3.4.

Fig.3.4 Reasons for Prevalence of Corruption by Region.
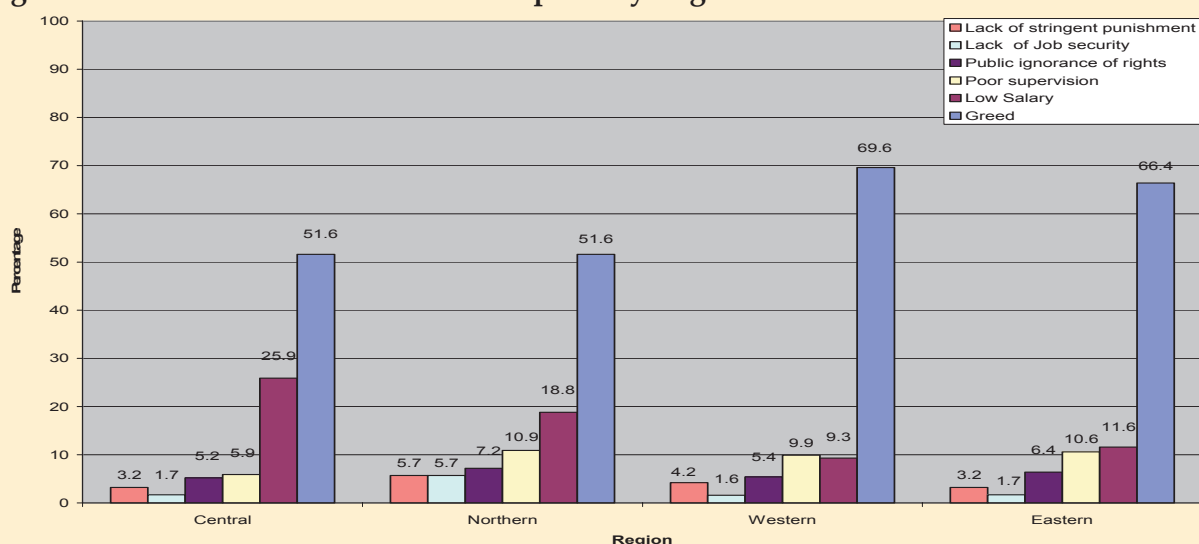
The findings indicate greed for quick money as the main reason for corruption across the regions. It was highest in the Western region where it was reported by 69.6% of the respondents, Eastern region (66.4%), Central and Northern regions were

51.6% each. Other reasons differed by regions but low salary and poor supervision were ranked highly.

Greed for quick money could have emerged from high competitiveness that characterises the Private Sector. It should be noted that Private sector growth is essential for developing countries to create jobs and raise incomes and currently it is the economic development strategy for Uganda. This government policy is positive to the extent to which people will acquire wealth legally and using moral means.

However, this policy has been abused by some public officials due to inadequate sanctions by government to hold these people accountable. This abuse has fuelled more corrupt practices as most people have adopted the *"everyone–does-it-attitude"*, *a* situation which is gradually becoming an acceptable way of life. These views were expressed in FGDs in Kibaale, Masaka and Kumi districts:

Corruption has penetrated the people's blood stream: a child is born and suckles corruption from the mother's breast, is socialized in a corrupt environment, goes through a corrupt schooling system and becomes a senior corrupt citizen of the country. **Kibaale District, June 2008**

Now, paying for any kind of service has become a culture. Even the children at home no longer bring home 'change' when they are sent to the shops to buy items…many people out there do not believe that they can get a free service anywhere. **Masaka District, April 2008**

Society looks at public officials who do not have money as lazy and foolish when they compare them with their corrupt colleagues who have acquired lots of property. **Kumi District, May 2008**

Corruption is expressed differently in various parts of the country. Box 3.2 shows some of the expressions in selected local dialects.

Box 3.2: Local Expressions of Corruption.

i. *omwaavu mukyaamu… omugagga mutuffu'* (**Luganda***)* literally meaning that a poor person has no ideas to contribute in any discussion while the rich person always gives correct ideas.

ii. *Omugagga taffa…* (**Luganda**) literally meaning there is no problem that money cannot solve

iii. *Omwavu tasinga musango…***(Luganda)** literally meaning that a poor person cannot win a case in court as he will have no money to bribe

iv. *Ebiyenje tebikwatibwa akatimba ka nabubi…* (**Luganda**) interpreted in English as the cockroaches pass through the cobweb but the flies and the mosquitoes cannot pass. This literally means that nothing can block the rich from achieving what they want.

v. *Kitu kidogo has transformed to Kitu kikubwa* (**Kiswahili)** literally referring to increase in the amount of money involved in bribes.

vi. *Rwak cing icao* (**Luo***)* literally meaning to part with something before a service is offered.

vii. *Winyo muti fonjo nyathi winyo ngeri ma iaa* (**Japadhola***)* meaning an older bird teaches the young one how to fly. Literally meaning that the most powerful are corrupt and not touched so the less powerful have picked the habit.

viii. *Kanonuuka amatooto...* (**4R**s) you smell like chicken droppings literally meaning that you should offer chicken as bribe.

The corollary is that those who uphold integrity and espouse principles of accountability are ridiculed as lazy, archaic and retrogressive. This is the highest level of betrayal in building a progressive, moral and just society.

3.4.3 Reporting cases of Corruption

It is apparent that corruption has been institutionalized as an acceptable way of life yet the vice has very devastating implications on service delivery to the community. This shows that limited information on rights and public services legislations provide fertile ground for corruption. The survey further investigated whether respondents had ever reported cases of corruption. This issue was analyzed according to regions and Fig.3.5 shows the results.

Fig.3.5   Reporting Cases of Corruption by Region (%)
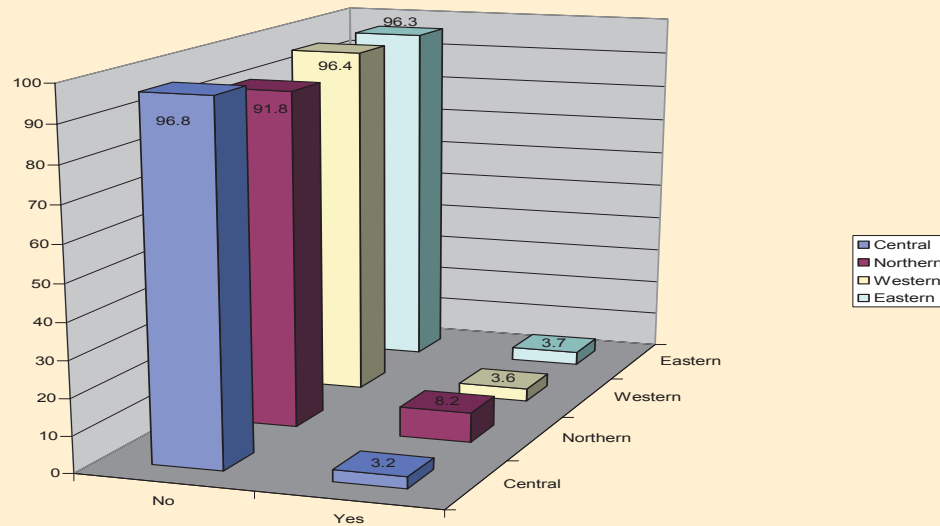
The reporting levels were very low across the regions: Northern region with only 8.2% was the highest. The other regions reported as follows: Eastern (3.7%); Western (3.6%); and Central (3.2%). The survey further sought to establish the reasons for not reporting. The results are shown in Fig.3.6.

Fig.3.6 Reasons for not Reporting Cases of Corruption
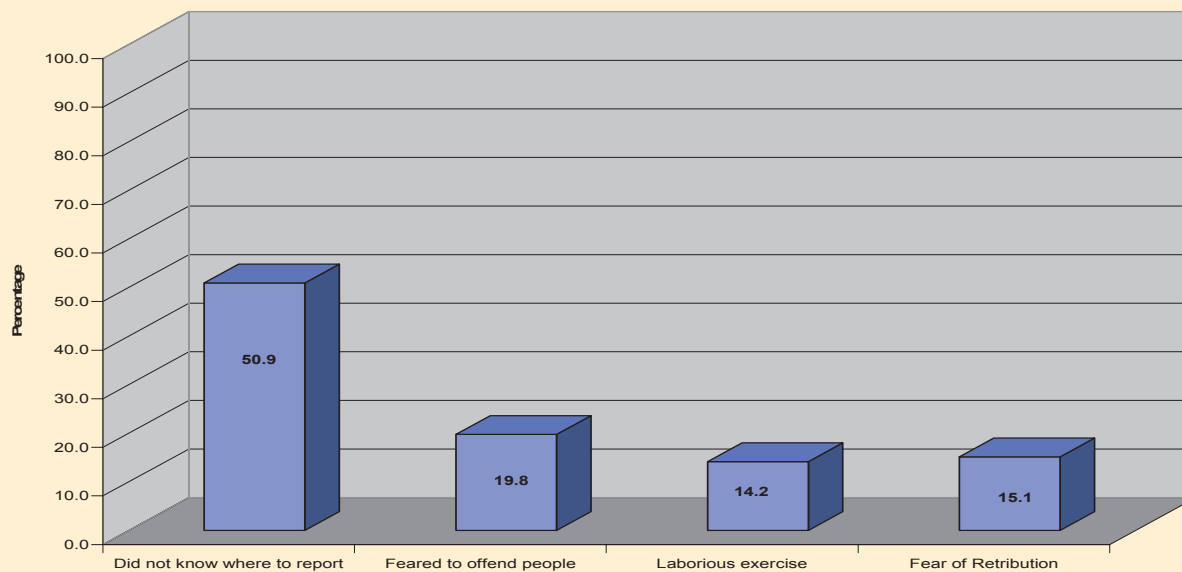
Lack of knowledge of where to report (50.9%) was the main reason for reporting. other reasons given were: Fear to offend people (19.8%); and fear of retribution (15.1%). This situation is made worse by lack of protection of whistle blowers/informers. Those who considered it a laborious exercise were 14.2%. These findings agree with those of KICK (2008) which found that communities were able to define and identify corruption but did not know how to deal with it.

The implication is that whereas IG has increased public awareness through the education, training, awareness programmes and the establishment of regional offices to take services near to the people. It is more important that people are made to

understand and appreciate the evils of corruption and how it affects their welfare and encourage them to join in the fight by reporting corrupt practices.

BOX 3.3: BUNDIBUGYO DISTRICT: Failure to report corruption due to fear of retribution
Fighting corruption has become a big problem. Those involved in corrupt tendencies threaten others who push for accountabilities, like what I have been experiencing. I have been receiving threats …There were 168 fabricated complaints against me registered with I.G while still in Kanungu district in four and a half years. The I.G investigated and I was found clean. All these cases were registered by the political class. I was later transferred to Bundibugyo District as a punitive measure because it is referred to as a problem district. When cases are forwarded to the police and suspects arrested, the investigations are twisted in favour of the suspects who are set free without being charged regardless of their contribution in the case. There is a network and these people are protecting each other, that is in police, DPP, and judiciary… Many people are aware of the evils of corruption. They know that if it takes place but they do not report because they fear to be victimized. People have been framed and they have suffered because of reporting corruption tendencies. Even if you go to court and win, you will have suffered.
Source: Public Official, Bundibugyo District April, 2008.

The other reason given for not reporting was the laborious nature of the reporting process. It was indicated that reporting had cost implications which informants were not willing to meet as reported by 14.2% of the respondents. Other people were not prepared to report incidences of corruption because they felt satisfied with the outcome of the service for which they bribed. As reiterated by a respondent in an FGD in Ntungamo district:

> *You have paid some money and gotten a job or your child has got a place in a school you wanted him or her to go, why should you go to report? The reason for going to hospital is to seek treatment and get healed. So why should I report a person who has given me the treatment regardless of whether I paid or not?*
> *FGD* **Ntungamo district, May 2008**

This clearly indicates that people are treating corruption as a useful means for accessing services. This concurs with the earlier notion that corruption has become an acceptable way of life. The situation has also been exacerbated by poor quality services where people crave for bribing to get relatively better services.

When the issue of low reporting of corruption was analysed, it appeared that embedded within the fear of retribution and complacency underlies ignorance of rights. The public perception of 'public property' was that it was 'nobody's property'. This ignorance has been exploited by public officials to abuse the public (good/service) with impunity.

The main reason for not reporting corruption was lack of knowledge of where to report (50.9%). When the data were analyzed by district, it was found that lack of knowledge of where to report was still the main reason across the regions: In the Central region, none the respondents in the districts of Sembabule and Kalangala had ever reported a case of corruption; in Northern region, the lowest level of reporting was registered in Apac (1.6%) and Moyo (2.6%); in Eastern region, the lowest level of reporting was in Kumi (0.8%) and Mayuge (1.3%); and in Western region, the lowest level of reporting was in Ibanda (0.9%) and Kibaale (1.0%).

The reasons for not reporting corruption was further analysed by respondents' socio-economic and background characteristics of: gender; level of education; occupation; and income levels. Table 3.2 illustrates the results by region.

Table 3.2 Profile of respondents who did not know where to report cases of corruption.

Variable	Characteristic	Central %	Northern %	Western %	Eastern %
Education	Never went to school	7.3	23	14	7
	Primary	29.2	31	45	28
	Vocational	3.1	6	4	3
	Secondary	35	27	24	38
	Tertiary	15.8	9	9	17
	University	9.6	2	5	7
Gender	Male	54	61	72	75
	Female	46	39	28	25
Occupation	Farmer (crops)	30.1	53.4	64.8	46.2
	Farmer (Livestock)	3.2	4.5	3.1	3
	Trader	18.5	10.1	12.2	12.2
	Civil Servant	10.5	9.7	6.5	15.2
	Professional in Private Sector	19	8.1	4.8	10.7
	Artisan/ Fundi (Carpenter/mechanic)	10.2	2.8	6	7.1
	Housewife	6.5	3.6	0.3	2
	Student	2.3	7.7	2.3	3.6
Income Ug.shs.)	5,000-50,000	25	58	39	31
	50,001-100,000	23	22	37	24
	100,001-500,000	38	20	20	38
	500,001-1,000,000	11	2	4	5
	Above 1,000,000	3	1	0	2

Source: Field Survey, April-May, 2008

When the profile of the respondents who did not know where to report was analysed, it was found that in the Central Region, the majority were: Primary level leavers (29.2%); male (54%); crop farmers (30.1%); earning between Ug.shs.100, 001-500,000 (38%).

In the Northern Region; the majority were: Primary Level leavers (31%); male (61%); crop farmers (53.4%); and earning between Ug.shs. 5,000-50,000 (58%).

In the Western Region; the majority were: Primary level leavers (45%); male (72%); crop farmers (64.8%.); and earning between Ug.shs. 5,000-50,000 (39%).

In the Eastern Region; most of the respondents were Secondary level leavers (38%); male (75%); crop farmers (46.2%); and earning between Ug.shs.100,001-500,000 (38%).

3.4.4   How households pay bribes to public officials

Households were requested to indicate how corrupt practices were exercised and whether they were aware of how corruption affects the quality of service delivery. The respondents were asked how people made unofficial payments (bribes) to public officials. Fig. 3.7 show the results.

Fig.3.7 How Households Pay Bribes to Public Officials
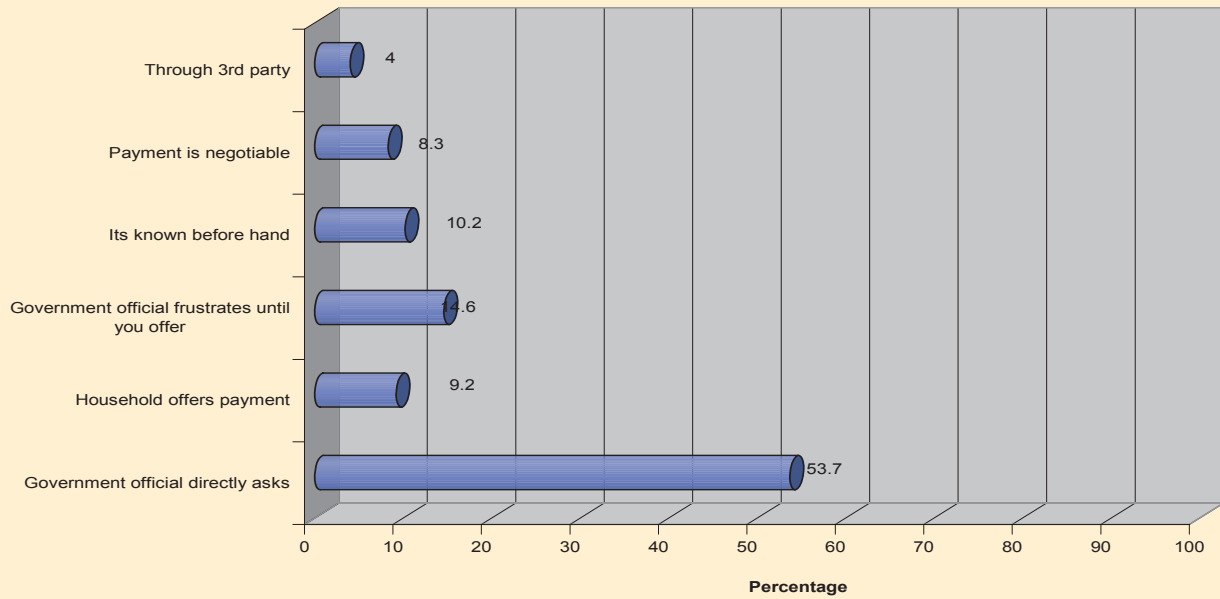
53.7% of the respondents indicated that *public officials directly ask for the "bribe"*. This was followed by a distant 14.6% who indicated that *the government official frustrates the service seeker until the latter offers a "bribe"*. A significant 10.2% indicated that *the "bribe" to be paid is known before hand* while a close 9.2% said that *the person seeking a service initiates the*

payment of the bribe. Others indicated that *payment of a bribe was negotiable* (8.3%) and 4% said *bribes were paid through a third party.*

In order to further understand the mode of payment of bribes, these findings were disaggregated by region. Fig. 3.8 shows the results.

Fig.3.8-Mode of Payment of Bribes to Public Officials by Region
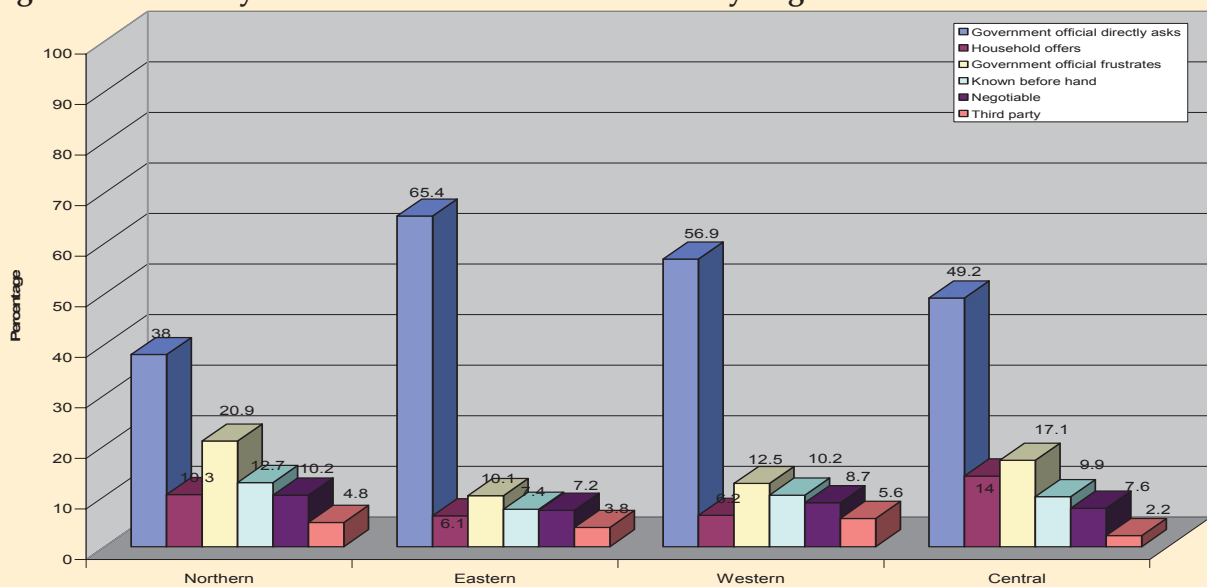
The majority of respondents in the regions maintained that a *government official directly*

asks for the "bribe. It is however worth noting that the Eastern region exhibited the highest

level of public officials directly asking for bribes (65.4%). One possible explanation for this is that the Eastern constitutes the hub of cross border trade where people seek clearance of goods, trading licenses, etc. It is likely that people will be tempted to engage in corrupt practices including smuggling of goods and services across the common borders. Another notable mode of payment of bribes was reportedly for *government officials to persistently frustrate clients until they offer a*

bribe. This was highest in Northern region (20.9%); followed by Central (17.1%); Western (12.5%) and Eastern (10.1%) as show in Fig.3.8.

The issue of frustrating clients seeking for services is coded language intended to communicate to the client the need for a bribe. It is up to the client to interpret the code. Case study 3.1 as per Box 3.4, illustrates this scenario.

BOX 3.4: WAKISO DISTRICT: Frustration of the Public in seeking Services
A widow aged 64 years, struggling without any assistance to save her land was met by a researcher and she narrated her ordeal: "In 1954, we migrated onto this land with my late husband and we took charge of this land.... about 20 years ago when my husband passed away, certain people started coming to claim ownership of this land. I got worried and told my relative who lives in Kawanda about my problem and she advised me to report to authorities. Other people also came claiming ownership of this same land. The group demarcated the land and left only a small piece of land where my house is located. I was asked to pay some money for the land where my house is located or else I would be evicted but I did not have any money to pay. I ran to LCI and LCIII but could not get any help. Finally, I ran to the district but the officers seemed not interested in my problem and I gave up." The critical Question is: Where can the poor and the powerless seek redress in case of infringement on their rights?
Source: Senge Village, Wakiso District, March 2008.

3.4.5 Household ranking of selected Public Institutions with regard to levels of corruption.

A number of institutions were rated with regard to their

> Police (General), Police (Traffic), and Judiciary were ranked as the most corrupt in that order.

freedom from corruption and administrative injustice. The various forms of corruption investigated here included bribery, embezzlement, extortion, fraud, and nepotism. Fig. 3.9 shows the results.

Fig.3.9 Household Rating of Selected Public Institutions with Regard to Levels of Corruption
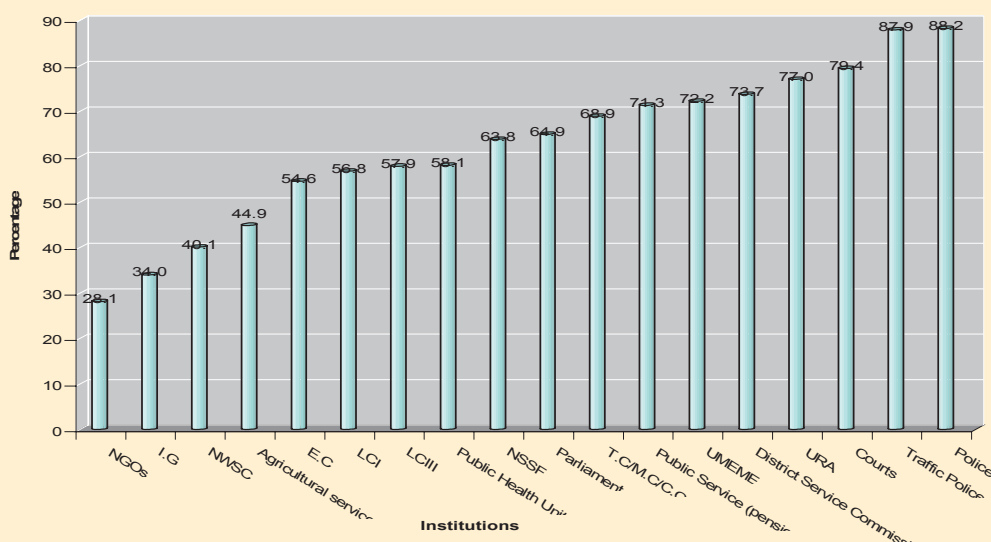
Household respondents indicated Police-General (88.2%) as most corrupt. The other

rated most corrupt include: Police-Traffic (87.9%); Judiciary 79.4%; URA 77.0%; DSC

73.7%; Umeme 73.2% and Public Service Pension 71.3%. The recent media reports attest to the police rating where 17 traffic Police officers were held over bribes and money was found hidden under their underwear (New Vision, Friday May, 9 2008:1).

The NGOs, IG and National Water and Sewerage Corporation were ranked the least corrupt institutions as reported by 29.1%, 34.0%, and 40.1% respectively. What remains a point to ponder about would be the "best practices" that these institutions have adopted to reduce corruption so that other institutions can borrow a leaf.

These findings concur with a series of FGDs and case studies through out the country where it was revealed that the services of the police and the Judiciary have seriously deteriorated:

People do not go to courts of law because it is cheaper to bribe Police Officers than magistrates in Courts Law. This has made the Police Officers to handle cases that they are not supposed to handle.... some people are no longer interested in reporting corruption cases because even if they report nothing is done (**Mayuge District, May 2008).**

These findings are consistent with those of the previous surveys (NIS I and NIS II) which reported that Police, Judiciary and URA exhibited the highest levels of corruption in the country. Arising from the fact that there was very high incidence and prevalence of corruption in Police and Judiciary, the survey investigated further into the peoples perceptions of the institutions under JLOs to clearly document the intricacies of corruption in these institutions. The proceeding cases are illustrative:

BOX 3.5: KABAROLE DISTRICT: A Case of Connivance Between The LCI Officials, The Police and Human Rights Commission to Silence a Case.
The case was between a farmer from Nyampala village, Kabarole District who had his garden of beans destroyed by one of the police officer's cows. When this farmer went to the LCI of Nyampala, nothing was done to solve the case. The police came during the night, picked him from his own home, took him to an unidentified place and he claimed to have been tortured by the police operatives before his release. The researcher saw the scars arising out of the torture. The farmer was threatened not to report the matter again to any authority. However, he went ahead and reported the matter to the Human Rights Commission, Kabarole Branch. The case was re-opened but unfortunately no action was taken. **Source: Nyampala Village, Kabarole District, May 2008.**

BOX 3.6: WAKISO DISTRICT: Case Study of Corruption in the Police
Last year, I was arrested by police having failed to settle a debt of Ug shs.30,000=. I was not allowed to make any statement. They put me in a cell for a night. The following day, I was called to make a statement. ironically the police officer told me they were to give me a police bond after paying Ug.shs 70,000 in order to allow me go home and look for the complainant's Ug. shs.30,000 within a period of one week. I was compelled to sell off my goat at Ug shs.45,000 and borrowed from my friend to raise extra money for the police bond. I was very irritated because even the way they handled me was primitive. On a bad note these Police Officers "rent out" their uniforms to the local untrained people to carry out unlawful arrests of 'idle' people (people in bars during the day). The questions pondered are: Does the police bond go with a cost? Is it lawful for unauthorized persons to dorn police uniform and carry out arrests? If unchecked, what will be the repercussions of such conduct on the less educated who do not know their inherent rights? Is it lawful for an accused person to be put in a cell before he even makes a statement? **Source: Respondent Wakiso District, March 2008**

BOX 3.7: WAKISO DISTRICT: Rationalization of Corruption in the Police Force.
If a police officer who takes a bribe of Ug.Shs 500 is corrupt, what about someone else who swindles billions of shillings? According to one respondent police is not corrupt because it takes very small amounts of money..... Police Departments are inadequately facilitated to carry out investigations; a burden that is usually shouldered by complainants... "If a police officer is to carry out an investigation and is not facilitated, the complainant is the one to bear the costs." this could be the reason why police arrive late at a crime scene. It therefore may not be surprising if the process of investigation is compromised. **Source: Police Officer, Entebbe Municipality, Wakiso District, March 2008.**

These cases indicate that there are serious problems in the Justice Law and Order Sector (JLOS) regarding integrity. Given this state of affaires the study concluded that there is need for a full fledged study focusing on service delivery in the JLOS.

Following selected public institutions ratings on corruption, the survey further sought to find out the quality of service delivery by these public institutions. This was done by establishing: whether a respondent sought services from any of the public institution over the last 4 years prior to the survey; whether the respondent officially paid for the service; whether the respondent got an official receipt; and whether on failure to obtain an official receipt after having paid, the respondent complained. Table 3.2 shows the results.

Table 3.2   Household Experiences on Payments for Services

Service provider	N	Sought service (%)	No official Receipt (%)	Never complained for no receipt (%)
Public Health	10757	89.2	76.3	91.1
Education	8451	73.0	38.3	87.7
Traffic Police	1462	13.9	90.3	91.0
General Police	5181	45.7	94.0	93.7
URA	1440	13.7	41.8	85.3
Lands Office	874	8.4	67.3	86.9
NWSC	1143	12.6	33.9	87.6
Umeme	1886	18.2	33.1	88.7
DSC	1143	11.0	84.8	91.0
Municipal/Town Council	1044	10.2	59.6	90.1
Public Service(Pension)	484	4.7	85.2	87.9
Courts Of Law	2768	25.6	80.7	92.3
Agriculture	2156	20.4	69.7	88.6
LDU	1009	9.6	87.5	89.2
NSSF	349	3.5	75.7	86.4

Source: Field Survey, March –May 2008

3.4.6   Household experiences on payment for services

The result shows that most unofficial payments were reported prevalent in Police-general (94.0%) followed by Police-traffic (90.3%). Other institutions with high unofficial payment include: LDU (87.5%); Public Service Pension (85.2%); DSC (84.8%); Judiciary (80.7%) and Public Health (76.3%). These results concur with earlier findings in section 3.4.5 where these institutions were rated

Unofficial payments are most prevalent in the Police, LDUs, Judiciary, Pension office and District Service Commission.

most corrupt. It is surprising that the majority of the people who made unofficial payments to officials in these institutions never complained or sought redress from any authority.

The survey found that despite the small number of respondents (349) that had sought a service from NSSF 75.7% made unofficial payments. This service appears to be under very serous threat of drastic loss of integrity. NWSC (33.9%) was reported as the institution with lowest unofficial payments. This is consistent with earlier findings that NWSC among the least corrupt public institutions.

3.4.7   Household rating of quality of services provided by selected Public Institutions

Since corruption affects the quality of service delivery, the survey sought to find whether service consumers were satisfied with the quality of service provided by selected Public Institutions. Fig.3.10 shows the results.

Fig. 3.10: Household Rating of Quality of Services Provided by Selected Public Institutions (%)
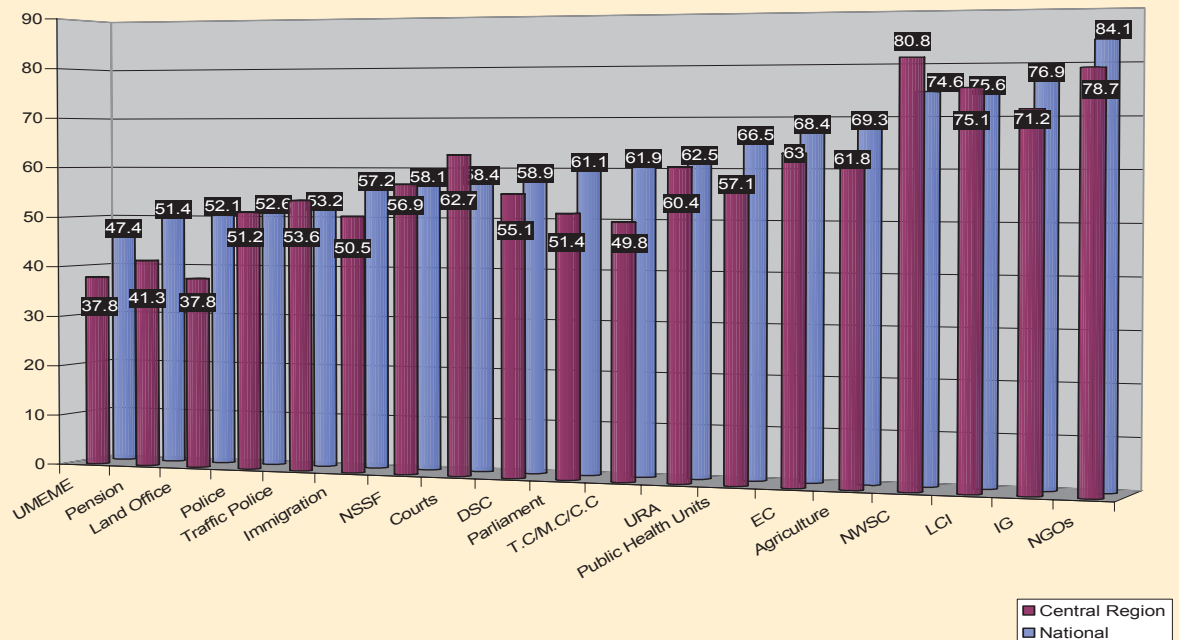
NGOs were rated highest (84.1%) providers of quality services followed by the IG (76.9%), LCs (75.6%), and NWSC (74.6%). The results indicate that NGOs, IG and NWSC reportedly provided relatively better quality services as compared to other Public Institutions. These same institutions have exhibited the lowest levels of corruption as reported in section 3.4.5 of this report. On the other hand, UMEME (47.4%) was rated as the poorest provider of quality service. other institutions rated poorest quality service providers include: Pensions Office (51.4%); the Lands Office (52.1%); and Police (52.6%). These results were further disaggregated into Central Region. The reason was because the services offered by some institutions such as: (UMEME, NWSC, Immigration, KCC, Lands Office and Parliament) were more availed and assessed in the central region compared to other regions. The Central region respondents indicated NWSC (80.8%); NGOs (78.7%); and LCs (75.1%) as providers of best quality service. The institutions rated poorest public service providers include: UMEME (37.8%); the Lands Office (37.8%); and Pensions Office (41.3%).

3.5 Effects of corruption on Public service Delivery

The costs of corruption in terms of service delivery were analyzed by the different levels of income across regions. The results were that: corruption limits access to services; worsens poverty; causes resentment of government; and loss of confidence in government. The results are presented by region in Figure 3.11(a) – (d)

Fig. 3.11 (a) No Access to Service
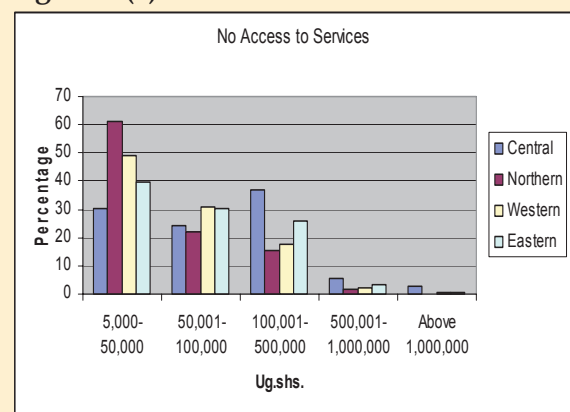
The majority of respondents who said that corruption limits their access to services were of the income category of Ug.shs. 5,000-50,000 across the regions except central region; in the Northern (61.1%), in

the Western (48.9%), and Eastern (39.7%). For central region the majority were in the income level of Ug.shs.100,001-500,000 (37.1%). This shows that the cost of accessing services is highest amongst the low income earners.

Fig. 3.11(b) Worsens Poverty and Prevents Development
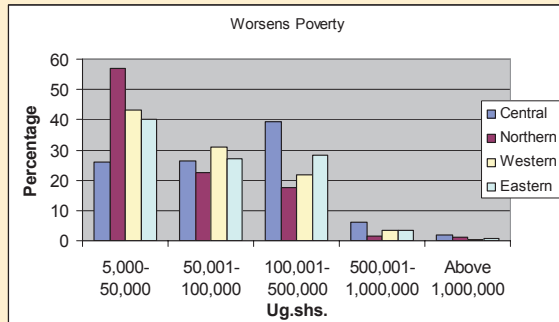
Most of the respondents who said that corruption worsens poverty and prevents development were of the income category of Ug.shs.5,000-50,000 across the regions except Central Region; in the Northern (57%), in the Western (43.3%), and Eastern (40.3%). For Central Region the majority were in the income level of Ug.shs.100,001-500,000 (39.4%). This shows that corruption accelerates poverty amongst the low income earners.

Fig. 3.11 (c) Causes Resentment.

The result shows that there is a lot of resentment among the poor and middle income groups. The level of resentment is low among the high income groups the most resentful region is Northern (47.9%)

Fig.3.11 (d) Loss of Confidence in the Government.
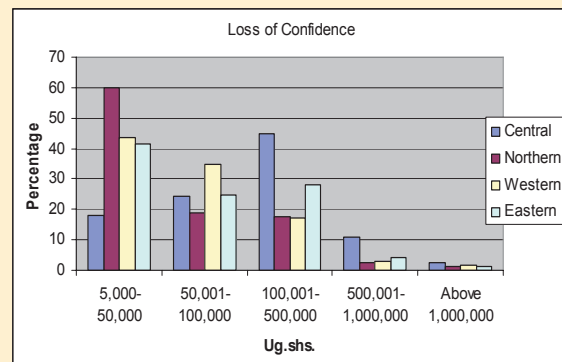
The results show that most respondents have lost confidence in government due to corruption in service delivery across the regions. The highest was in the Northern Region (60.1%). In the Central Region, the highest was among the middle income earners (44.7%). The high income groups exhibit very low levels of loss of confidence in the government.

3.6 Perceptions on Success of Actions by Government to Fight Corruption

The survey investigated the perception of the household respondents in regard to the extent to which measures/institutions put in place by government to fight corruption were successful. Fig. 3.11 shows the results.

Fig. 3.12   **Perceptions on Success of Actions by Government to Fight Corruption**
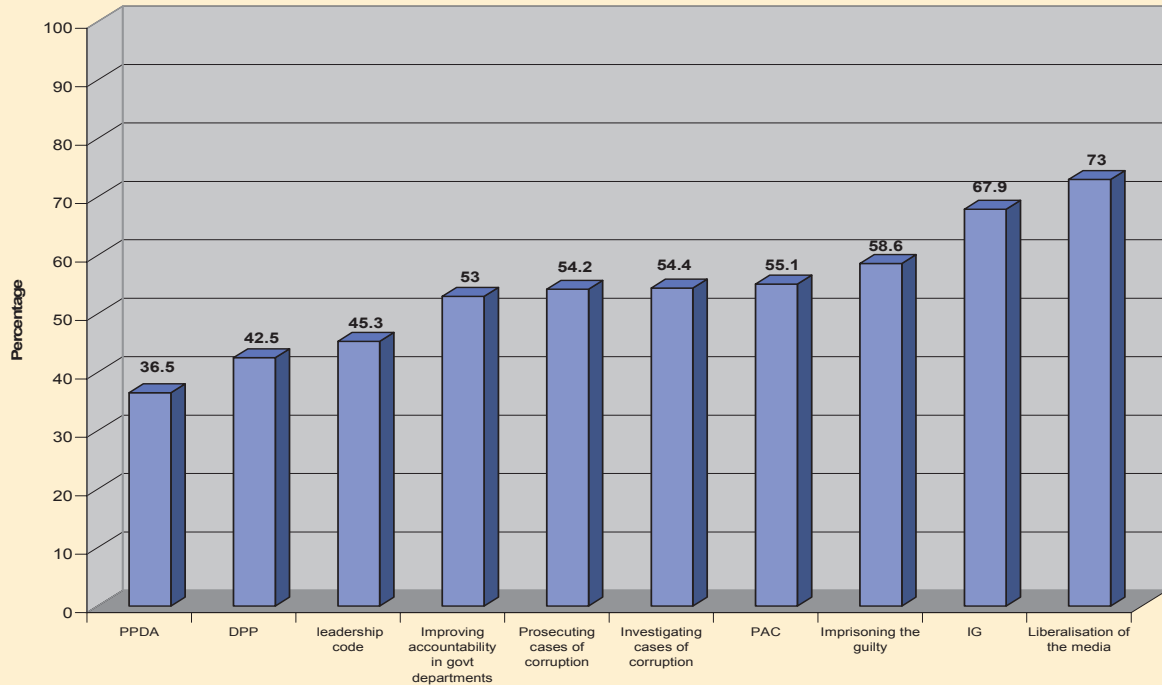
Liberalization of media was reported as the most successful measure put in place by government in the fight against corruption as indicated by 73%. The media has played a big role in informing the public about corruption. However, when this issue was analyzed further, it was found that the contribution of the media in the fight against corruption may not have been significant. While a number of corruption cases have been regularly reported, there has not been corresponding media coverage of cases reporting culprits that have been prosecuted or imprisoned. The implication is the danger this trend of regular reporting without effect may degenerate into monotony and taking corrupt practices as "*business as usual*".

IG (67.9%) was reported second most successful measure. Most respondents were particularly positive about the steps taken by the IG to prosecute (54.2%) and cause imprisonment (58.8%) of those caught in corrupt practices. However, some respondents

> It is not enough to prosecute and imprison corrupt persons while the culprits remain with the embezzled funds or the corruptly acquired assets.

reiterated that it was not enough to prosecute and imprison corrupt persons while the culprits remained with the embezzled funds or the corruptly acquired assets. It was argued that the IG should take further steps to recover embezzled funds as well as corruptly acquired assets.

The respondents were in favour of prosecution of corrupt officials as deterrent to others and recovery of illegally acquired wealth and embezzled public funds. This issue was raised in an FGD in Bundibugyo district where it was reiterated that:

> *Why doesn't the I.G or courts of law attach property of those people who have been proved guilty or property acquired through similar means? Why can't these institutions compel these people to pay back the money taken or lost through corrupt tendencies? Aren't these institutions encouraging corruption indirectly?... the moment these corrupt people are set free without attaching their property, they continue to enjoy benefits accruing from dubiously acquired property.* **FGD, Bundibugyo District April 2008**

On the other hand the measures/institutions that were perceived

least successful in the fight against corruption were: PPDA (36.5%); DPP (42.4%); and the Leadership Code (45.3%.

The main criticism of the leadership code was perceived to be inadequate verification which their illegally acquired property in the names of their children, including minors. As was illustrated in an FGD in Iganga district:
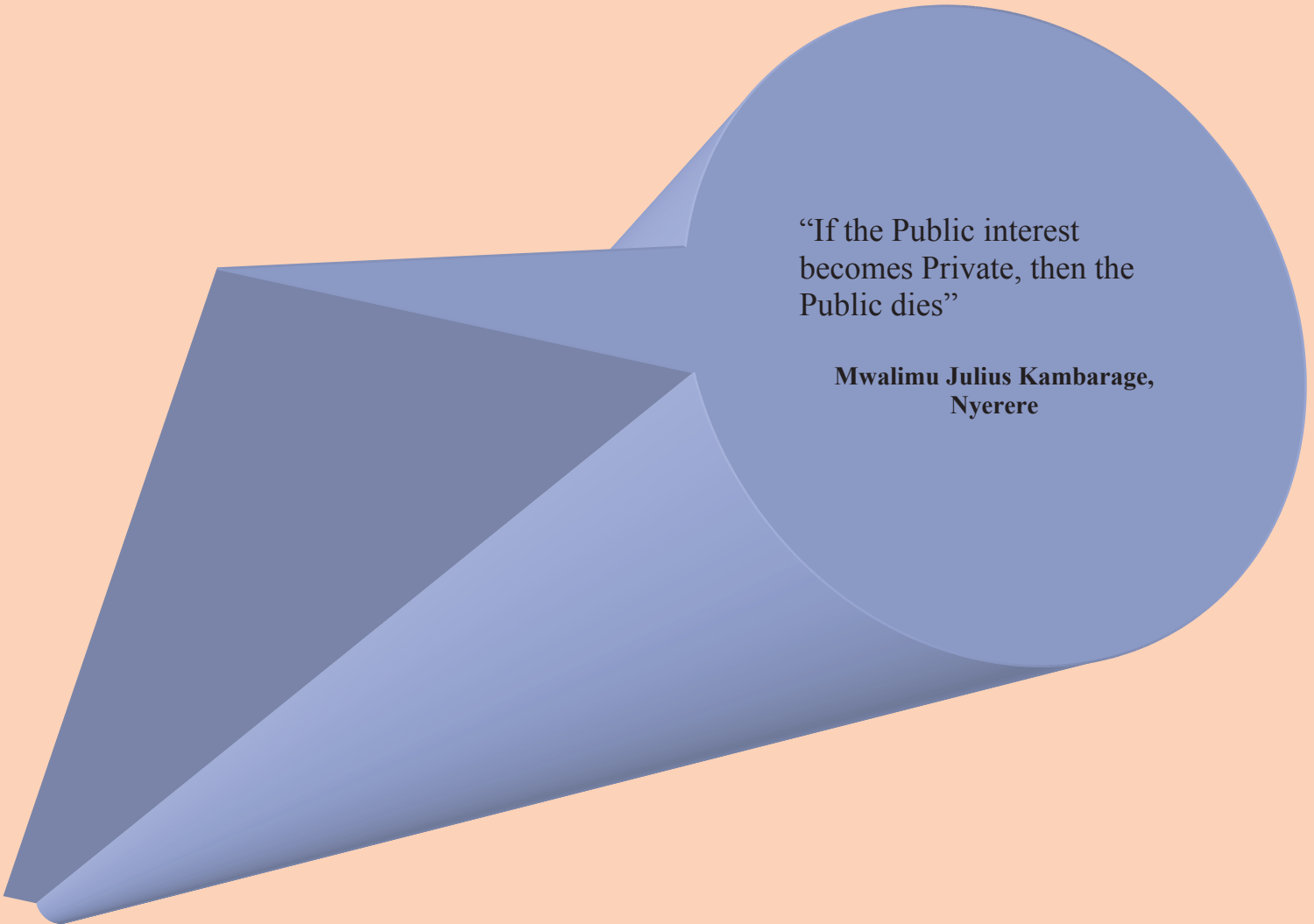
Implementation of the Leadership Code needs to look at the family as a whole and not an individual who is a public servant. Some people register their assets in the names of their children thus falsification of the declaration of assets. For instance, how can a 5-year old child own an aero-plane? **FGD Iganga district, May 2008**

3.7 Key Learning Points

BOX 3.8 Key Learning Points

This section presents a synthesis of what has been learnt, identification of "best practices" and what needs to be scaled up:

- It is noted that although the level of awareness about the IG among households is relatively high at (72.5%), this is not reflected in the reporting levels of corruption cases (2.8%), which is largely attributed to lack of knowledge of where to report (50.9%). This means that knowledge per se does not lead to action. Thus household knowledge about IG without subsequent knowledge of where to report will not increase the levels of reporting.
- Greed has been established as the main reason for corruption in Public Institutions, while the second main reason was poor remuneration. This means that strategies to fight corruption should target rebuilding and ethical values in the society as well as improving remuneration for public servants.
- The media has shown interest and played a big role in reporting cases of corruption. IG can utilize the media more to reach out to the public with their programmes in the fight against corruption.
- Government has put in place legislation, measures and institutions in place to fight corruption. However, without sufficient enforcement mechanism and supervision these measures have been less effective.

"If the Public interest becomes Private, then the Public dies"

Mwalimu Julius Kambarage, Nyerere

4   FINDINGS OF THE PUBLIC INSTITUTIONS SURVEY

4.1   Introduction

This chapter presents the findings of the Public Institutions Survey. The findings derive from the Terms of Reference which required the consultant to:

- Analyze mechanisms and causes of corruption and whether these have changed over time.
- Establish which groups of citizens spend most of their income on bribes; what type of services; depth of awareness of evils of corruption and which Regions/Districts are most affected by corruption.

The findings in this chapter cover the causes, nature and dynamics of corruption; access to services and payment of bribes; awareness of evils of corruption and geographical areas most affected by corruption in Public Institutions. Also analyzed in this chapter is the impact of corruption on quality of services.

4.2   Respondent Profile

This chapter presents the findings of the Public Institutions Survey comprising 670 selected respondents from the sectors of: Education, Health, Justice Law and Order, Accountability, Local Government, Public Administration, and Public Service. The results present the prevalence and incidences of corruption and administrative injustice in public services, highlighting the factors that account for their occurrences. Table 4.1 shows the Distribution of Respondents According to Sectors

Table 4.1 Distribution of Respondents According to Sectors

Sector	Respondents (N)	Percent (%)
Education	110	16.4
Health	91	13.6
Justice Law and Order	104	15.5
Accountability	76	11.3
Local Government	72	10.7
Public Administration*	43	6.4
Public Service	174	26.0
Total	670	100

Note: * This connotes Members of Parliament, Resident District Commissioners and National Security Officers.

Respondents were further categorized according to background characteristics including; Gender, Age, Level of education, Position, and Terms of employment. These are important independent variables as they determine individual chances for recruitment, and promotion among others. Table 4.2 shows the distribution of respondents.

Table 4.2 Respondents Background Characteristics

Age	Percent (%)	Total (N)
15-24	0.9	6
25-34	20.4	137
35-44	42.5	285
45-54	27.8	186
55 and above	8.4	56
Total	**100**	**670**
Gender		
Male	79.7	534
Female	20.3	136
Total	**100**	**670**
Education level attained		
Primary School level	0.7	5
Secondary level	13.0	87
Tertiary	19.1	128
University	67.2	450
Total	**100**	**670**
Position in the organization		
Managerial	70.7	457
Operations	22.9	148
Support staff	6.3	41
Total	**100**	**670**
Terms of Employment		
Permanent	73.9	471
Probation	5.5	35
Contract	17.6	112
Temporary	3.0	19
Total	**100**	**670**

Source: Survey data May, 2008

Accordingly, the majority (42.5%) of the respondents in Public Institutions falls in age category of 35-44 years with the least being 0.9% from the age bracket 15-24 years. As for Gender, 79.7% and 20.3% were covered for males and females respectively. It was observed that a significant proportion (67.2%) of the total respondents had completed University Education. The terms of employment were: 73.9% Permanent; 17.6% Contract; 5.5% Probation; and 3.0% On Temporary terms. It was revealed that those who are on temporary terms had stayed for long without confirmation, a situation that de-motivates and creates job insecurity among workers. Most of the respondents were in managerial position (70.7%) and the reason was that most of the information required for this report was official information, such as records on size of the enterprise, salary structure, services paid, nature of recruitment and disciplinary actions. However, the lower cadre staff was also interviewed and they gave information on type of corruption prevalence in the organisation and mechanisms available for reporting corruption in their organisation.

4.3   Human Resource Management

4.3.1   General Recruitment

The survey undertook to investigate how recruitment is done in Public Institutions. The aim was to determine the level of transparency in appointments, induction, appraisals, promotions, disciplinary procedures and handling of appeals. Figs.4.1 shows the results.

Fig 4.1 Issuing Appointment Letters
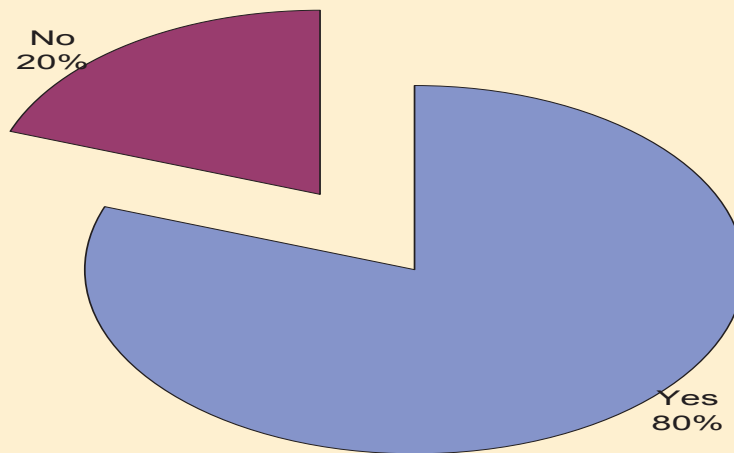
20% of the respondents in Public Institutions did not have formal appointment letters. This indicates high levels of informality that should not be characteristic of Public Institutions. Such informality breeds corruption. When this issue was analyzed, it was established that some managers in Public Institutions employed relatives and close friends. The apparent aim is to create a social network within the organization targeted at protecting their corrupt practices. This breeds fertile ground for corruption to thrive, a condition this report refers to as the Corruption-Nepotism Nexus as indicated in Fig. 4.2.

Fig. 4.2 Corruption – Nepotism Nexus
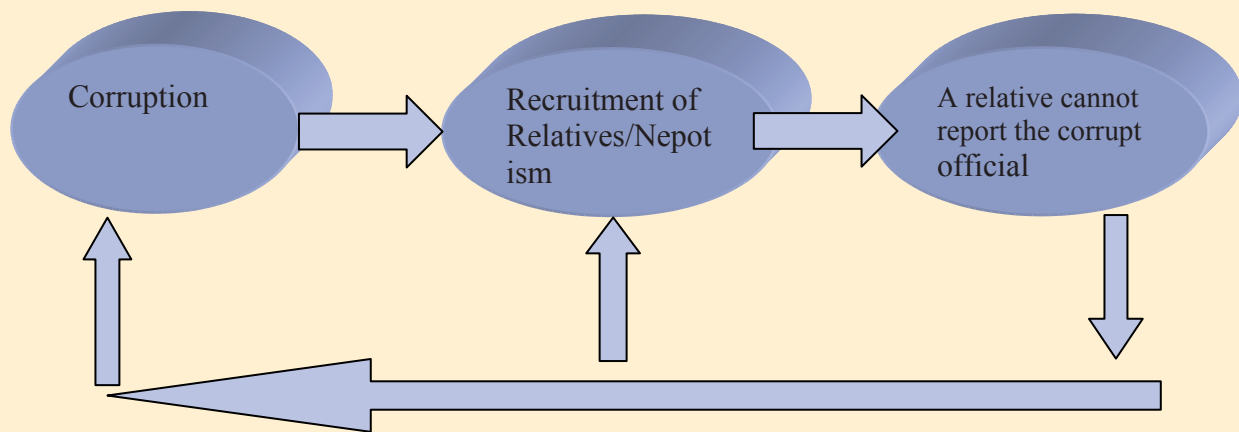
The issue of nepotism was apparent in almost all districts in the country. This has been exacerbated by the decentralization policy where District Service Commissions have persistently chosen to recruit people from the local areas. This has limited opportunities for recruiting persons with relevant competences. This problem was revealed in many FGDs:

As workers, we have an element of 'mwaana waani' literally meaning that in order to be employed, you must be related to the employing authorities. There is a tendency for the district to employ people from the same area. **FGD, Bukwo District, May 2008**

In recruitment, if you don't belong to the right tribe, you do not get a position even if they were looking for the Electoral monitors. How can people who are supposed to conduct and monitor elections be drawn from one tribe? **FGD, Kapchorwa District, May 2008.**

Further to the Public Officers and District Service Commissions (DSCs) influencing the recruitment processes, politicians also reportedly compromise this process by influencing the public officials to recruit their own people as expressed in Kotido district:

> *Politicians always want to control running of affairs in the district… They usually want to fix their relatives and friends in civil service when `there is an opportunity.* **FGD Kotido District, June 2008**

In addition to corruption in human resource management the survey investigated the different administrative injustices prevalent in Public Institutions. The most prevalent forms include unfair allocation of work; unfair disciplinary actions; inadequate staff resulting in failure to effectively execute duties; failure to confirm staff; and victimization of junior staff by their seniors. Others are: abuse of staff ceiling; unfair transfers; and polarization of staff by senior management through cliques. Some of the prominent cases of administrative injustice in human resource management include the following:

> *There is inequality in allocation of duties. The Heads of Department give all the work to the juniors. They do too little yet they earn much more money compared to the juniors… when we make requisitions to facilitate our work they are just ignored.* **FGD Kibaale District, May 2008**

> *When disciplinary measures are being carried out, at times the disciplinary procedures are not followed. Instead of being warned first or cautioned, some administrators just terminate your service. This is common with those that have biases or are not on good terms with each other. Some of the administrators misuse their power and overstep those disciplinary procedures to suppress their subordinates.* **FGD Kitgum District, May 2008**

> *We have one Resident State Attorney who serves this whole Region of five districts. This is too much work to do the criminal affirmation in a situation of lack of transport which has led to failure to prosecute cases in time.* **FGD Bundibugyo District, April 2008**

> *There is a problem of too much delay in confirming staff particularly at senior level. As Heads of Department, it is a big injustice to stay in acting capacity for so long. Some of us have been in acting capacity for the last five years and it is really a big injustice and our leaders/ administrators should look into it.* **FGD Kiboga District, April 2008**

> *There are many incidences of victimization of juniors by senior staff. They try to frustrate you and when you need any service, they can not offer it. Secondly, they transfer staff selectively. There are those who are favored and transferred to places of their choice while others are dumped to remote places.* **FGD Tororo, District, May 2008**

When the issue of administrative injustice was deeply analyzed, it was found that the underlying problem was the polarization of Public Institutions along cliques which tend to rotate on divided allegiance between prominent leaders in the districts, particularly the offices of the RDCs, and District Chairpersons. The implication here is the need to clarify the specific roles of the various Leaders at the district level.

4.3.2 Gender Consideration in Recruitment

It is Government policy that Gender mainstreaming becomes an important element in recruitment in Public Service. This is aimed at building a gender equitable Nation in terms of men and women participation in Public Service. It is against this background that the Uganda Government introduced a National Gender Policy (1997) with the aim of promoting these values. The survey therefore investigated whether Public Institutions considered gender in recruitment. Table 4.3 shows the result by region.

Table 4.3 Gender Consideration in Recruitment by Region

Region	Percentage		(N)
	Considers gender	**Does not consider gender**	
Central	41.9	58.1	229
Northern	55.0	45.0	131
Western	55.2	44.8	134
Eastern	39.9	60.1	158
Total	**-**	**-**	**652**

Source: Field Survey Data March –May, 2008

Western region (55.2%) reported the highest gender consideration in recruitment. others reported as follows: Northern (55.0%); Central (41.9%); and Eastern (39.9%).

These results show an average of 48% gender consideration in recruitment. Basing on the existing and previous government efforts (National Gender Policy, National Action Plan on Gender, among others) which encourage gender balance in recruitment, this is positive and needs to be stepped up.

The survey received reports of administrative injustice among them incidences of sexual harassment during recruitment. An FGD in Jinja illustrated this scenario:

> *There are incidences of sexual harassment on the side of ladies when they come to ask for jobs. They are frustrated by the male officers hoping that the ladies would yield to their hidden demands. In many cases the male officers directly ask for sex as a condition to pass the interview.* **FGD Jinja District, May 2008**

4.3.3 Induction of Newly Recruited Employees
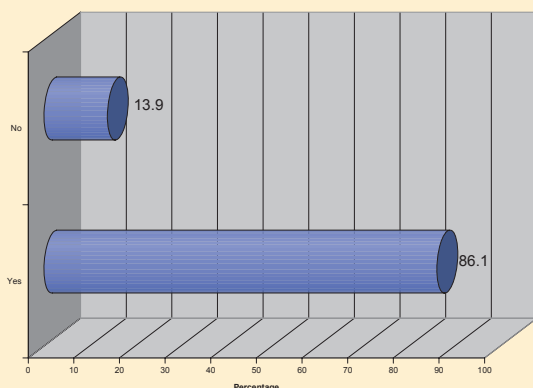
Fig.4.3 Induction

Fig. 4.3 shows that 86.1% of the respondents indicated that employees in their institutions were inducted while 13.9% indicated they were not. However, some respondents complained that the manner in which they were inducted was not proper, citing that managers, operations and support staff were grouped together during the induction. This was in Isingiro District:

> *I was recruited and invited to start work. When I came I was not exactly told what to do until after three months when we all went for a two day seminar. We attended the seminar with all the newly recruited staff* **FGD Isingiro District, May, 2008***)*

4.3.4 Performance Appraisals:

Performance evaluation is a best practice in management of organizations. This helps organizations to improve on the performance of individual employees by providing an opportunity to those not performing as expected to improve. Consequently, this facilitates delivery of quality services. The survey intended to find out whether Public Institutions carry out performance evaluations of their employees. Fig. 4.4 shows that 92.5% of the respondents in Public Institutions reported that they carried out performance evaluation.

Fig.4.4 Performance Appraisals (%)
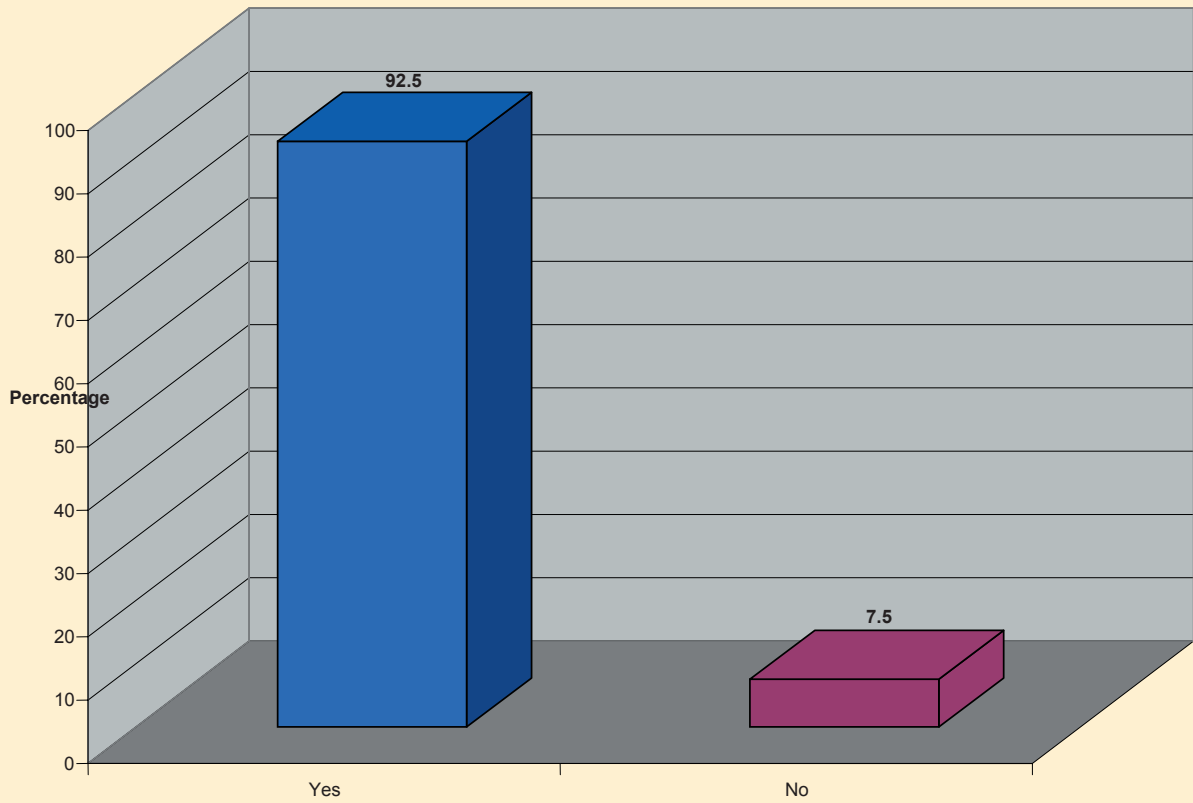
4.3.5 Disciplinary Measures and Handling of Appeals

The survey investigated measures the Public Institutions had in place for disciplining staff and handling of appeals. The results are shown in Fig. 4.5

Fig.4.5: Disciplinary measures taken by public institutions
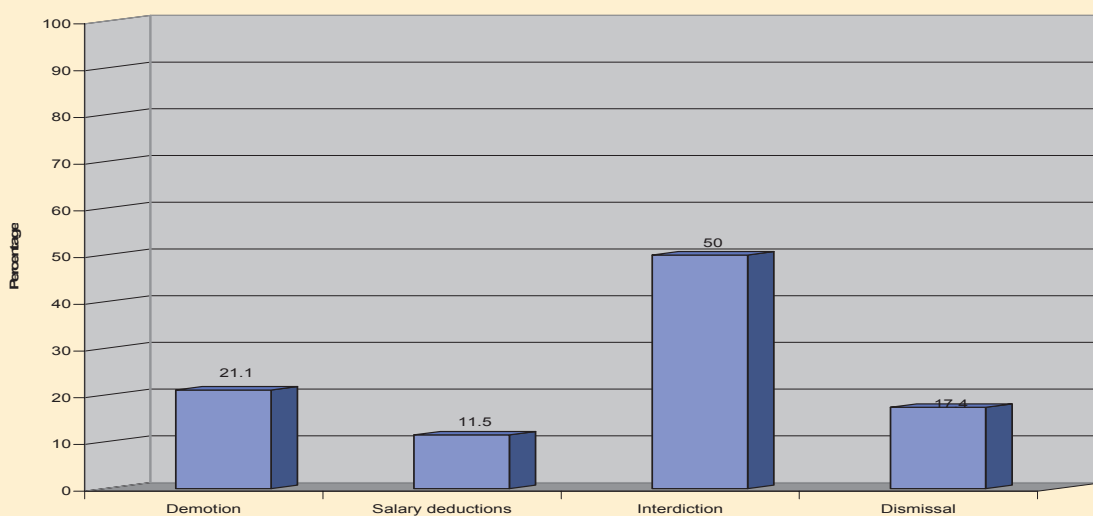
The result as illustrated in Fig 4.5 show that Interdiction as reported by 50% the respondents in Public Institutions was the main method of disciplining errant

employees. The second was demotion (21.1%); the third was dismissal (17.4%); while Salary deduction reported by 11.5% was fourth.

Some respondents criticized delays in disciplinary processes as administrative injustice. A case in Moyo District portrays this picture:

> *Prolonged disciplinary processes are a big injustice. For example, at the district,*

investigations into some cases take long and drag on for years without any serious conclusion. This may give room to the suspects to manipulate the processes. **Moyo District, April, 2008**

The survey investigated whether there was provision for appeal against disciplinary actions. Fig. 4.6 shows the results.

Fig. 4.6 Handling of Appeals
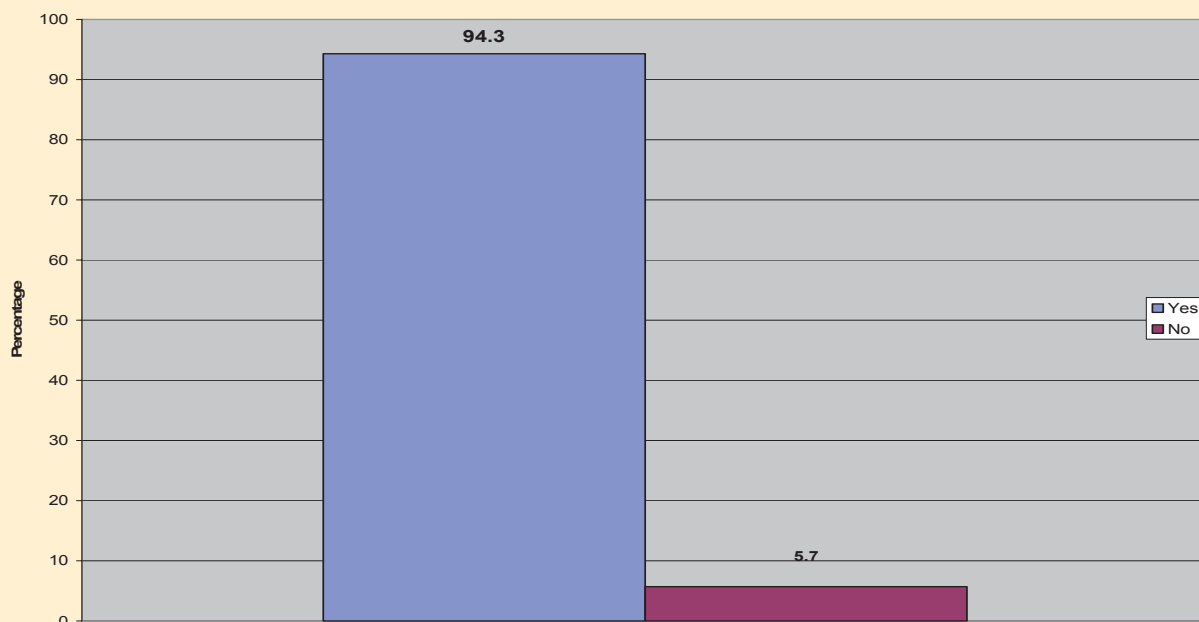
Most respondents (94.3%) reported that their Institutions had mechanisms for appeal. This result is a good indication of best-management practice employed by Public Institutions.

4.4 Financial Management and Procurement

4.4.1 Financial Management

Prudent Financial management is one of the critical tools of accountability of Public Financial Resources. Financial Management comprises of budget control and allocation, and ensuring that there is no diversion of public resources. The survey investigated the prevalence of diversion of public resources and findings are indicated in Fig 4.7

Fig 4.7 Prevalence of Diversion of Public Funds
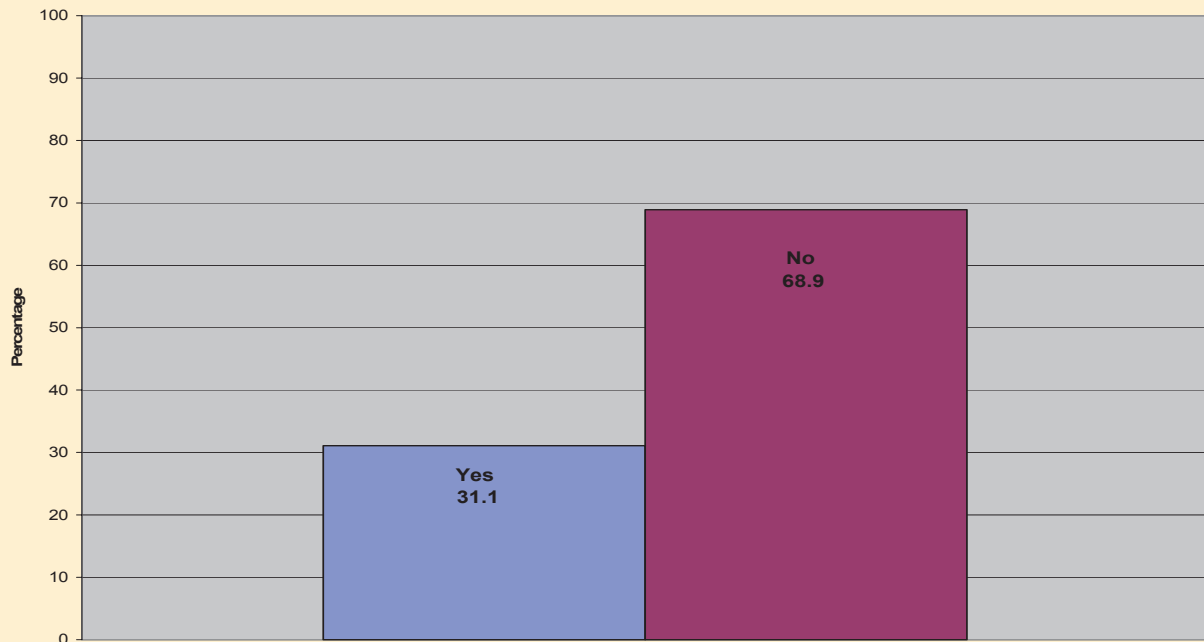
The findings indicated high levels of diversion of public funds as revealed by 31.1% of the respondents in Public Institutions that answered in the affirmative. Among the reported reasons for diversion of funds include: payments of allowances and payment of bribes, which have negative implications on service delivery. A case in Lira illustrates this scenario;

> *There has been diversion of NUSAF and NAADs funds by project managers in the Northern Region for their personal benefit as allowances. These managers also give money meant for the project to friends and relatives who cover up for their corrupt practices.* **FGD Lira District, May 2008**

In addition to diversion of funds several incidences of administrative injustices in Financial Management were reported. These included: marginalization of some departments in budget allocation; lack of a minimum wage; inadequate remittances and delay of funds from the centre to the districts; and discrepancies in salary structures. The cases illustrating these injustices were cited by FGDs in Nebbi, Rukungiri, Mbarara, Arua, and Rakai, Districts thus:

Some Departments are marginalized. I work in Community Development, but as you know our service is not tangible, so administrators do not attach high value like Works or Medical… It is because of such that we have a small budget allocation. So the resource envelope is very small. **FGD Nebbi District, April 2008**

Lack of a minimum living wage is an injustice that has for long been ignored. We have foreign investors in Uganda and they are badly exploiting Ugandans in their businesses and factories and we are just watching. **FGD Rukungiri District, April 2008**

The money from Central Government is little and is conditional and there is nothing left for operations. What do they expect us to do? Such a situation forces people to tamper with budget lines. **FGD Mbarara District, April 2008**

Public servants don't have a uniform salary structure. There are those that are earning over Ug.Sh 20 million while others of the same qualifications and experience continue to earn Ug.Sh 1 million or less. Our children go to the same schools; we buy food from the same markets; we go to similar hospitals. How do you explain the reason for this unfairness? **FGD Arua District, April 2008**

The remittances from the Central Government many times delay. At times, the Central Government doesn't honour its financial obligations to the Local Government as per Indicative Planning Figures (IPF) yet, almost the whole district Budget is covered by the centre. The problem was aggravated by the abolition of Graduated tax and other local tax levies which used to supplement the district's budget. Graduated tax compensation is not equivalent to local revenue that was previously collected. **FGD Rakai District, April 2008**

The Local Governments blame these financial management injustices on the Central

Government for devolving responsibilities without commensurate funding.

4.4.2   Public Procurement

This survey focused on establishing whether Public Officials were aware of the existence of the PPDA Act (2003); and whether their Institutions are following the procurement procedures as provided in the Act.   The findings are indicated in Fig. 4.8(a) and 4.8 (b)
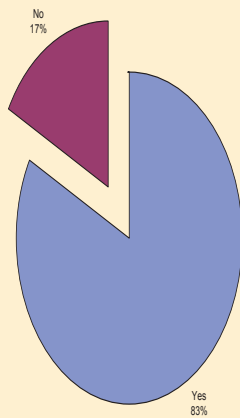
Fig 4.8 (a) Awareness of PPDA Procedures

Fig 4.8 (b) Application of PPDA Procedures

83% of the respondents in public institutions indicated that they were aware of the PPDA procurement procedures. This is a positive development as it is a significant step in ensuring accountability and integrity in public procurement. On application of PPDA
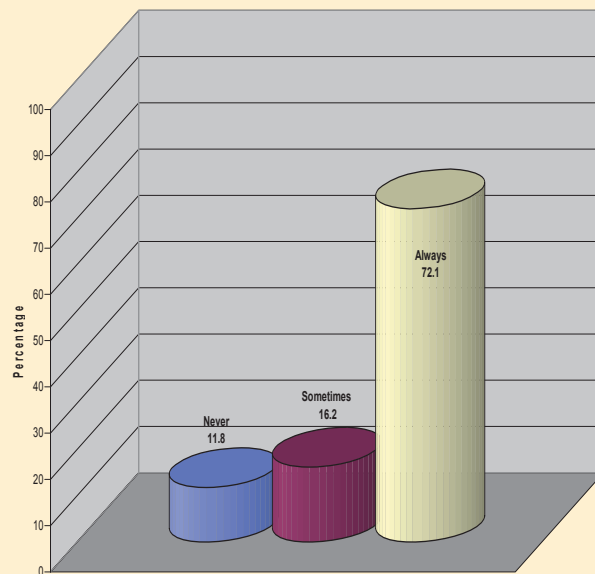
procedures, 72.1% of the respondents indicated that their institutions regularly apply. 11.8% reportedly never applied the PPDA procedures. The main reason given for non compliance was that the procurement units had not been adequately established.

4.5   Ranking of Forms of Corruption in Public Institutions

The Public Institutions respondents were asked to rank the prevalence of the following forms of corruption within their institutions; Bribery, Embezzlement, Extortion, Fraud,

Favouritism and Diversion of Funds. Fig 4.9 shows the findings.

Fig 4.9 Ranking Forms of Corruption in Public Institutions
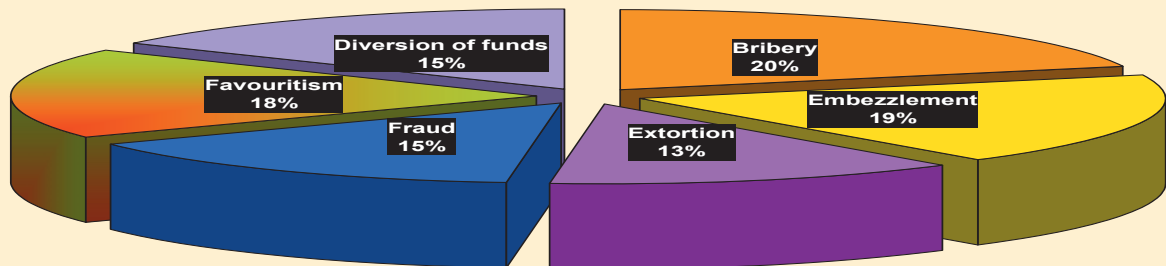
It is apparent that there is no significant difference in the forms of corruption prevalent in Public Institutions although bribery was reported slightly higher than other forms. Out of 670 officials interviewed, 20% reported existence of bribery in their institutions. Embezzlement was ranked second (19%). However, in the Northern Region, common complaint was about embezzlement as revealed by FGDs in Apac and Kaabong:

> *There is rampant embezzlement of UNICEF funds in this district. A Commission of Enquiry was instituted but there is no report up to now* (**FGD Apac District, May 2008)**

> *A lot of money was allocated by the Central Government for construction of Valley Dams in*

this district. Work was poorly done because most of the funds were embezzled. Now our animals are dying because of lack of water. **(FGD Kaabong District, June, 2008)**

The third most prevalent form of corruption is favouritism (18%) in fourth position is Diversion of Funds and Fraud (15%); while Extortion is in sixth position reported by (13%). These findings are consistent with those of Household Survey respondents who ranked bribery as the most prevalent form of corruption in Public Institutions.

The survey collected various case studies that illustrate how different forms of corruption manifest:

BOX 4.1   BUSHENYI DISTRICT: Corruption With in the Police
A public official from the District received reports of the disappearance of drugs from a Public Health Centre with in the district. The drugs were allegedly taken by the In-Charge of the Health Centre. The official requested the Police to give him Officers to go and search the house of the In-Charge of the Health Centre. On arrival, the In-Charge was apprehended and the search began. The in-charge was left in the living room under guard by 2 Police Officers as the public officials and 2 other Police Officers searched the house. The search was successful as a box full of drugs was recovered from the In-Charge's bedroom. As the public official and the other Police Officers returned from the bedroom carrying the box full of drugs that had been repackaged in condom box, the In-Charge of the Health Centre had vanished!! The startling questions raised were: (i) How can someone who had already been apprehended by Police, with 2 Police Officers guarding her vanish in thin air?; (ii) Why couldn't the Police Officers who were guarding her make an alarm or even pursue her?(iii) Is there any follow-up to this case? The answer was NO!! When further asked, the public officer wondered what type of Police Officers run the Law and Order Sector!!
 Source: FGD Bushenyi District, April 2008

   BOX 4.2:   BUNDIBUGYO DISTRICT: Corruption within the Town Council
A carpenter's narration: The Town Council Officials reportedly charge Ug.shs.60, 000 for Licenses (from Traders) and the receipts presented indicate only Ug. Shs. 30,000/=.   **Source: Bundibugyo District, April, 2008**

BOX 4.3: SEMBABULE DISTRICT: Bribery in Public Health Units.
A female respondent aged 27 who has been seeking services from Public Health Units including the National Referral Hospital-Mulago had this to say, "when you go to the Health Centre and you find the Administrator, you don't pay anything because he doesn't ask for it. But when you find other Health Workers, they ask you for Ug.Shs 500 for a syringe or Ug. Shs 700 for both a needle and a syringe." When asked about the Referral Hospital, she narrated how the Health Workers tell you that there are no drugs or you are asked, *"toyisse e'kassawo? Or Mwanyokko tozze nayye?"* Literary meaning "don't you have *something* to offer so that you can be offered a service?"   The respondent further said *"bwowayo ku ssente bakukolako bulungi ate mubwangu"* meaning that those who give *"money"* are served better. Surprisingly, the respondent seemed satisfied with this status quo where he who *pays* easily gets the service.
Source: Sembabule District, March 2008.

BOX 4.4:   KAMPALA DISTRICT: Corruption in Kampala City Council
Kampala City Council employees are very corrupt, said an angry businessman in Rubaga Division. The most corrupt among them are Revenue Collectors. A business with capital of Ug. Shs.500, 000 is assessed at Ug. Shs.100, 000, while a business worth Ug. Shs.3.5 million is also assessed the same amount of money.   The reason for this is that; the rich are ready to part with money like Ug. Shs.20, 000 to give them. Imagine reducing a tax base from Ug. Shs.300, 000 to Ug. Shs. 100,000 for Ug. Shs.20, 000!! This is not only corruption but crippling of the economy". "One would wonder whether these employees are not paid by the Uganda Government they are depriving of revenue." He remarked. "I am very bitter with City Council Workers because they don't have sympathy for any poor person; sometimes they can even increase the tax if you fail to give them something".   The questions asked are: Is the Trading License negotiable upon payment of bribes? Is City Council a Government Institution? How come these heinous crimes of bribery are neither reported nor followed up? **Source: Kampala District, March 2008**

BOX 4.5: KIBAALE DISTRICT: Corruption Within the Public Hospital
One gentleman whose patient needed intravenous fluids at Kagadi Hospital was given a chit by the doctor to go and buy water (intravenous solution) at a certain pharmacy. The doctor told him that one bottle of intravenous fluids costs Ug. Shs.8, 000. But the gentleman, after leaving the hospital, went to a different pharmacy only to get shocked after discovering that the same bottle costs Ug.Shs.1, 500. He bought the intravenous fluids and deceived the doctor that he got the fluids from the very pharmacy he had directed him to go. The fundamental questions are: (i) why should the doctors direct patients to purchase medical items at specific pharmacies; (ii) is it right for the doctors to deceive people in order to extort money from them: (iii) what kind of medical ethics are espoused by such health workers? **Source: Kibaale District, June 2008**

Ranking forms of corruption was further analysed by region and the results are shown in Fig.4.10 (a) – (f)

Fig.4.10 (a) Prevalence of Bribery
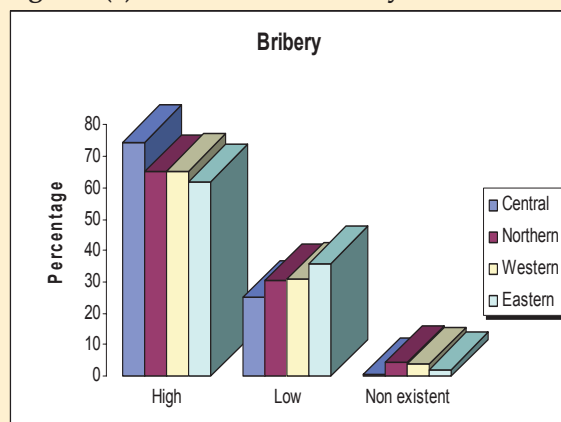
Fig. 4.10 (b) Prevalence of Embezzlement
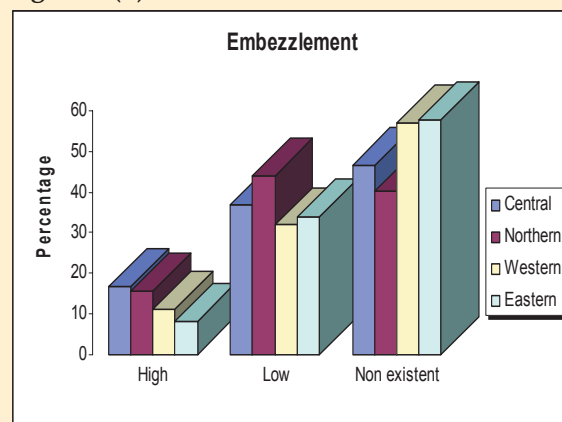
Fig.4.10 (c) Prevalence of Favouritism
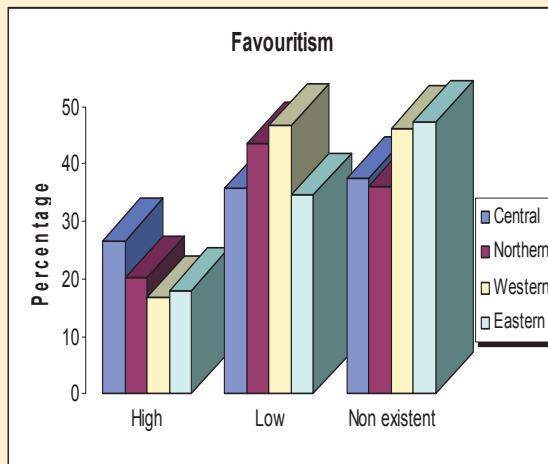
Fig.4.10 (d) Prevalence of Diversion of Funds
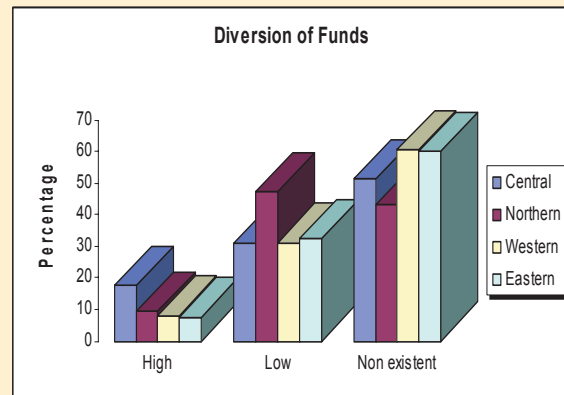
Fig.4.10 (e) Prevalence of Extortion
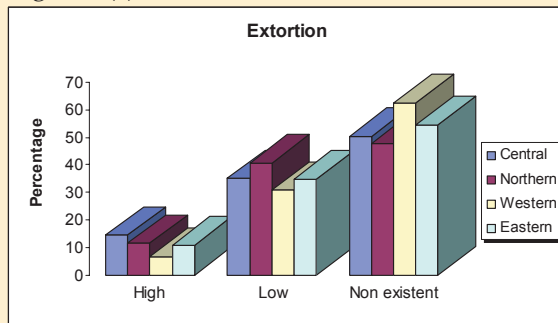
Fig.4.10 (f) Prevalence of Fraud
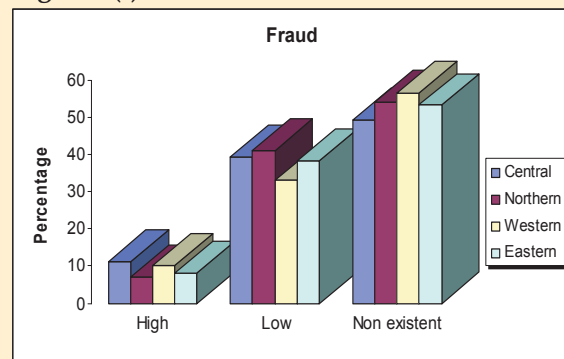
It is apparent that bribery was the most prevalent form of corruption across the regions. In the Central (74.6%), Northern (65.2%), Western (65.4%) and Eastern (62.1%).

It is shown that there is low prevalence of embezzlement across the regions. The lowest was reported in the Eastern Region (8.2%). Favouritism is low across the regions with the lowest reported in the Western region (16.9%).

The results show that there was low prevalence of diversion of funds across the regions. The lowest was reported in the Eastern Region (7.6%). There was low prevalence in extortion across the regions with the lowest prevalence reported in the Western Region (6.8%). The results show that there was low prevalence in fraud across the regions. The lowest was reported in the Northern Region (7.2%).

4.6   Ranking the Main Reasons for Corruption in Public Institutions

Respondents were requested to state what they consider as the main reason for the increasing corruption in Public Institutions. This is important as it helps in designing appropriate mechanisms for fighting corruption. Table. 4.4 shows the reported main reasons for engaging in corrupt practices as perceived by the respondents.

Table 4.4 Main Reasons for Engaging in Corrupt Practices - N= 543

	Causes of corruption (%)					
Region	Greed	Low Salary/ Delayed Salaries	Poor Supervision of Workers	Lack of Job Security	Lack of Knowledge of the Public about their Rights	Lack of Punishment for Corrupt People
Central	45.4	42.2	2.6	2.0	4.6	2.6
Northern	51.9	38.0	1.9	0.0	5.6	2.8
Western	60.0	28.3	2.5	1.7	2.5	5.0
Eastern	50.0	38.7	4.2	0.8	3.4	2.5

Source: Field Survey Data, March –June 2008

Table 4.4 shows that the main cause of corruption in Public Institutions throughout the country is Greed as indicated by 51.0% of total respondents. The same trend is portrayed in the regions as indicated by 60.0% in Western Uganda, 51.9 % in Northern, 50.0% in Eastern, and 45.4% in Central. The second most significant reason for corruption in Public Institutions as indicated by 37.8% of total respondents in the Country is low salary. The regional distribution of this reason as a cause of corruption was: 42.2%, 38.7%, 38.0%, and 28.3% of the respondents in Central, Eastern, Northern, and Western respectively. In the Northern Region, it was reported that the civil conflict had constrained monitoring of government programmes as the would-be monitors feared the war torn areas. This was illustrated in FGDs in Pader and Amuru districts:

Because of the war, monitoring of projects has been hard. Checking corruption at local levels has not been possible since most of the areas were occupied by rebels. **FGD Pader District, May 2008**

Projects for NUSAF have reportedly not been monitored. The facilitators and monitors just sit and write reports without going to the field as they fear the war. **FGD Amuru District, May 2008**

Overall, these findings concur with those of the Household Survey, which showed that Greed is the main cause of corruption in the country. The implication of this is that any effort directed at fighting Corruption should adopt a combination of strategies that emphasize building morals among the population particularly the Public Officials. As revealed in FGDs:

For corruption to be reduced, the leaders should live by example. If your juniors see you being corrupt, there is no way you will convince them not to be corrupt. We shall just go in circles if the leaders remain corrupt. This situation has become worse as this bad behaviour has been extended to our politicians **FGD Sironko District, May 2008**

Building moral values should aim at inculcating values of patience, contentment, and scheduling achievements at the right time. This would be an appropriate tool to mitigate the *Middle Age Crisis* among the current young generation. This middle age crisis[3] is a new phenomenon which the consultant sought to understand how it operates. After careful diagnosis, it was conceptualised to comprise a number of variables as illustrated by the model in Fig. 4.11.

Fig. 4.11   Middle Age Crisis Transition Model
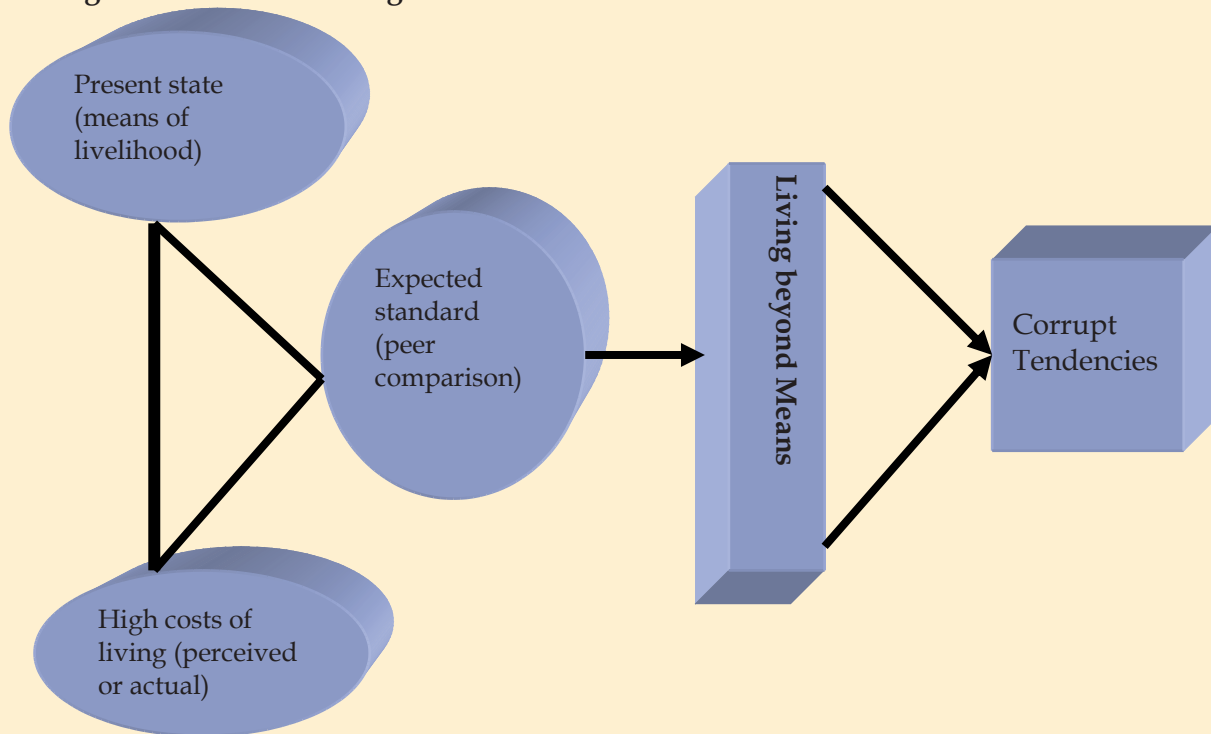
Source: Model Constructed by the Consulting Team.

The model shows that people are living beyond their means which prompts them to engage in corrupt practices so as to make ends meet.

4.7   Reporting Corrupt Practices and Complaint Mechanisms

The preceding sections of this report have indicated high levels of corruption in Public Institutions.   The survey investigated whether Public Institutions had internal mechanisms for reporting corrupt practices. Fig. 4.11 shows the results.

Fig. 4.12 Existence of Complaint Mechanism within Public Institutions
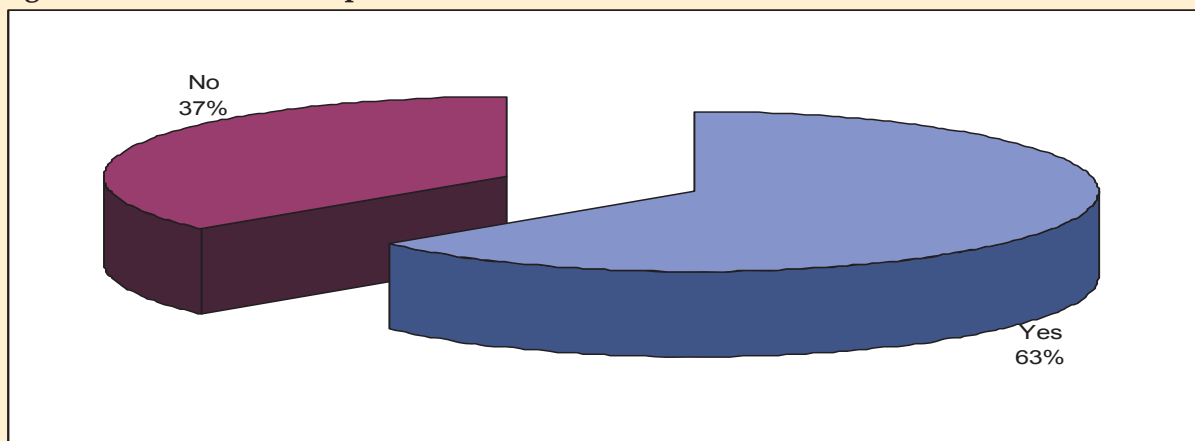
Most Public Institutions respondents (63%) reported that their institutions had mechanism for addressing corruption complaints. The survey further investigated whether public officials knew government institutions where to report corruption and which ones they were. Fig. 4.13(a) and 4.13(b)   show   the   responses.

Fig. 4.13 (a) Knowledge of Institutions
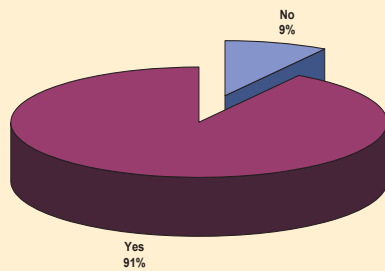
Fig.4.13 (b) Knowledge of Institutions where to report (%).
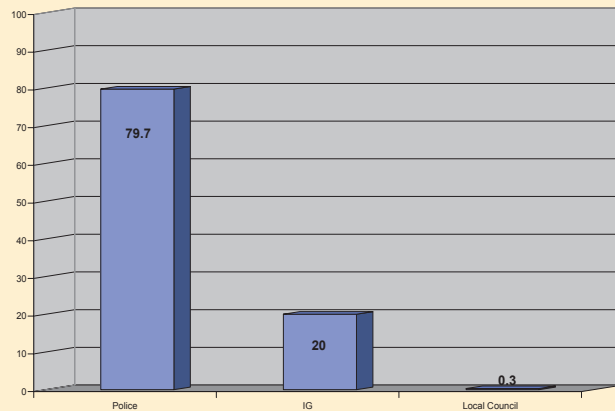
The majority (91.1%) of Public Institutions respondents knew government institutions where to report corruption cases. When the respondents who answered in the affirmative were asked to indicate government institutions to report corruption cases, 79.7% mentioned Police.

20% mentioned IG while 0.3% pointed out the LCs. The survey having established that the majority of the respondents knew where to report, it went further to enquire how many cases of corruption were reported by their institutions. Table 4.5 shows the results.

Table 4.5 Reported Corruption Cases (2004-2007)

Year	None	%	1-4	%	5-9	%	10+	%	Total	%
2004	837	83.7	122	12.2	20	2	21	**2.1**	**1000**	**24.4**
2005	835	83	114	11.3	38	3.8	19	**1.9**	**1006**	**24.5**
2006	801	77	175	16.8	35	3.4	29	**2.8**	**1040**	**25.3**
2007	762	71.9	217	20.5	49	4.6	32	**3.0**	**1060**	**25.8**
Total	3235	**78.9**	628	**15.2**	142	**3.5**	101	**2.5**	**4106**	**100**

Source: IG Report to Parliament July-Dec June 2007.

The survey found that between 2004 and 2007 only 21.2% of Public Institutions respondents had reported at least one case of corruption. 78.8% had never reported any case. This shows reluctance of Public Officials to report corruption. This issue was validated by a FGD held in Amolatar District thus:

There is an increase in corruption especially at the top. In Uganda, there are people who are special, they are corrupt and nothing is done to them even if one reported them. The arms of

government fighting corruption are facing a lot of resistance…the Public Accounts Committee of parliament (PAC) is constrained in executing its responsibilities. **FGD Amolatar District, May 2008**

The survey further sought to know the underlying factors for Public Institutions' reluctance to reporting cases of corruption, despite their knowledge of where to report. Fig. 4.14 shows the reasons.

Fig 4.14 Reasons for not Reporting Corruption Cases.
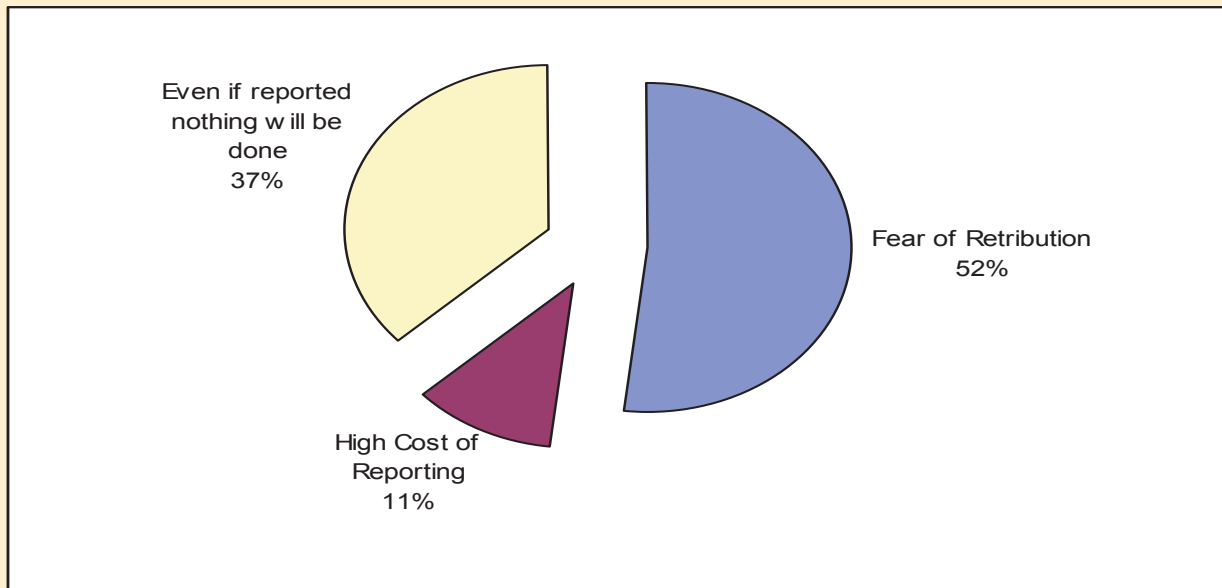
Fear of retribution was reported by 52% of the respondents as the main reason for not reporting. 37% of the respondents were of the view that even if they reported nothing would be done, while 11% indicated high cost of reporting as the reason for not reporting.

When these responses were further analysed, it appeared that embedded within the fear of retribution is respondents' ignorance of their rights. For example, there were cases where respondents did not report for fear of being branded anti-government (anti-ruling party). If people in a community are aware of public officials that embezzle public resources and do not report them, this act manifests ignorance of their rights as citizens. it is incumbent upon the polity to exercise their civic consciousness, protect and defend abuse of public resources. Secondly, among the respondents who never reported, they believed that government would not take action. This again shows low levels of awareness of their human rights as enshrined in Article 38(1). The recent civic action against sale of Mabira rain forest demonstrated the power of citizens in exercising their rights. Indeed the government responded in favour of people's action by halting the sale.

These actions should be spread over to all other areas including fighting corruption in public offices.

Some institutions have developed best practices for protection of informers and reduction of costs of reporting corruption and these include:

- **URA:** - Has introduced a toll-free call centre number 0800117000. However, the survey found that most of the calls are not about corruption related cases. Secondly, URA pays a 10% commission on recovered value of evaded tax to informers.

- **IG:** - Has introduced a hot-line telephone number 0312101346, for people to report corrupt practices. However, this hot-line is not toll- free. The callers still incur high costs for reporting which is not encouraging. IG has a scheme for rewarding *'informers'* but this seems not to have been utilised. There is need for this scheme to be revitalized.

4.8 Rating Quality of Services in Selected Public Institutions

Public Officials were requested to rate the quality of services in Public Institutions and Table 4.6 shows the results.

Table 4.6 Rating of Quality of Services in Selected Public Institutions – N = 670

Institution	Poor	Fair	Good
	%	%	%
KCC (for Kampala only)	71.4%	22.5%	6.1%
Traffic Police	46.4%	41.4%	12.2%
National Water & Sewerage Corporation (NWSC)	12.1%	42.3%	45.6%
Public Health Units	33.7%	52.8%	13.5%
NGOs	12.5%	48.7%	38.8%
Municipal/Town Councils	37.8%	50.0%	12.2%
Courts of Law / Land Tribunals	36.6%	50.4%	13.0%
Parliament	35.2%	49.2%	15.6%
Inspectorate of Government	14.4%	50.5%	35.1%
URA	24.3%	52.4%	23.3%
UMEME	66.2%	28.7%	5.1%
District Service Commission	27.0%	51.2%	21.8%
National Environment Management Authority (NEMA)	24.3%	54.4%	21.4%
Uganda National Bureau of Standards (UNBS)	39.2%	44.7%	16.1%
Local Councils (LC 1)	30.1%	49.7%	20.2%
Local Governments (LCIII)	23.8%	56.5%	19.7%
Public Service (Pension)	59.0%	34.1%	6.9%
District Contracts Committees	42.0%	45.0%	13.0%
NSSF	30.1%	50.8%	19.1%
Lands Office	57.1%	35.4%	7.5%
Immigration Department	34.4%	51.9%	13.7%
Public Procurement and Disposal of Public Assets Authority (PPDA)	23.6%	58.8%	17.6%
Uganda Investment Authority (UIA)	22.4%	60.7%	16.9%
Agriculture/Veterinary	22.0%	59.8%	18.1%
Privatization Unit (PU)	44.4%	44.0%	11.6%
Administrator General	28.9%	56.0%	15.1%
Registrar of Companies	24.4%	59.0%	16.6%
Police – General, including SPCs	48.3%	43.2%	8.5%

Source: Field Survey Data March-June 2008

In order to put the ranking in perspective, five best performing institutions and five poor performing institutions were selected.

Figures 4.14 (a) and 4.14 (b) show the performance respectively.

Fig 4.15(a) Best Rated Public Institutions in Quality of Services
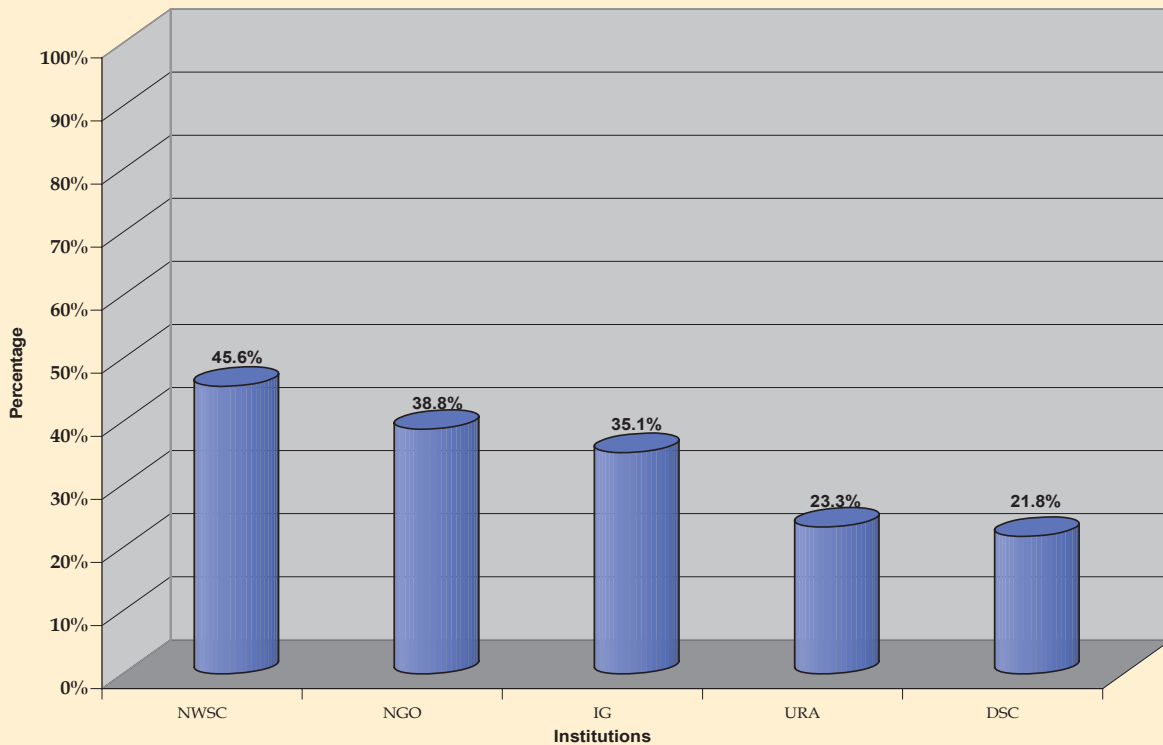
The detailed findings regarding rating of quality of services in Public Institutions indicated in Table 4.6 show that NWSC (45.6%) was the best rated public service institution throughout the country. The second highly rated were NGOs (38.8%), and the third was IG (35.1%). It is significant to note that (23.3%) rated URA for the first time since NIS I among the best five performing institutions in country. This improvement in quality of services in URA also discussed in detail in section 7.2.1 (v) and 8.1.22 could be attributed to restructuring of the organisation.

The above findings indicate that a comprehensive and targeted intervention can generate significant results in terms of reducing corrupt practices and improvement of quality of services. This is clearly manifested in URA where there was restructuring and modernisation that streamlined operations and systems of the organization. It is against this premise as reiterated in chapter 3 of this report, that there is need for undertaking sector focused studies. This will help to understand the intricacies of corruption and administrative injustice in the different sectors and the varying approaches required for specific interventions tailored to each sector.

It was also pertinent to establish the Public Institutions that were rated to provide poor quality services as well as the reasons that explain this state of affairs. Fig 4.10(b) illustrates the results. According to the results KCC was rated as offering poorest quality service by 71.4% of the respondents. UMEME (66.2%) was rated second poorest, while the Pensions Department (59.0%) was rated third poorest. The forth poorest rated institution was Lands Office (57.1%) and the fifth was Police (General 48.3%) and the sixth were Courts of Law (36.6%).

> Quality of services provided by Public Institutions has a strong relationship with reported levels of corruption

The implication is that unless stringent measures are put in place to fight corruption, the quality of service in Public Institutions will remain poor.

Fig 4.15 (b) Poorest Rated Institutions in Quality of Services
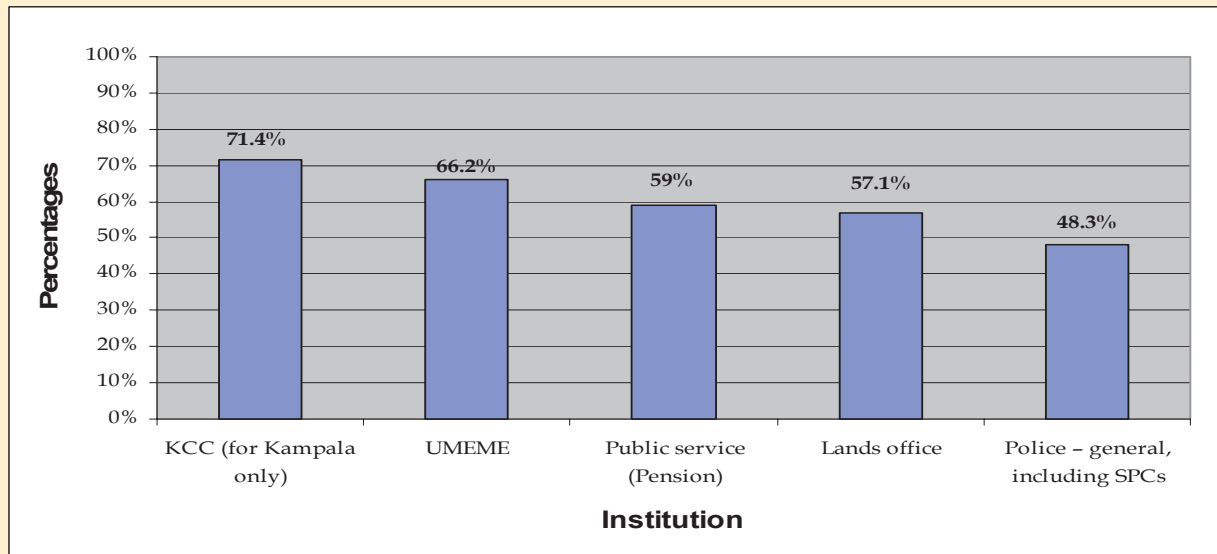
Some of the administrative injustice reported included: prolonged remand period; connivance between the Police and other JLOS agencies, and delayed judgments. The Arua and Rukungiri cases illustrate this scenario:

Courts usually over-postpone the cases without giving adequate reasons. The intention of postponing is usually to frustrate you until you pay a bribe. **Arua District, April 2008**

Here, there is prolonged remand period. I know of two cases where suspects have been in prison since 2001. The Court says they will be tried when it is convenient time, which can be about five years from now. **FGD Rukungiri District, May 2008**

Deliberate failure by public officers to perform their duties was identified as another area of administrative injustice. This was illustrated thus:

We have administrators here who come from other places and are not concerned about the development of the area. Most of the children here do not go to school and these administrators can not compel the parents of these children to take them to school! illiteracy levels will continue to rise if these public servants do not do their job. **FGD Kotido District June, 2008**

Refusal to involve the local communities in planning, implementing and monitoring community projects was mentioned as administrative injustice. As a result, projects funds are misappropriated. This was reported in Kaabong district:

Usually projects are designed in Kampala without consulting us the beneficiaries. For example, the failed valley dams project where engineers came with the equipment and manpower without contacting us the locals. They faced a lot of resistance because the local people did not have any sense of ownership and responsibility on the project. The funds were stolen and they did very poor work. They went back to Kampala without

accounting to us, saying that they are not answerable to us. Without even commissioning the project!!
    FGD Kaabong District June, 2008

4.9   Rating Public Institutions by Levels of Integrity

The survey undertook to establish the levels of integrity of the public institution from the perspective of people who sought services from the institutions. The main element considered was the level of honesty of public officials as they dispense services and results are indicated in Table 4.7.

Table 4.7 Rating of Public Institutions by Level of Integrity – N= 670

Public Institution	Dishonest	Honest	No Opinion
	%	%	%
Kampala City Council (KCC)	55.20	11.30	33.60
Privatization Unit (PU)	36.90	27.80	35.30
Administrator General	23.60	37.00	39.40
NSSF	23.70	42.90	33.40
Registrar of Companies	20.30	35.20	44.60
PPDA	24.90	42.80	32.30
Uganda Investment Authority (UIA)	22.40	39.70	37.90
Immigration Department	32.70	35.20	32.10
Public Service (Pension)	53.70	25.30	21.10
Agriculture	19.50	55.60	24.90
District Contracts Committees	47.50	34.60	17.90
District Service Commission	35.10	46.10	18.80
National Water & Sewerage Corporation (NWSC)	13.50%	68.10%	18.40%
Lands Office	55.60%	25.00%	19.40%
Uganda National Bureau of Standards (UNBS)	45.60%	40.10%	14.30%
NGOs	21.40%	66.40%	12.20%
Inspectorate of Government	18.60%	67.00%	14.40%
UMEME	70.50%	18.30%	11.30%
NEMA	31.50%	54.90%	13.60%
Parliament	47.90%	42.10%	10.00%
City/ Municipal/Town Councils	48.90%	38.20%	12.90%
URA	34.10%	47.10%	18.80%
Courts of Law / Land Tribunals	48.70%	39.70%	11.60%
Local Governments (LCIII)	35.10%	54.80%	10.10%
Public Health Units	43.00%	49.90%	7.10%
Local Councils (LC 1)	40.00%	52.30%	7.60%
Traffic Police	72.60%	19.40%	8.00%
Police (General, including SPCs)	72.30%	22.00%	5.70%

Source: Field Survey Data, March – June 2008

The survey revealed that the highest rated honest public institution in terms of integrity was NWSC (68.1%) and IG was rated second with 67.0%. The others in their order of honesty were: NGOs (66.4%); Agriculture/Veterinary (55.6%); NEMA (54.9%); Local Council III (54.5%); and LC I (52.3%). These agree with the findings on quality of services where NWSC, IG, and NGOs were also rated highest in terms of quality of services. This seems to show a relationship between level of honesty of public officials and quality of services rendered although a causal-effect analysis was not done to confirm this relationship.

As regards dishonesty levels of public officials, the police was rated the most dishonest public institution in the country (72.6% for Traffic Police, and 72.3% for Police-General). The third rated most dishonest Public Institution was UMEME (70.5%), while the fourth was Lands Office (55.6%) and Kampala City Council was fifth (55.2%). KCC has on several occasions featured in the media for lack of accountability for public funds. Prominent among reported cases was, "KCC fails to account for Ug. Shs. 20 Billion, who takes

the blame" (The New Vision, July 10 2008, pp. 25). Other notable dishonest institutions reported were: Public Service (53.7%), Urban Authorities (48.9%), Courts of Law (48.7%), Parliament (47.9%); UNBS (45.6%) and Health Units (43.0%).

The findings on quality of services were further analysed and found to have a relationship with a cross section of other variables. Figure 4.14 shows the relationship between poor quality of services and corruption

The consulting team built a model to elaborate these mutually re-enforcing relationships between different variables as demonstrated by the model in Fig. 4.16.

Fig 4.16: Model indicating the relationship between poor quality of services and corruption
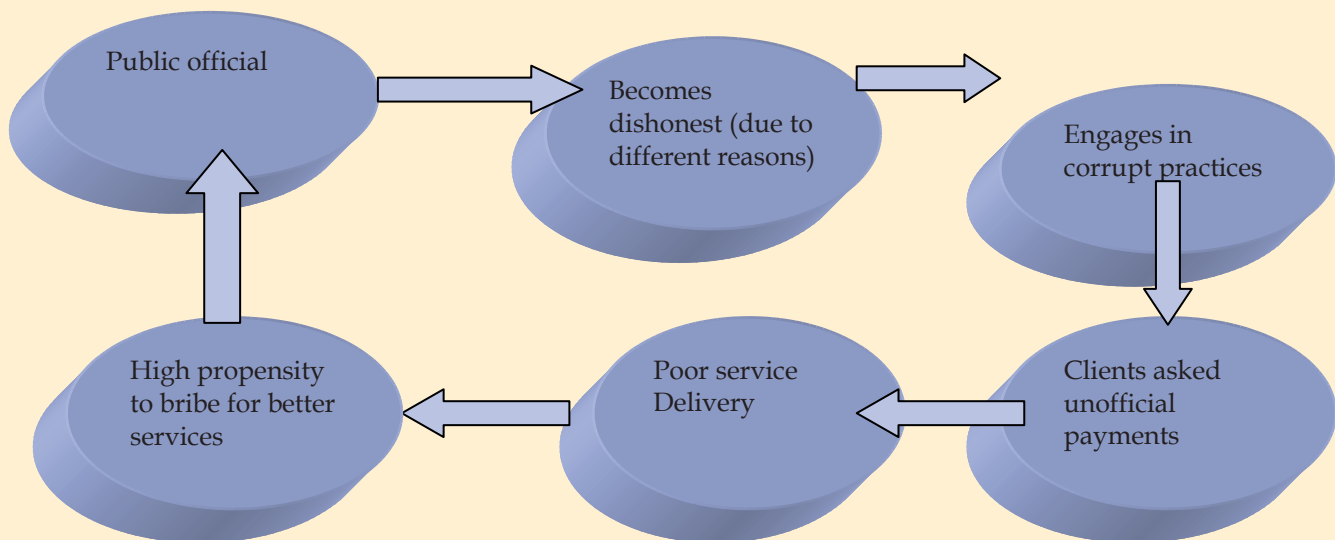
Source: Model Constructed by the Consulting Team

The model clearly demonstrates that fighting corruption needs multi-dimensional approaches as the causes and factors that sustain the vice are intricately intertwined. Addressing one, without tackling the other will not yield the desired results.

4.10 Effects of Corruption on Service Delivery

Having rated selected Public Institutions in terms of integrity, people who sought services from the institutions were asked what effect they thought corruption had on service delivery. Figure 4.17 illustrates their response by region.

Fig 4.17 Effects of corruption on service delivery
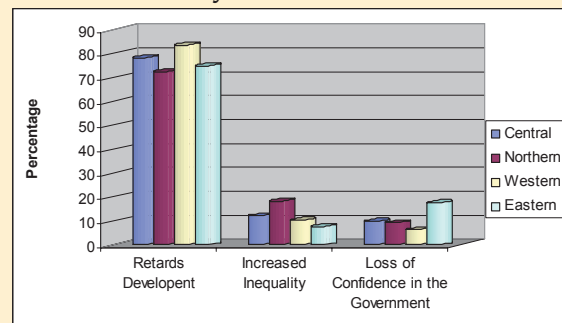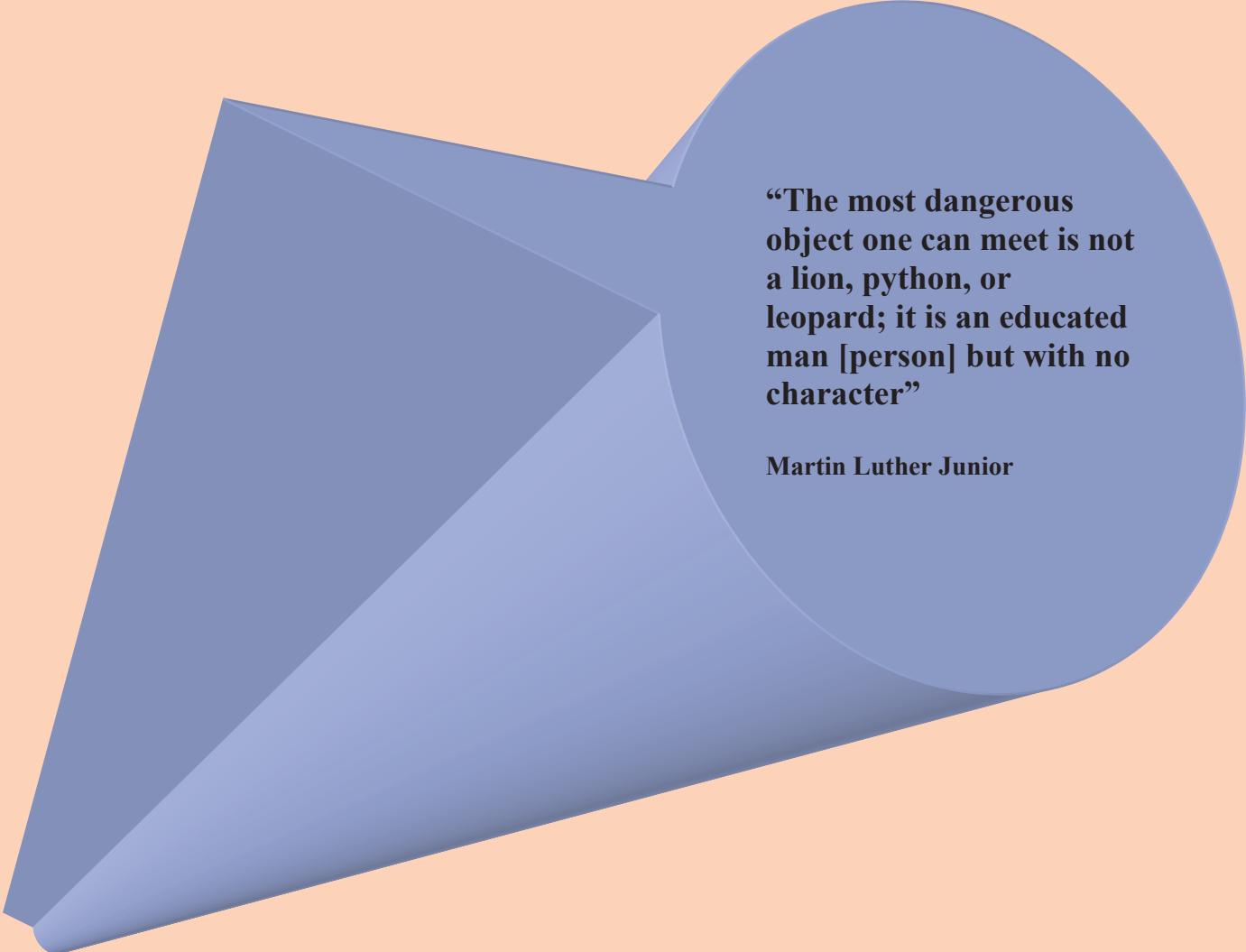
The results show a consensus among the respondents across the regions that corruption retards development.

Key Learning Points

BOX 4.6: Key Learning Points

- There is a significant level of informality in recruitment in Public Institutions as reflected in a significant number of employees without appointment letters. This provides fertile ground for Nepotism and Favouritism as managers employ their relatives. This has resulted in corruption riding on the shoulders of Nepotism and vice versa, leading to Polarization of staff.

- Although Gender Considerations in recruitment have not equated women to men, the present levels (as reported by 46.8% of the public institutions respondents) are impressive. This is a *'best practice'* that needs to be scaled up.

- There are high incidences of Diversion of Public Funds. This compromises service delivery as finances are diverted to non priority uses.

- Among the reasons identified for high prevalence of corruption was the apparent shift of the Middle Age Crisis from 40-45 years to 20-30years. This arises from the emergence of a cohort of young people who are living beyond their means as a result of peer comparison and consequently engage in corrupt practices so as to measure up to the standards of their peers. This is a danger that the country needs to address before it erupts into calamitous dimensions.

- There are some institutions which have been rated to be performing very well. Likewise, there are those that have been reported to have persistently performed poorly. It is therefore pertinent to establish the underlying factors for good performance in some and bad performance.

- There are Public Institutions which, due to their persistent poor service delivery, can pose serious negative effects on the economy of the entire country. For example, poor performance of a City Council can affect physical planning of the city, settlement development, planning industrial establishments and all these can affect enterprise investment and development, which ultimately influence employment levels and livelihood. This means that an institution's problem is not a problem to that Institution only but could be disastrous for the whole country if it continues unabated.

"The most dangerous object one can meet is not a lion, python, or leopard; it is an educated man [person] but with no character"

Martin Luther Junior

5   FINDINGS OF THE PRIVATE ENTERPRISES SURVEY

5.1   Introduction

The private sector growth is essential for developing countries to create jobs and raise incomes. Presently, the private sector is the driving force of the Ugandan Economy. The survey sought the views of the private entrepreneurs on public service delivery and impediments to investment in the country.

5.2   Respondents Distribution

This section shows the categories of economic activities from where respondents were drawn. The categories were: Agriculture, Mining and Quarrying, Manufacturing, Utilities, Construction, Commerce, Transport and Services. Table 5.1 presents the distribution of the private institutions by sector

Table 5.1 Distribution of Respondents According to Economic Activity Category

Economic Activity Categories	No of Respondents	%
Agriculture	9	1.8
Mining and Quarrying	1	0.2
Utilities	19	3.7
Construction	23	4.5
Manufacturing & Commerce	100	19.5
Transport	14	2.7
Services	313	61.0
Total	**533**	**100**

Source: Field Survey Data, March –June 2008
Note: 154 NGOs were part of the Private Enterprises in the service sector**.**

The majority of the respondents were from the Services sector (61.0%) followed by Manufacturing and Commerce (19.5%). The least were from the Mining sector (0.2%). This distribution may be attributed to the nature of the ever growing informal sector in the country.

5.3 Respondents Background Characteristics

Respondents were further categorized according to background personal characteristics including; Gender, Age, Level of education, Position, and Terms of employment. These are important independent variables as they determine individual chances for recruitment and promotion among others. Table 5.2 shows the distribution of respondents by these characteristics.

Table 5.2: Respondents Background Characteristics.

Age	%	n
15-24	8.4	45
25-34	51.0	272
35-44	26.3	140
45-54	11.1	59
55 and above	3.2	17
Gender		
Male	62.5	333
Female	37.5	200
Education level attained		
Never went to formal school	0.4	2
Primary School level	2.4	13

Secondary level	18.4	98
Tertiary	25.0	133
University	53.8	287
Position in the organization		
Managerial	50.7	270
Operations	36.8	196
Support staff	9.4	50
Terms of Employment		
Permanent	27.2	145
Probation	2.6	14
Contract	46.9	250
Temporary	13.1	70
Ownership		
Sole Proprietor	33.4	178
Partnership	17.3	92
Foreign controlled Corporation	3.6	19
Locally controlled limited Company	7.9	42
Cooperative	0.4	2
Size (Employees)		
Over 1000	3.0	16
500-999	1.1	6
200-499	4.3	23
50-199	9.8	52
20-49	47.8	255
Less than 20	1.3	7

Source: Field Survey Data, March-June 2008

A significant proportion (51%) of the respondents comprised young adults between the ages of 25-34 years. This seems to reflect the increasing involvement of these young adults in the Private Enterprises. The involvement of these young adults in the private sector can further be explained by the persistently shrinking public service that used to provide employment to the youth that were entering the labour market for the first time. Some government policies like privatization and continued down-sizing of the public sector hence, reducing the available space to accommodate new comers into the public sector. As a result most of these new entrants have found refuge in the private sector and the informal sector in particular (Ministry of Public Service Records, February 2008).

37.5% of the respondents were females. This shows a positive step towards the involvement of females in the aggressive private sector. This can be a bench mark to enhance efforts for gender equality.

The survey findings indicate that 53.8% of Private Enterprises respondents were University graduates. This is a great achievement for the private sector as this category will enhance innovativeness and skills mix in the sector. This will not only increase the competitiveness of the sector but also the quality of services. According to Table 5.2, 46.9% of the respondents were employed on contract. Contractual employment is result oriented and an eminent feature of modern business. An employee's performance is continuously reviewed and this forms the basis of one's next contract.

Table 5.2 further indicates that the majority of the respondents interviewed were sole Proprietorships (33.4%). This is consistent with the observed wide spread informal sector activities in the country which is dominated by Sole Proprietorships. This form of enterprises (the sole proprietorship) is more vulnerable to corrupt practices compared to other forms because they make business decisions on an individual basis

with hardly any consultations. The size of the enterprise was another element that was investigated. Firms with 20-49 employees were dominant (47.8%) because the majority of Private Enterprises in Uganda are small scale.

5.4 Human Resource Management

5.4.1 General Recruitment

The method of recruitment of staff is one of the important variables that are considered in measurement of the integrity of an organization. The survey undertook to examine how the various enterprises recruit staff and whether the recruited staff receive formal appointment letters and undergo induction. The results are shown in Fig 5.1(a) and 5.1(b).

Fig 5.1(a) Issuing Appointment Letters
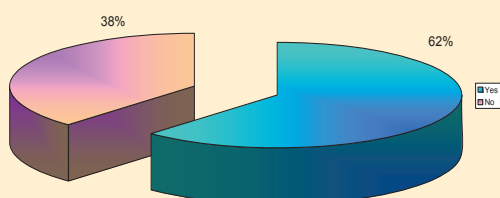
Fig.5.l (b) Induction – separate the figures
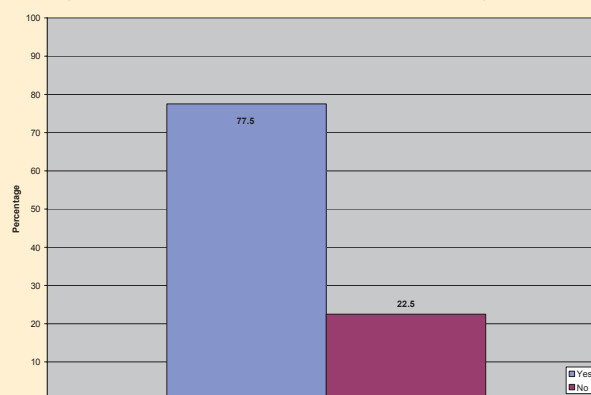
62% of the respondents had appointment letters. 77.5% of the respondents indicated that they had carried out induction of the newly recruited employees. These are 'best business practices' that enhance work motivation and effectiveness

5.4.2 Gender and Recruitment

The survey sought to establish whether Private Enterprises considered gender in recruitment. The results are shown in Table 5.3

Table 5.3 Gender Consideration in Recruitment

Region	%		Total (N)
	Considers gender	**Does not consider gender**	-
Central	42.1	57.9	406
Northern	55.2	44.8	29
Western	50	50	36
Eastern	40	60	35
Total	-	-	**506**

Source: Field Survey Data, March –June, 2008

The survey found that there was significant gender consideration in recruitment in the private sector across the regions. The Northern Region exhibited the highest level of gender consideration with 55.2% of the respondents indicating that they consider gender in recruitment. The apparent high levels of women involvement in private business are consistent with the culture in Northern Uganda where women take an upper hand in household economic activity. Respondents in Private Enterprises who considered gender in recruitment in the Western Region were 50%. Central region

(42.1%) and Eastern region (40%). This is in line with government efforts in mainstreaming gender (National Gender policy, 1997; National Action plan, as well as International dispensations such as CEDAW, 1995).

5.4.3 Performance Appraisals

Fig 5.2 shows that most private institutions carry out performance appraisal: 72.5% of respondents in Private Enterprises indicated that they carry out performance appraisals[4]. This is a positive move by Private Enterprises towards *"best-practices"* in business.

Fig.5.2 Performance Appraisals
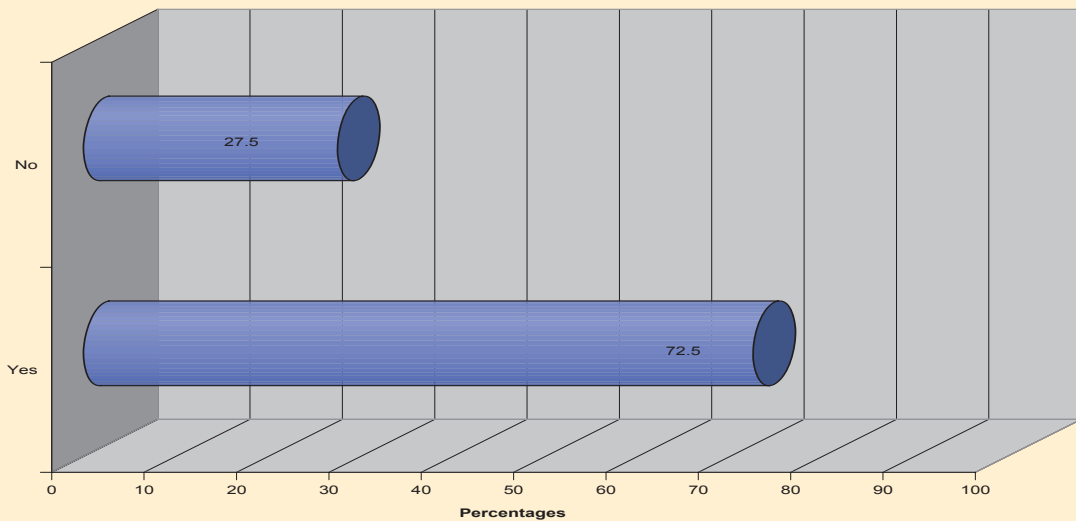
5.4.4 Disciplinary Measures and Provision for Handling of Appeals

The Private Enterprises respondents were asked whether they had any disciplinary

Fig 5.3 (a) Disciplinary Measures

measures and mechanisms for whether there was provision for handling appeals. Fig 5.3(a) and Fig. 5.3 (b) shows the result.
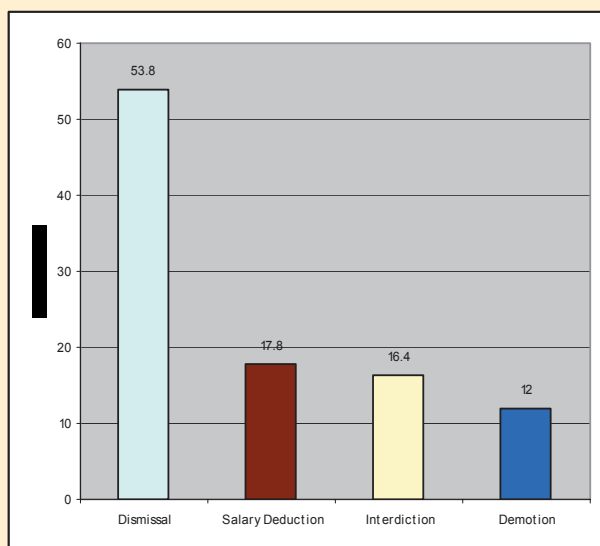
Fig. 5.3 (b) Provision for Appeal
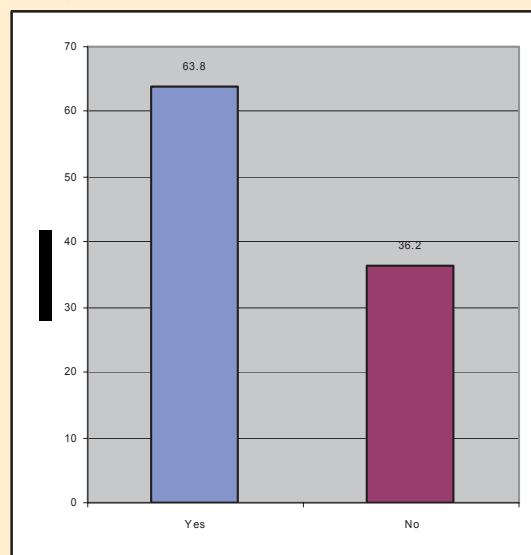
Most enterprises (53.8%) dismissed employees as a disciplinary measure. As already established that the driving force for the private sector is performance, it is not surprising that dismissals constitute the most prevalent form of disciplining errant employees. Other measures included: salary deduction (17.8%); interdiction (16.4%); and demotion (12%).

The respondents were further asked about availability of mechanisms for appeal and the findings indicate that 63.8% of the enterprises reportedly had mechanisms for handling appeals in their enterprises. This is positive but needs scaling up.

5.5 Financial Management and Procurement

This survey focused on a few aspects of financial management in private enterprises. These were: diversion of funds; reasons for the diversion, services for which private enterprises paid bribes, and adherence to procurement procedures.

5.5.1 Diversion of Funds

The survey investigated the prevalence of diversion of resources in private enterprises and NGOs. The findings are indicated in Fig 5.4 (a) and 5.4 (b).

Fig 5.4 (a) Diversion of Funds in Private Enterprises   **Fig 5.4 (b) Prevalence of Diversion of Funds in NGOs**
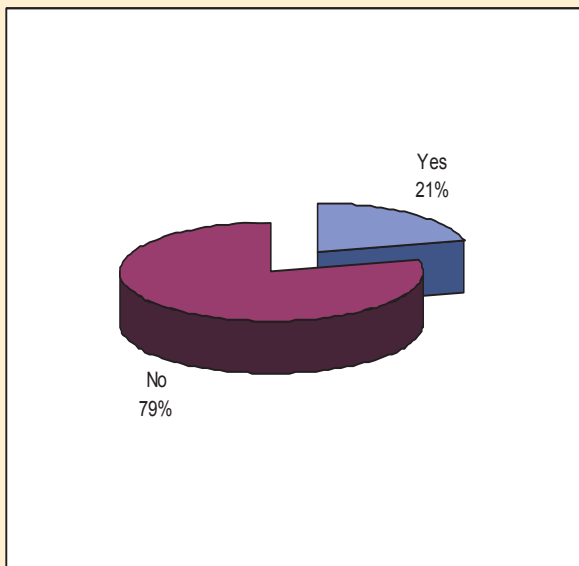
The results show that 21% of the Private Enterprises respondents reported prevalence of diversion of funds in their enterprises. Prevalence in NGOs was reported by 16%. This is a best practice that can enhance business growth and competitiveness.
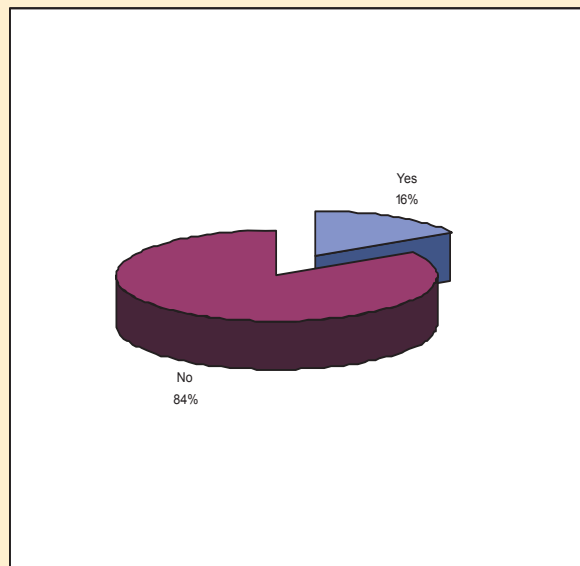
5.5.2 Reasons for Diversion of funds

The survey investigated the reasons for diversion of funds by Private Enterprises. Fig 5.5 shows the reasons.

Fig 5.5 Reason for Diversion of funds in Private Enterprises and NGOs (%).
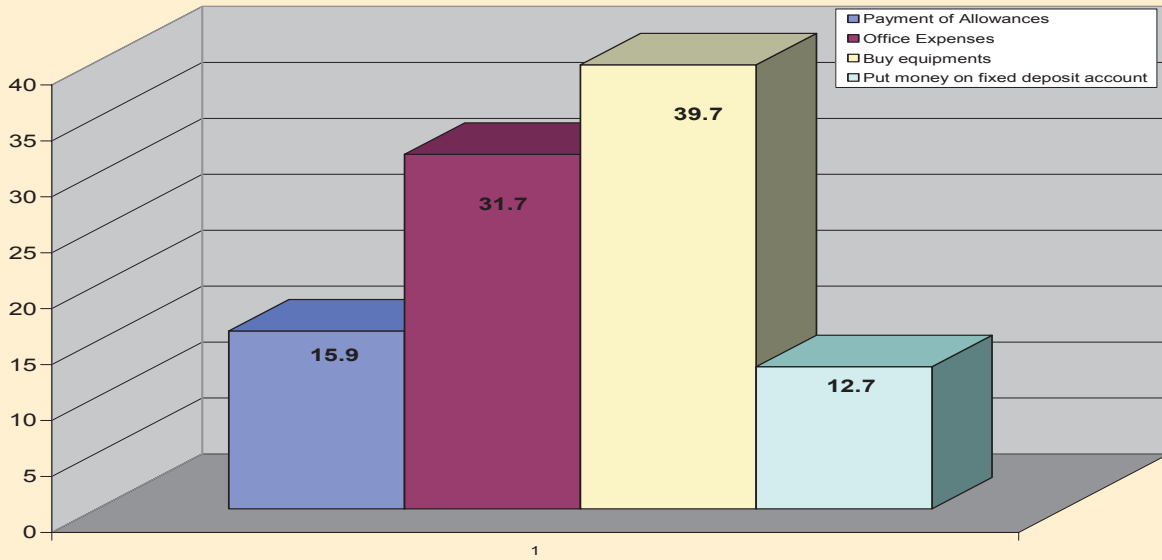
The results indicate that most diverted funds go towards buying of equipment as was reported by 39.7% of the Private Enterprises respondents and office expenses (31.7%). However, given the covert nature of corrupt practices, it is not far fetched to suppose that most of these diversions could be going towards paying bribes to public officials for favours like tax evasion and securing contracts. This is because these services were found to be carrying the highest gratification tag.

5.5.3 Service for which Private Enterprises pay Bribes

The preceding sections of this report established that there was wide spread bribery. The survey investigated the services for which these bribes were paid and Fig. 5.6 shows the results.

Fig. 5.6 Services for which Private Enterprises pay Bribes
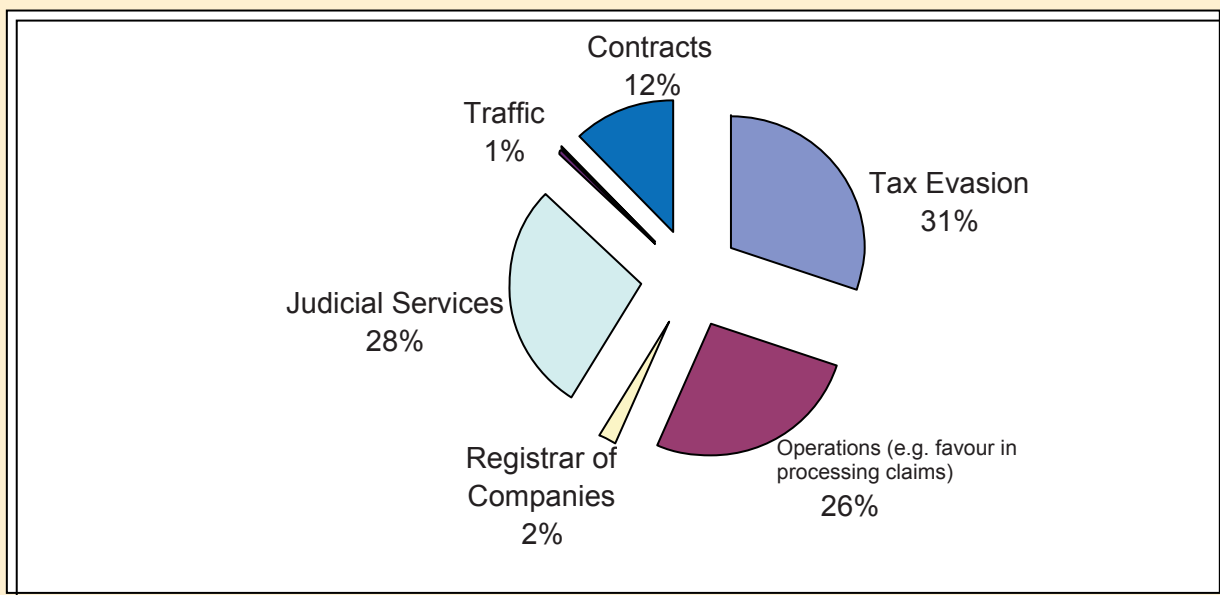
The survey established that most of the bribes are in favour of tax related services. This was reported by 31% of the Private Enterprises respondents. The other services for which bribes were reportedly paid for include: Judicial Services (28%); Operations (e.g favour in processing claims, 26%); Securing Contracts (12%); Registrar of Companies (2%); Traffic Police (1%).

Although bribing for securing contracts is reported by only 12%of the respondents, this appears not to reflect the general views as widely reported. For example, the Daily Monitor: Friday May 9, 2008:5 quotes the World Bank report (2005) that estimates Uganda loses about

> Uganda loses about US$ 300 million (Ug.shs. 510 billion) per year; through corruption and procurement malpractices. (World Bank Report 2005).

US$ 300 million (Ug.shs. 510 billion) per year through corruption and procurement malpractices.

When the findings were disaggregated by region, the services for which bribes were paid for varied. Eastern Region reported high levels of bribes paid for tax evasion. This could be attributed to the fact that Uganda's main trade entry points (Busia

and Malaba) are found in the Eastern region where cross border trade is thriving.

In the Northern Region most bribes were reportedly were towards judicial services. The prominent judicial processes available in the Northern Region include: Local Court systems involved in cases of defilement, land wrangles and settlement of disputes in the Internally Displaced Peoples camps. This could be attributed to the fact that the region has been at war for over 2 decades which had drawn many people to camps. Another explanation could be the current relative peace and the on going resettlement process where land wrangles are a common phenomenon.

5.5.4 Public Procurement

Following the widely reported view by World Bank that Uganda loses about US$ 300 million (Ug.shs. 510 billion) per year; through corruption and procurement malpractices. The survey sought to establish whether private enterprises were aware of, and applied PPDA procedures in procurement. The findings are indicated in Fig. 5.7 (a) and Fig 5.7 (b).

Fig 5.7(a) Awareness of PPDA Procedures (%)

Fig 5.7(b) Application of PPDA Procedures (%)
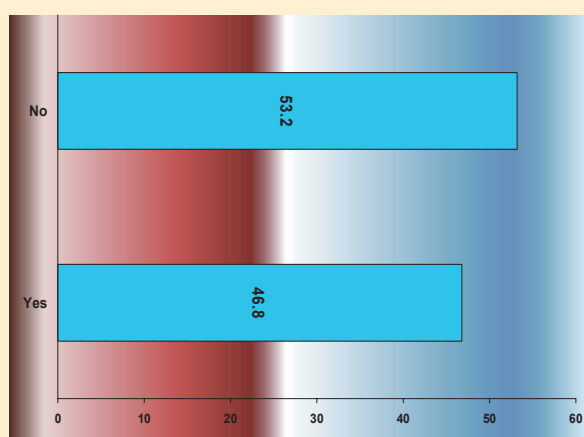
46.8%of the Private Entrepreneurs' respondents reported that they were aware of PPDA procedures, while 53.2% were not
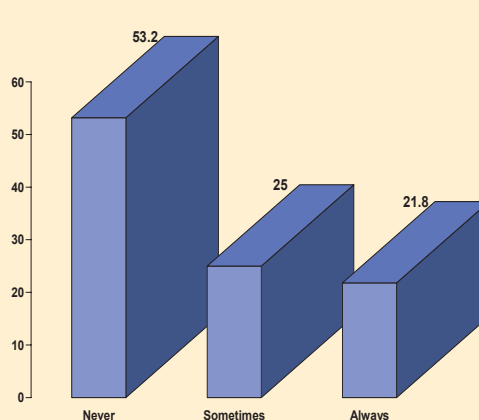
aware. This shows that the majority of private entrepreneurs were not aware of the PPDA procedures. The survey then sought to know whether those who knew

the procedures applied them. The results are shown in Fig. 5.7(b). The results show that 53.2% of the Private Entrepreneurs respondents never applied the procurement procedures. Only 21.8% always applied the procedures. This shows that very few Private Enterprises followed PPDA procedures in procurement. The PPDA Act (2003) is a good law which seeks to enhance transparency and integrity in Public Procurement process but the majority (53.2%) of the Private Enterprises seem to by pass it and hence the reportedly high levels of corruption in procurement.

5.6 Rating of Corruption in Private Enterprises and NGOs.

The survey sought to establish how private enterprises and NGOs respondents rated the different forms of corruption in their enterprises. Fig.5.8 (a) and Fig 5.8 (b) show the results.

Fig.5.8 (a) Rating Forms of Corruption within the Private Enterprises   **Fig.5.8 (b) Rating Forms of Corruption within NGOs**
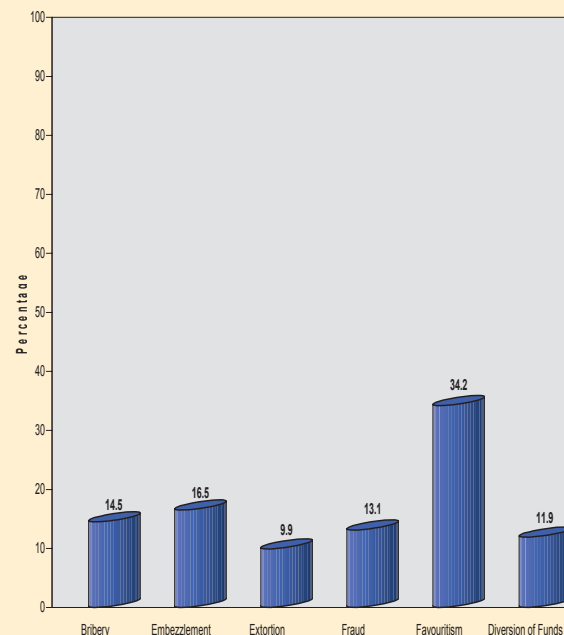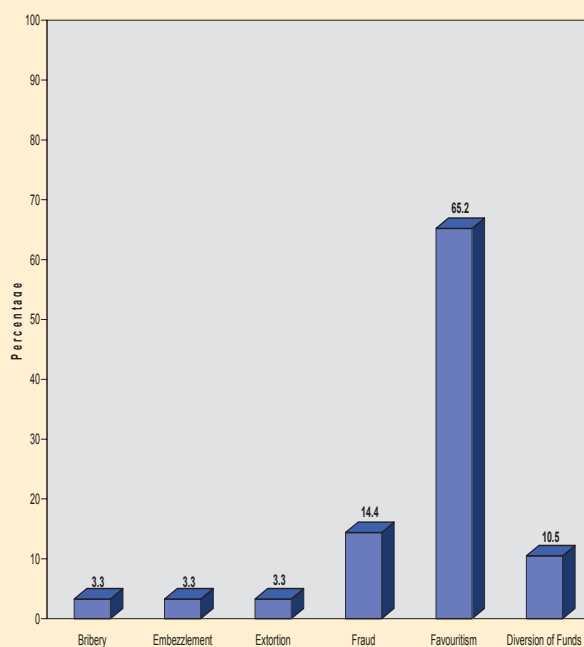
Favouritism was reported as the main form of corruption prevalent in both private enterprises (65.2%). and NGOs (34.2%) This could be attributed to the fact that most of the Private Enterprises were Sole Proprietorships where there is a tendency for proprietors to employ their relatives and close acquaintances. Similarly most NGOs are founded by individuals who tend to employ relatives.

5.7 Main Reason for Corruption in Public Institutions as Perceived by Private Enterprises.

The survey sought to establish the main reasons for corrupt practices in public institutions as perceived by Private Enterprises and NGOs. The findings are indicated in Fig 5.9(a) and 5.9(b).

Fig. 5.9(a) Main reason for Corruption in Public Institutions as Perceived by Private Enterprises
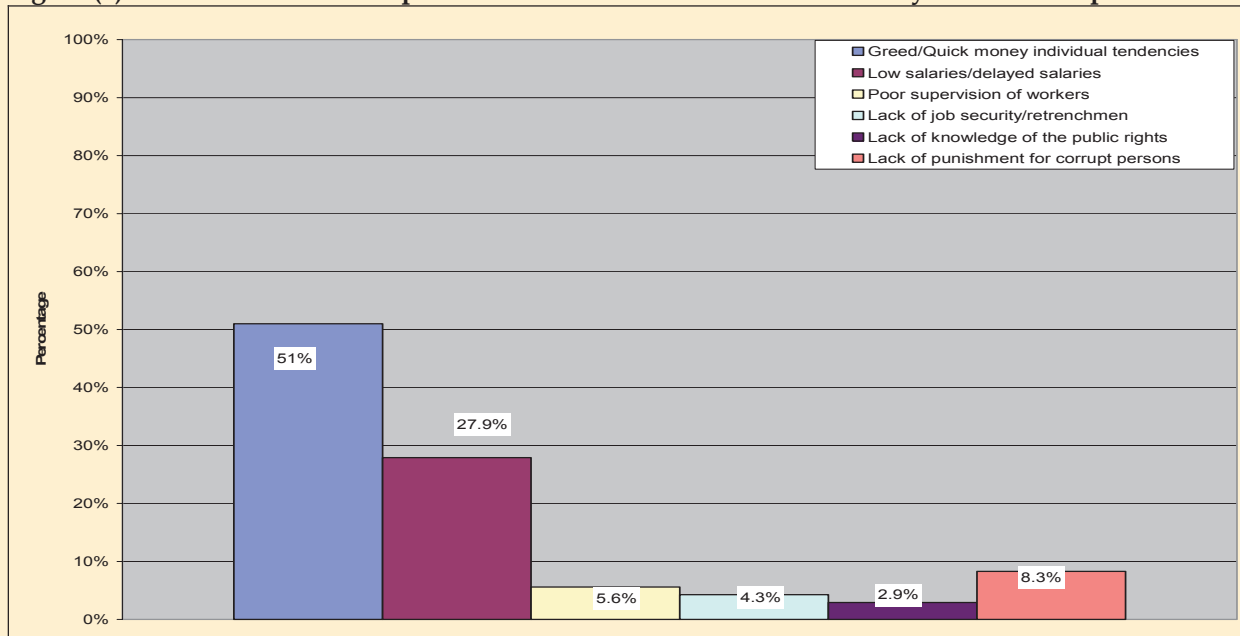
Greed for quick money was reported by both Private Enterprises (51%) and NGOs (54%) respondents as the main cause of corruption in Public Institutions. Similarly, Low Salary was reported by both as the second main cause of corruption (by 27.9% and 17% respectively). The results concur with those presented in Chapters 3 and 4 of this report, which reported greed and low salary as major causes of corruption in Public Institutions. This pattern of results shows that there is consistency in all surveys (Household, Public Institutions, and Private Enterprises) regarding the main causes of corruption in the Country.

Fig 5.9 (b) Causes of Corruption in Public Institutions as Perceived by NGOs
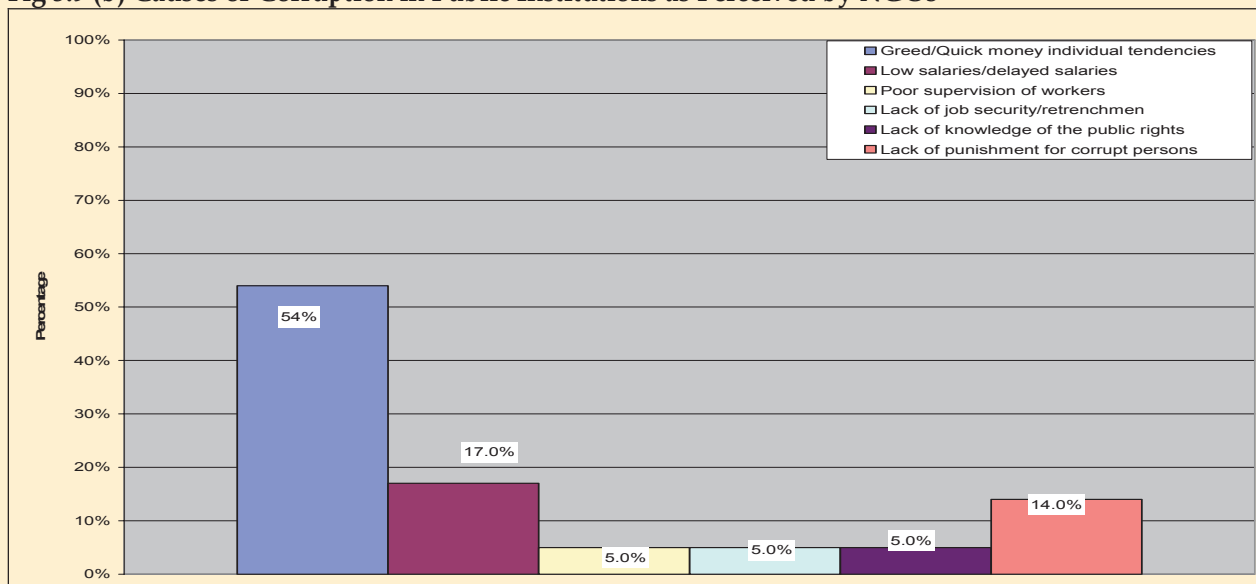
5.8   Ranking Forms of Corruption in Public Institutions by Private Enterprises

The preceding sections of this report indicated that Private Enterprises pay bribes to public officials while seeking services. The survey therefore asked Private Entrepreneurs to rank the forms of corruption prevalent in Public Institution. The results are shown in Fig. 5.10.

Fig 5.10 Ranking forms of Corruption in Public Institutions by Private Enterprises
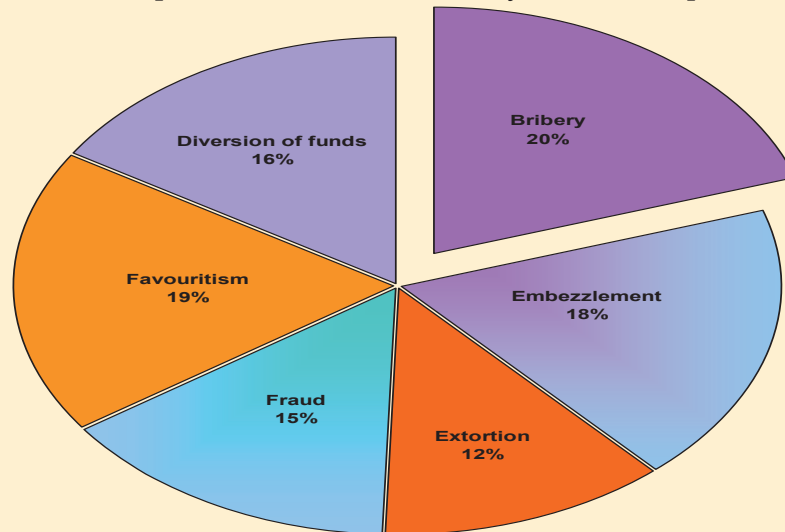
Bribery was reported to be the most prevalent form of corruption as indicated by 20% of the respondents. Favouritism (19%) and Embezzlement (18%) followed closely. These findings are consistent with those of the household survey.

5.9   Private Enterprises Perception of Government Action to Address Corruption.

Having established different forms of corruption the survey sought the opinion of private entrepreneurs on government action in fighting corruption in public institutions. Fig. 5.11 shows the results.

Fig. 5.11   Private Enterprises Perception of Government Interventions to Address Corruption
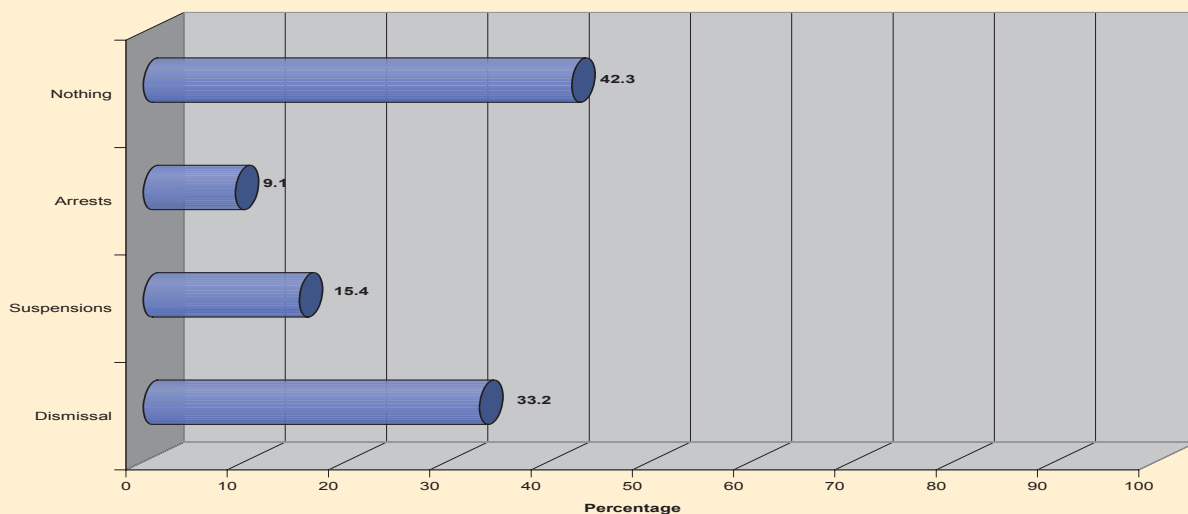
Most Private Enterprises respondents (42.3%) were of the view that *government had done nothing* to fight corruption. However, 33.2% of the respondents appreciated government action in dismissing corrupt officers as a positive measure. Similarly, 15.4% and 9.1% of the respondents recognised that government had taken action by suspending and arresting corrupt officials respectively. The results show that the majority of the respondents acknowledged that government had taken action to address corruption.

5.10 Private Entrepreneurs Perception of Public Officials' demand for Bribes

The survey investigated how Private Entrepreneurs perceived the demand for bribes by Public Officials. The findings are indicated in Fig. 5.12. The study found it strange that 42% of the Private Enterprises respondents considered the demand for a bribe by a public official to be an acceptable way of life. This was further exacerbated by 41% of the respondents who said that requesting for a bribe by Public Officials was a minor offence. The study found it disturbing that 17% of the respondents considered demand for a bribe by Public Officials to be no offence at all! These findings imply gross degeneration of morals and values in society.

Fig. 5.12 Private Entrepreneurs' perception on Public Officials' demand for Bribes

42%   41%   17%

■ Minor offence
■ No offence
□ An accepted way of life
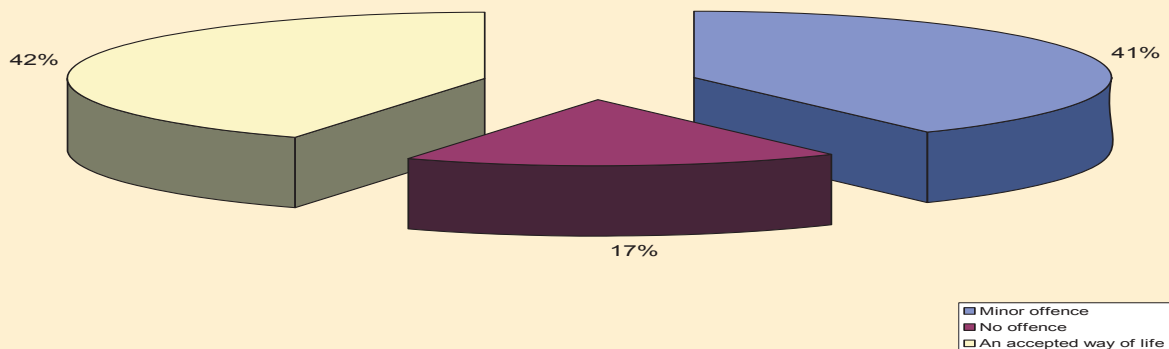
5.11 Private Enterprises Perception of How Government Regards Corruption

Despite the Government having put in place various measures and institutions to fight corruption, the findings in preceding sections of this report show high prevalence of corruption in Public Institutions. This prompted the survey to investigate the Private Enterprises views on how government regarded corruption. Fig. 5.13 shows the results.

Fig 5.13 Private Enterprises Perception on How Government Views Corruption
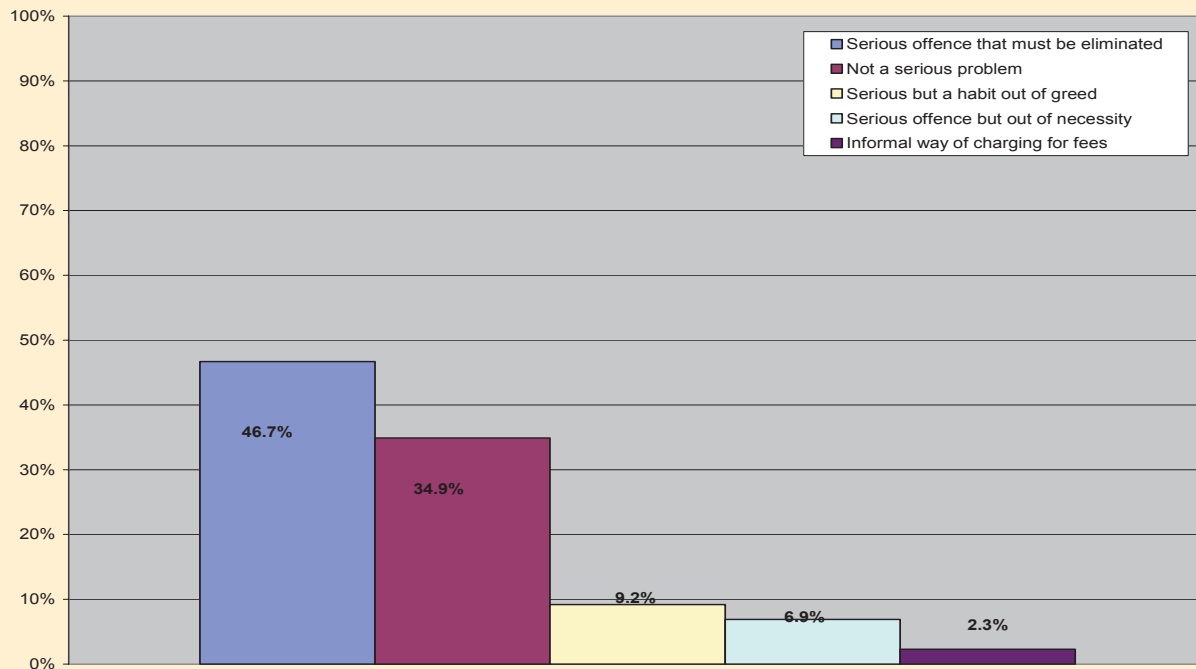
48.7% of the Private Enterprises respondents were of the view that government regarded corruption as a *serious offence that must be eliminated*. However, 34.9% reported that government regarded corruption *not a serious problem*. According to Private Enterprises, government regards corruption as a vice that must be eliminated.

> The establishment of the Anti-Corruption Court is a positive step in the desired direction.

This is evidenced by various institutions that the government has put in place to fight corruption. However, this effort may be derailed by 34.9% of the respondents who viewed government regard of corruption as not a serious problem. This implies that fighting corruption requires more than enacting laws and creating institutions. It requires definitive measures including strict enforcement of the existing legislation and enactment of new legislation. The establishment of the Anti-Corruption Court (Branch of the high Court) is a positive step in the desired direction.

5.12 Opinions by Private Entrepreneurs on how Government can Address Corruption in Public Institutions

Having established the different forms of corruption and their causes, the survey sought to establish opinions of Private Entrepreneurs on how government can address corruption in Public Institutions. The findings are illustrated in Fig.5.14.

Fig 5.14   Opinions by Private Entrepreneurs on How Government can Address Corruption in Public Institutions
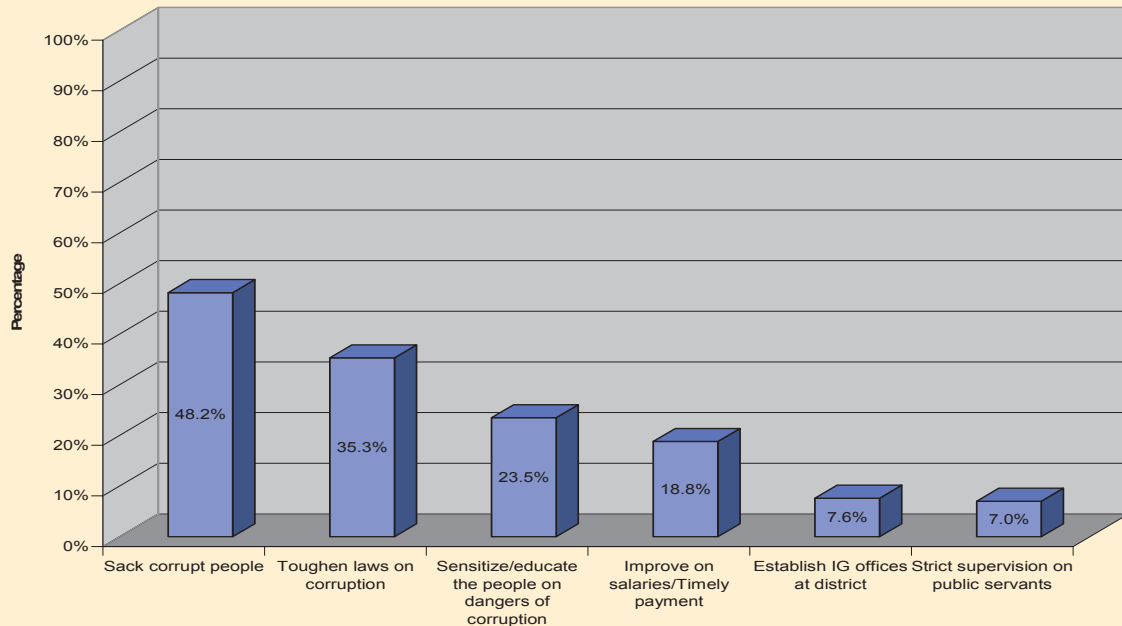
Sacking of Corrupt Officials was viewed by the majority (48.2%) as the most effective way for government to deal with corruption. This would serve as a deterrent to other Public Officers who exhibit corrupt tendencies. 35.3% of the Private Enterprises were of the opinion that government should toughen laws against corruption. Others were: sensitize/educate the people on dangers of corruption (23.5%); improve on and timely payment of salaries (18.8%); establish IG offices at district level (7.6%); and strict supervision of public servants (7.0%). However, respondents observed that any enforcement mechanism which does not include attachment of proceeds from corruption in the process of recovery would water down efforts directed toward this cause.

5.13 Reporting and Complaint Systems by Private Enterprises

The preceding sections of this report have indicated high levels of corruption in Public Institutions. The survey sought to establish whether Private Enterprises had internal mechanisms for reporting corrupt practices. Fig. 5.15 shows the results.

Fig. 5.15 Existence of Complaint Mechanism within Public Institutions
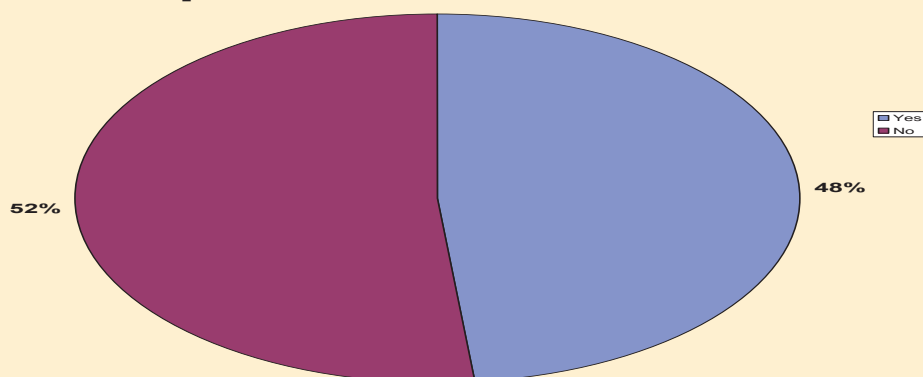
The majority (52%) of the respondents indicated that their enterprises did not have reporting and complaint systems. This shows that most Private Enterprises handle corruption complaints informally. This *informalism* tends to render measures to fight corruption less effective.

The survey further investigated whether Private Enterprises knew institutions of government where to report cases of corruption. Fig. 5.16 (a) and 5.16 (b) show results.

Fig. 5.16 (a) Knowledge of Institutions
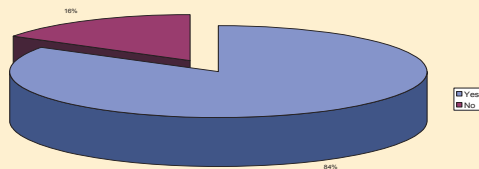
Fig.5.16 (b) Institutions where to report
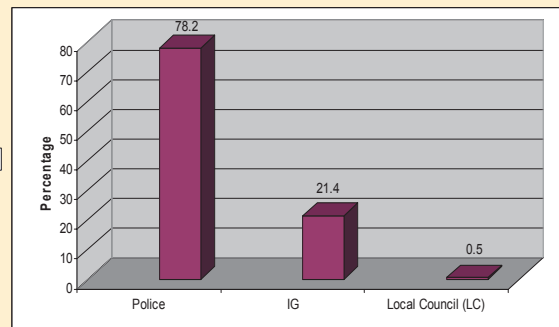
The majority (84%) of Private Enterprises respondents knew government institutions where to report corruption cases. When the respondents who answered in the affirmative were asked to indicate government institutions to report corruption cases, 78.2% mentioned Police. 21.4% mentioned IG while 0.5% pointed out

the LCs. The survey having established that the majority of the respondents knew where to report, it went further to enquire the number of cases of corruption that were reported. The results of case reported and reasons for not reporting are shown in Fig. 5.17 (a) and 5.17 (b) respectively.

Fig 5. 17(a) Reported Cases of Corruption
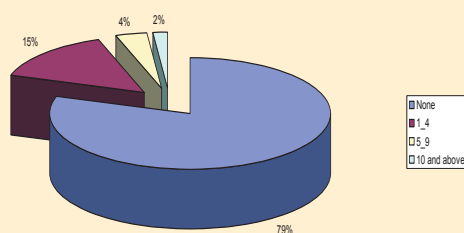
Fig 5.17 (b) Reasons for not Reporting Corruption cases
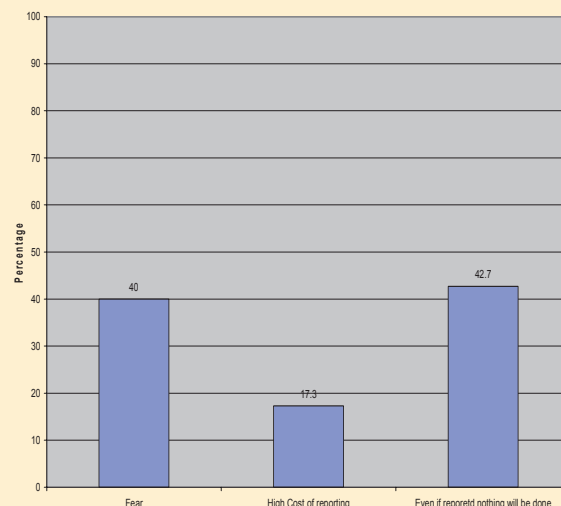
Irrespective of reported high prevalence of corruption in Private Enterprises the majority (79%) of respondents reported that they had not reported any cases of corruption between

2004-2007. The study further investigated the reasons for not reporting. The results indicate that the main reason (42.7%) for not reporting was the respondents' perception

that even if they reported nothing would be done. Fear of retribution (40%) was the second main reason while high cost of reporting (17.3%) was third. These results tend to agree with findings of Public Institutions Survey which cite the same reasons.

5.14 Rating Integrity in Public Institutions by Private Enterprises

The survey requested Private Enterprises to indicate their rating of integrity in selected Public Institutions. The ratings are indicated in Table 5.5.

Table 5.4 Rating Public Institutions by Private Enterprises in Terms of Integrity

Public Institution	Dishonest	Honest	No opinion	Total
	%	%	%	N
Police – general, including SPCs	80.7%	13.8%	5.5%	509
Local Councils (LC 1)	39.40%	51.00%	9.60%	508
Traffic Police	75.5%	18.2%	6.3%	506
Public Health Units	48.10%	44.90%	7.00%	497
UMEME	74.6%	18.7%	6.7%	492
National Water & Sewerage Corporation (NWSC)	14.5%	74.9%	10.6%	491
Local Governments (LCIII)	36.5%	48.9%	14.6%	485
URA	41.4%	43.7%	14.9%	471
Courts of Law / Land Tribunals	49.4%	37.1%	13.5%	466
City/ Municipal/Town Councils	57.2%	28.9%	13.8%	463
Parliament	47.8%	41.3%	10.9%	460
NGOs	18.8%	70.9%	10.3%	457
National Environment Management Authority (NEMA)	33.3%	50.6%	16.1%	447
Lands Office	62.6%	19.6%	17.8%	438
Uganda National Bureau of Standards (UNBS)	49.4%	37.0%	13.6%	435
Inspectorate of Government	20.4%	60.0%	19.7%	432
Immigration Department	37.0%	34.6%	28.4%	419
District Contracts Committees	56.5%	19.3%	24.2%	409
Registrar of Companies	25.1%	35.9%	39.1%	407
NSSF	27.4%	49.3%	23.4%	402
KCC (for Kampala only)	74.4%	10.2%	15.4%	402
Uganda Investment Authority (UIA)	25.0%	41.3%	33.8%	400
District Service Commission	47.6%	26.3%	26.1%	395
Agriculture/Veterinary	17.0%	46.30%	36.6%	393
Administrator General	24.7%	31.8%	43.5%	384
Privatization Unit (PU)	39.7%	29.5%	30.8%	380
Public service (Pension)	52.9%	19.8%	27.3%	374
Public Procurement and Disposal of Public Assets Authority (PPDA)	26.6%	30.1%	43.3%	372

Source: Survey Data, March – May 2008

National Water and Sewerage Corporation (NWSC) was ranked the most honest Public Institution by the Private Enterprises (74.9%). This was followed by NGOs (70.9%) and the Inspectorate of Government (60%). These results agree with those of both the Household and Public Institutions Surveys which showed the same pattern of rating. The Household Survey ranked them as

follows: NGOs (70.9%); IG (66%) and NWSC (59.9%), while the Public Institutions survey ranked them thus: NWSC (68.1%); IG (67%); and NGOs (66.4%). The explanation for the high rating was not within the scope of this study.

The Police-General (80.7%), Traffic Police (75.5%), UMEME (74.6%) and KCC (74.4%) were ranked the most dishonest Public Institutions.   These results were showed similarities with those of the Household and Public Institutions Surveys. The households ranked Police-General (88.2%), Traffic Police (87.9%) as the most dishonest Public Institution. UMEME and KCC had been ranked fourth and fifth behind Courts and URA.   Likewise, Public Institutions ranked Police Traffic (72.6%), Police-General (72.3%). UMEME (70.5%) and KCC (55.2%) were again ranked second and third most corrupt Public Institutions.

The pertinent questions are: What is really the problem with the Police? Why have the Police and Judiciary remained persistently the most corrupt institutions? What sustains this persistent vice in these institutions? What has been the efficacy of the previous interventions (if any) targeted at addressing corruption in these institutions? The answers to these questions were outside the scope of this NIS III.

5.15   Effects of Corruption on Service Delivery

Having rated public institutions by integrity in service delivery, private enterprise respondents were further asked what effects they thought corruption has on public service delivery. Figure 5.18 shows the results.

Fig. 5.18:   **Effects of Corruption on Service Delivery.**
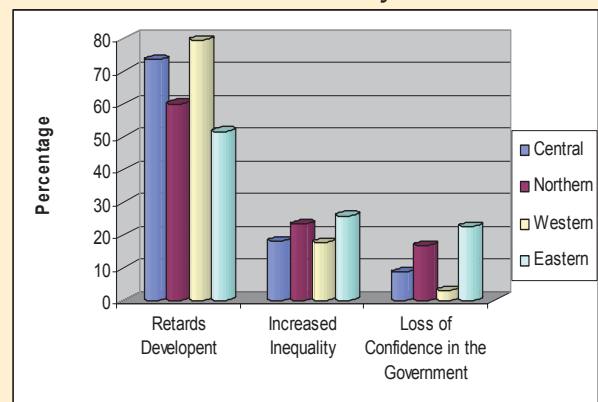
The majority of the respondents across the regions (Western, 79.4%, Central, 73.5%, Northern, 60% and Eastern 51.6%) agreed that corruption retards development.

5.16   Constraints to Investment in Uganda as Perceived by Private Enterprises

World Bank Report on Doing Business (2008) identifies a good investment climate as a key requirement for healthy business. Good investment climate is defined in terms of institutional policy, regulatory factors, human resources, physical infrastructure and traditions and cultures in a given country. A number of impediments have been reported in establishing Private Enterprises in Uganda (Background to the budget 2007, UIA 2006). Prominent among these are: Bureaucracy in Licensing; Lack of Land for Investment Projects; and Lack of Capital. The survey (NIS III) requested the Private Entrepreneurs to reveal the main constraints in establishing business in Uganda. Fig 5.18 shows the results.

Fig. 5.19 Constraints to Private Investment in Uganda
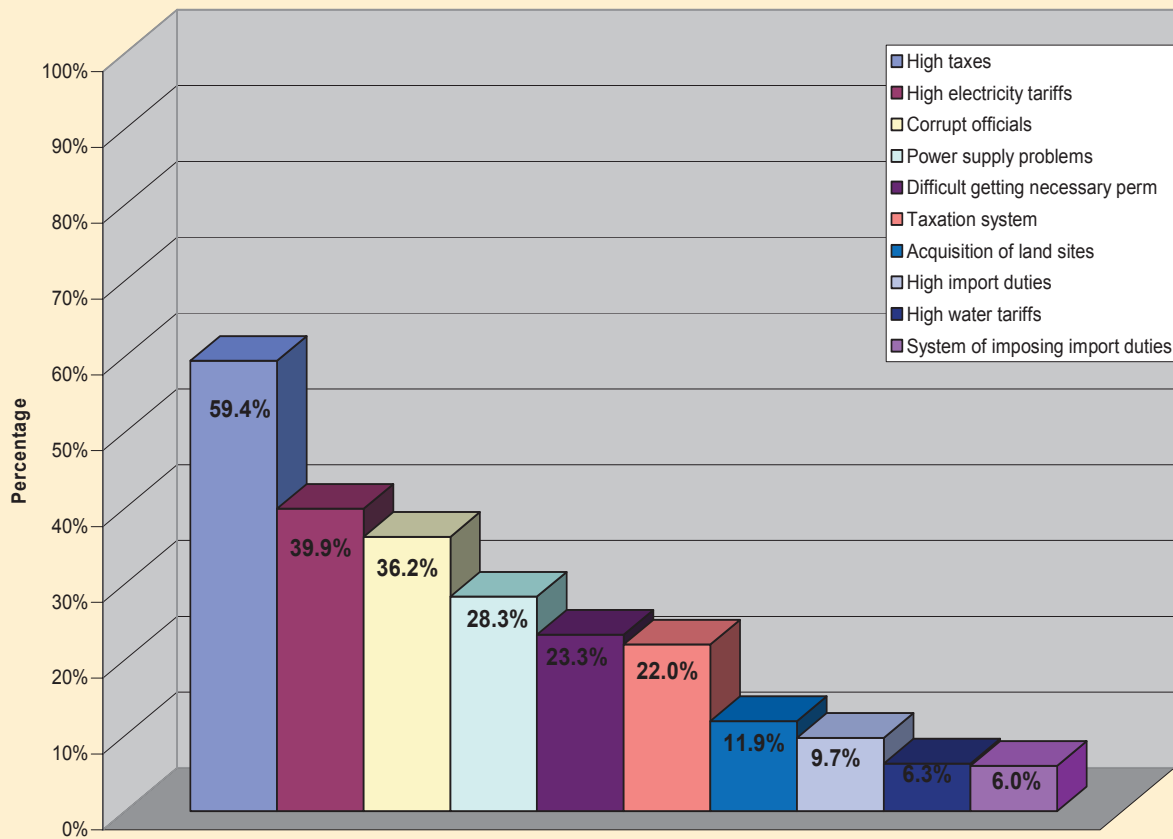
High Taxes were reported as the main impendent to investment in Uganda (59.4%). The second was reported to be High Electricity Tariffs (39.9%) and payment of bribes (36.2%) was third. The long process of licensing was reportedly another major constraint (23.3%). This was associated with difficulties in acquiring the necessary permits. The long processes could be deliberate to induce entrepreneurs to pay bribes for particular services. These findings are consisted with business enterprises survey and the world economic forum global competitive report quoted in the 'Doing Business' Report (2008:4) as poor infrastructure, high tax rate, government

> The reported long process of licensing businesses could be deliberate in order to induce entrepreneurs to pay bribes for particular services. This can be solved by the *Caravan Approach* of licensing businesses.

bureaucracy and corruption ranked among the highest constraints business leaders face. The findings agree with those of the household survey which also reported bribery as the main form of corruption. This issue should not continue unabated given that the private sector has been adopted as the prime mover of economic growth. If Public Officials continue frustrating Private Entrepreneurs, the result will be reduced investment both Foreign Direct Investment (FDI) as well as local investment which are critical for continued economic development of any country.

Some countries have attempted to solve this problem of frustrating investors through an innovation called *the caravan approach*[5] of licensing businesses. Under this approach, all units of government that deal with licensing and provision of utilities for businesses, move to one particular location in a country at the same time. The aim is to

ensure that business applications are processed expeditiously. This approach is among *best practices* that have *'leapfrogged'* the Mauritian Economy to its current level.
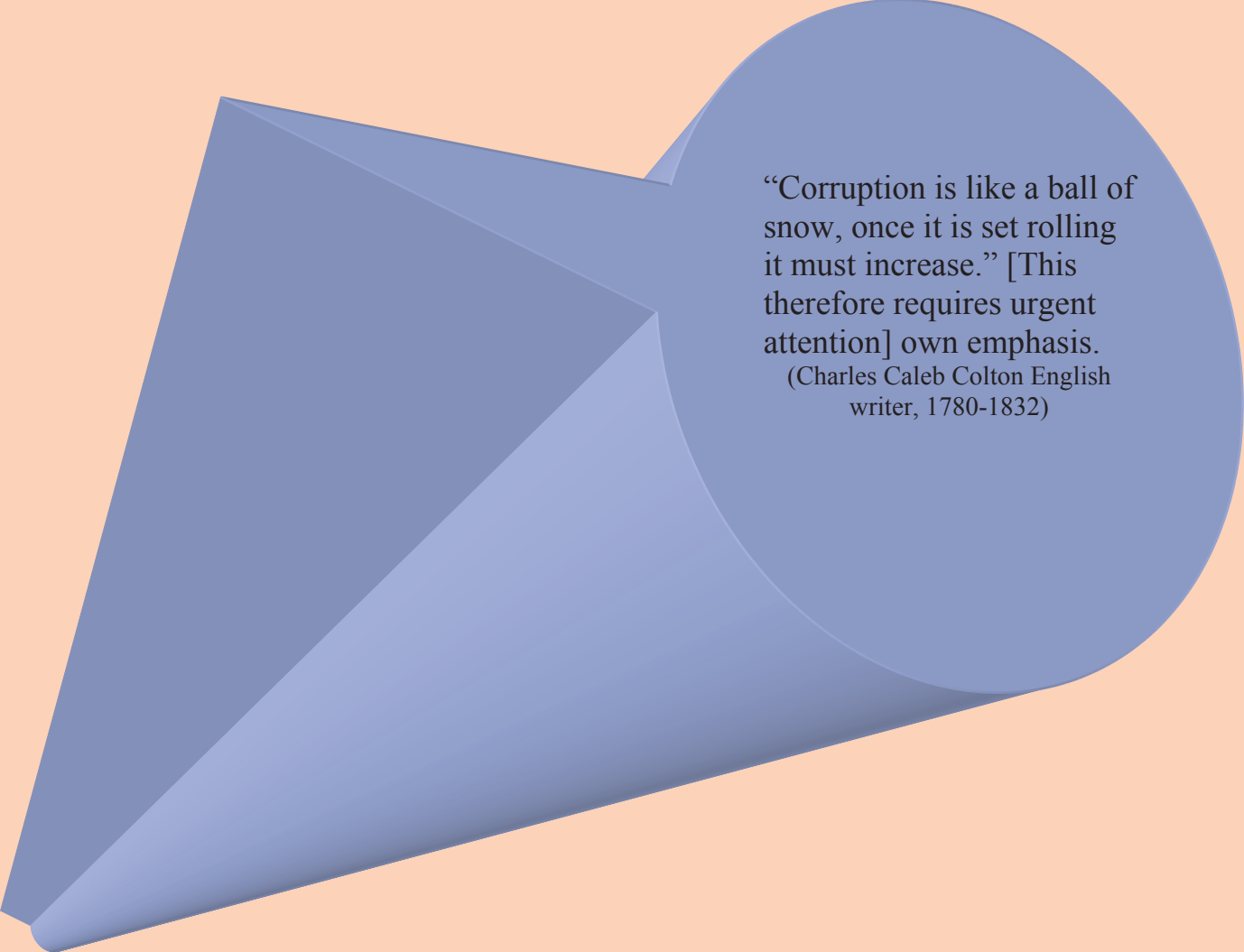
5.15 Key Learning Points

> **BOX 5.1: Key Learning Points**
> This section presents a blend of what has been learnt by identification of "best practices "and what needs to be scaled up:
> - There is a high prevalence of dismissals as a disciplinary measure in Private Enterprises. This could be arising from the nature of recruitment which is principally based on favouritism that could probably lead to non-performance hence dismissals. The lesson learnt is that recruitment should be formalized to increase performance and retention of staff.
> - Private Enterprises reported that there is paying of bribes order to secure public sector contracts. Where there is high bribery, quality of service is compromised.
> - Corruption has been identified as one of the major impediments to investment in Uganda. This is manifested in form of bribes and deliberate delays in granting necessary permits to potential investors. This translates into high cost of production which may result into either high prices of goods and services or poor quality of goods and services.

"Corruption is like a ball of snow, once it is set rolling it must increase." [This therefore requires urgent attention] own emphasis.
(Charles Caleb Colton English writer, 1780-1832)

6.0 TREND ANALYSIS OF CAUSES AND INCIDENCES OF CORRUPTION

6.1. Introduction

This chapter originates from TOR 2 which required a trend analysis of results from NIS I (1998) which comprised all 45 districts, NIS II (2003) comprising 55 out of the total 56 districts and NIS III (2008) which covered all the 80 districts. The aim is to compare results of the three National Integrity Surveys.

6.2. Trends analysis of causes and incidences of corruption

The issues regarding prevalence and persistence of corruption and public service injustice are analyzed by looking at the results of the three surveys (NIS I, NIS II, and NIS III) and suggestions for future action. The analysis also covers the mechanism and causes of corruption and whether these have changed over time i.e. since the first NIS 1998. Table 6.1 shows the analysis.

6.1 Trends Analysis of NIS I (1998), NIS II (2003) and NIS III (2008) Results

NIS I 1998 (Baseline Survey)	NIS II 2003(Follow-up of the Baseline Survey)	NIS III 2008 (Trend Analysis)	Remarks/Comments
All Districts covered: (45)	**Districts Covered: (55 of 56)**	**All Districts covered: (80)**	The objectives of NIS I, II, III have all focused on generating empirical information on incidences, prevalence, and perceptions on causes of corruption. One major gap is devising effective measures in prosecuting and recovery of embezzled funds and assets acquired through corruption.

It is recommended that this objective be added for the next NIS (Sector Focused studies). |
Objective	**Objective**	**Objective**	
1. To collect information about experiences and perceptions on corruption in public services from people living in communities throughout Uganda.	1. To develop empirical information that can be discussed, analyzed, and used to help Government, civil society and the private sector to formulate and implement policies and programs to improve governance and thereby reduce corrupt practices.	1. To generate empirical information that can be discussed, analyzed and used to help Government, civil society, the private sector and other stakeholders in order to improve implementation of strategies aimed to promote good governance and reduce corruption.	
2. To collect information, which can be used to build integrity in public service at both national and local levels	2. To measure perceptions relating to corruption and the provision of public services.	2. Investigate the prevalence and incidences of corruption and administrative injustice in public service, and factors that account for their occurrences;	
3. To give insights into interventions that might help reduce levels of corruption and increase integrity.	3. To provide benchmark data to guide the formulation of policies and plans for IGG interventions to combat corruption.	3. To gauge the trends in prevalence of corruption;	
4. To increase awareness among citizens of the need to tackle corruption.		4. To identify the challenges facing the Anti-Corruption strategy implementation, and devise remedy;	
5. To generate information that will help include citizens as partners in the fight against corruption and moral rejuvenation.		5. To assess the effectiveness of the measures to reduce corruption incidences	
Sample Sizes:	**Sample Sizes:**	**Sample Sizes:**	**Remarks**
Households 18,412
Public service workers 1,595
Focus Group Discussions 348	Household 12,190
Public Sector: 480
Private Enterprises: 618	Household 12,201
Public Sector: 670
Private Enterprises: 533	The sample sizes for NIS I, NIS II and NIS III have been large enough to generate scientific results. They are comparable with

Methodology: Community based measurement- Sentinel Community Surveillance (SCS). This method combines modern epidemiology and opinion research techniques with qualitative rapid assessment procedures to gather evidence while involving clients in the process of evidence-based planning.	**Methodology:** The survey used the Sentinel Community Surveillance (SCS) method, to allow repeated cyclical monitoring of specific indicators within selected household clusters.	**Methodology:** Quantitative: Multi-stage random sampling of households, random sampling of public enterprises and random sampling of public officials. Qualitative: Key informant interviews and Focus Group Discussions.	NIS I, II and III have all triangulated their methods of data collection; this has further improved the validity of findings.
FGDs: No data available	(including NGOs) FGDs: 80		similar surveys e.g. UBOS.
Key Findings (NIS I)	**Key Findings (NIS II)**	**Key Findings (NIS III)**	**Remarks**
1. Awareness about IG			
Household Survey	**Household Survey**	**Household Survey**	
32% households had knowledge of IG.	70% households had knowledge about IG	72.5% households had knowledge about IG	There has been significant improvement in the level of awareness about IG particularly between NIS I and NIS II. There has been slight improvement in the level of awareness between NIS II and NIS III. This level of awareness about IG is not reflected in the levels of reporting corruption cases as indicated by only 2.8% of households that had reported a corruption case.
2. Source of Information on IG			
Variable not covered	58% knowledge of IGG was through Radio programmes.	82.5% said source of their knowledge of IG was Radio.	The radio has emerged as the main medium of communication on IG matters. This is pertinent given the coverage of the FM stations throughout the country. The IG should take this advantage.
3. Main Form of Corruption			

Key Informants	Public Institutions Survey	Public Institutions Surveys	Remarks
71% household said bribery was highest form of corruption	Variable not covered	66% household said Bribery was highest form of corruption	Bribery has consistently been reported to be the main form of corruption This agrees with the findings of NIS III, where corruption has become an acceptable way of life and demand for and payment of bribes is done in the open. This should be a worry to the country and requires urgent and radical strategies to address the problem.
4. Main reason for Corruption			
76% respondents said low salary is main cause of corruption.	Low salary is the main cause of corruption (no proportion given).	69.4% household respondents said main cause of corruption is Greed.	NIS III makes a significant departure as regards reasons for corruption. Greed has emerged as the main cause of corruption. As earlier noted, greed has arisen out of competition to amass wealth particularly among the young generation.
5. Reported cases of corruption			
0.4% had reported corruption cases.	15% reported cases of corruption.	2.8% reported corruption cases	Reporting corruption cases remains dismal
6. Reasons for not Reporting			
1. Do not know how to complain. 2. Fear of what might happen to them if they complain.	Reasons for not reporting corrupt practices not given.	1. Lack of knowledge of where to report (50.9%) 2. Fear to offend people (19.8%) 3.Fear of retribution (15.1)	The main reasons in both NIS I and NIS III are: lack of knowledge of where to report and fear retribution. This implies the need for more education information and communication (IEC) and mechanisms for protection of witnesses and whistle blowers.
7. Mode of Payment of Bribes			
92% respondents said the public official request for the unofficial payments.	Variable not covered	53.7% respondents said the public official directly asks for the unofficial payment.	This clearly shows the moral decadence that has turned corruption into overt behaviour. The implication is the need for radical strategies for behavioural change.
8. Ranking levels of Corruption in Public Institutions			
60% rated Police as most corrupt.	46.3% rated Police as most corrupt institution	89.2 % rated Police as the most corrupt	There is persistent high rating of corruption in the police. This reflects a problem that has become chronic. NIS surveys do not have detailed causes of corruption in such institutions. This therefore requires special studies focusing on the police.

Key Findings (NIS I)	Key Findings (NIS II)	Key Findings (NIS III)	
1. Written Confirmation of Job			
Variable not covered	90% have written confirmation on job	80% have letters of appointment	It is positive that most public employees are formally employed. This is a good step in building integrity and transparency.
2. Gender Consideration in Recruitment			
Variable not covered	48% consider Gender	46.8% consider Gender	It is important to note that there are significant gender considerations in recruitment. This has arisen from political will regarding gender mainstreaming in Public Institutions.
3. Forms of Corruption Prevalent in Public Institutions			
Variable not covered	28% reported that bribery was the most prevalent form of corruption.	20% respondents said Bribery is the main form of corruption	Bribery as the main form of corruption cuts across household and Public Institutions. This shows the perversity of bribery and its implications to service delivery.
4. Reasons for Corruption			
Variable not covered	51% reported Low Salary as the main reason for corruption	51% reported Greed as the main reason for corruption.	These findings show change in character of corruption from NIS I to NIS II and NIS III. The prevalence of greed implies that improved remuneration may not address the problem hence need for new radical.
5. Ranking Best Quality Services			
Variable not covered	First-76% NWSC Second- 72% Post office Third-67% Education services	First – 45.6% NWSC Second- 38.8% NGOs Third- 35.1% IG	It is noted that NWSC has persistently emerged the best rated public institution in the country in terms of quality of services. This survey was not focusing on reasons for performance of the Public Institutions. However, it seems NWSC is endowed with best practices which need to be studied in detail to establish their efficacy for other institutions to emulate.
6. Ranking Poor Quality Services	**Helpfulness of institution**	**Quality of service**	
Variable not covered	First- 45.5% Traffic Police Second- 37% Public Service (pension) Third – 35% Administrator General	First- 71.4% K.C.C Second - 66.2% UMEME Third – 59.0% Public service (pension)	Pensions Department continues to feature among the institutions rated as providing poor quality service. There is need to understand what explains the persistent poor performance in these institutions.
7. Rating Highest Integrity in Public Institutions			
Variable not covered	First- 63% BOU	First 68.1% NWSC	NWSC emerged as one of the best rated
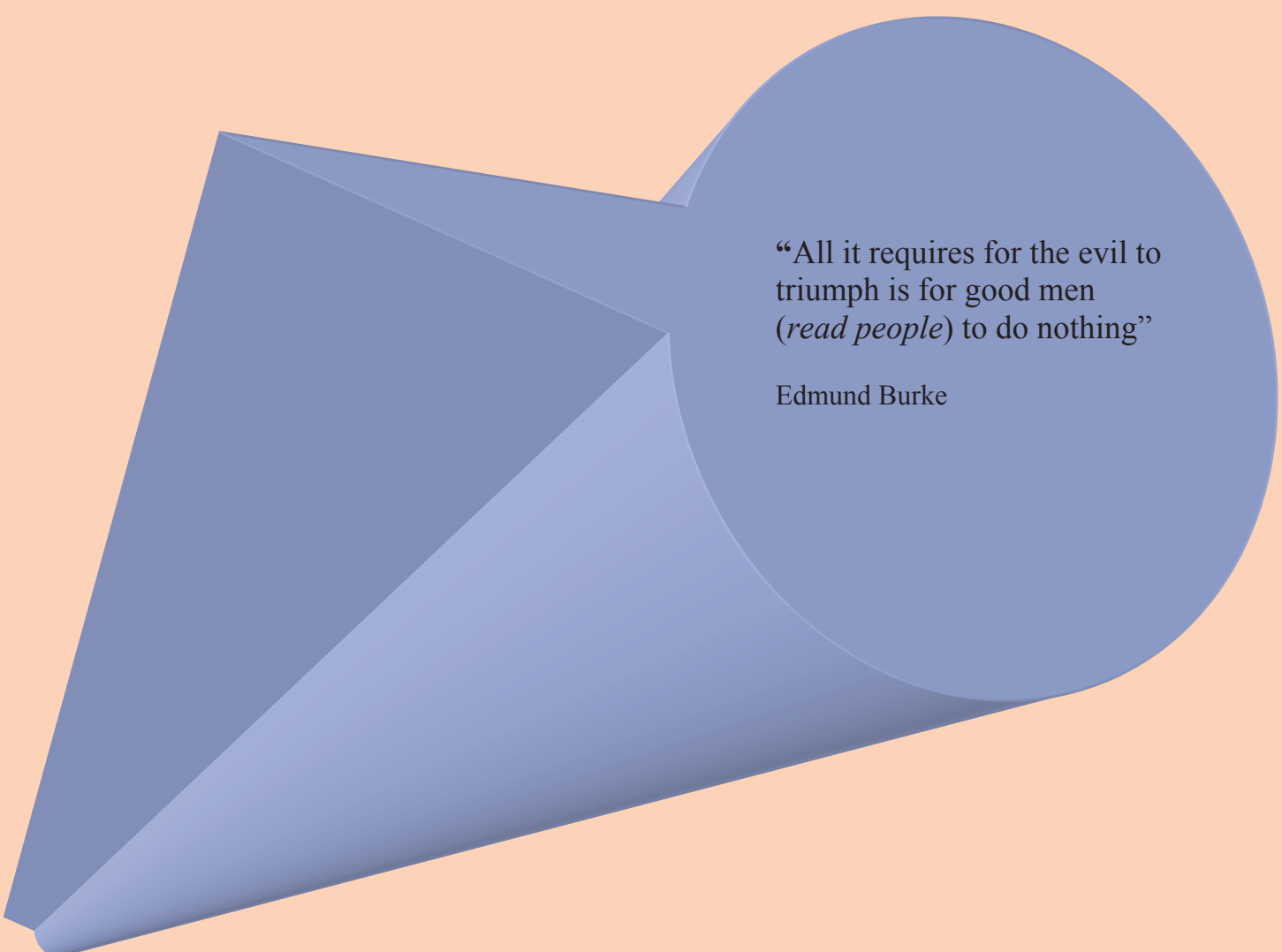
Key Findings (NIS I) Private Enterprises	Key Findings (NIS II) Private Enterprises	Key Findings (NIS III) Private Enterprises	Remarks
	Second- 60.5% NWSC Third – 59% DEI	Second- 67% IG Third – 66.4% NGOS	Public Institutions in terms integrity. This pattern signifies that there is a strong relationship between organisation's integrity and quality if service delivery.
9. Rating Lowest Integrity (most corrupt)			
Variable not covered	First - 83% Traffic Police Second – 79% Tender Boards Third – 78% Electoral Commission	First - 72.6% Traffic Police Second -72.3 Police – General Third – 70.5% UMEME	Traffic police consistently came out as the most corrupt public institution. As earlier reiterated, high levels of corruption affect quality of service delivery. Therefore, persistent highly levels of corruption signify an endemic behaviour that requires urgent attention if quality of service is to improve.
Key Findings (NIS I) Private Enterprises	**Key Findings (NIS II) Private Enterprises**	**Key Findings (NIS III) Private Enterprises**	**Remarks**
1. Written Confirmation of Job			
Variable not covered	73% had written confirmation on job	62% appointment letters	It is positive that most private sector employees are formally employed.
2. Gender Consideration in Recruitment			
Variable not covered	29% considered Gender	43.1% consider Gender	There has been significant improvement in gender considerations in recruitment in Private Enterprises; though still low. This is a good step that should be enhanced.
3. Forms of Corruption Prevalent in Private Enterprises			
Variable not covered	58% said Favouritism is the most prevalent form of corruption in their organizations.	34.2% respondents said Favouritism was the major form of corruption	In contrast to households and Public Institutions, the most prevalent form of corruption in Private Enterprises is favouritism. This is not surprising given that most Private Enterprises in Uganda are sole proprietorships operated by close relatives.
4. Reasons for Corruption			
Variable not covered	51% said Low Salary was the main reason for corruption	51 % said that Greed is the main reason for corruption.	There has been a changing pattern in reasons for corruption between NIS II and NIS III from low salary to greed. Reason for increasing greed in private sector is probably due to rapid liberalization of the economy with increase in competitiveness. The problem has been exacerbated by week enforcement of existing legislations and

			mechanisms for fighting corruption.
5. Knowledge of Procedures of Reporting Corruption Cases			
Variable not covered	73% said they knew the reporting system.	83.9% said they knew the reporting systems.	There is high knowledge of the systems and institutions for reporting corruption. However, there are low levels of reported cases of corruption (see section 5.6.1). Therefore knowledge of the institutions per se may not necessarily translate into reporting.
6. Constraints to Investment in Uganda			
Variable not covered	First - 82.5% High Taxes Second – 46.6% Corrupt officials Third 38.2% Difficult in getting licenses/permits	First - 59.4% High Taxes Second – 39.9% Electricity tariffs Third- 36.2% Payment of bribes	High Taxes remain a major constraint. Others are: payment of bribes to public officials which includes frustrating investors by prolonging the process of licensing. Electricity tariffs have recently emerged as another major impediment to investment.

6.2   Key Learning Points

> **BOX 6.1: Key Learning Points**
> - As noted earlier in Box 3.1 awareness about IG has significantly improved over time but this is not reflected either in reporting corruption cases or reduction in corruption levels. The major reason for low reporting is due to public unwillingness to stand and testify as witnesses in corruption cases. The lesson learnt is that awareness about IG *per se* is not sufficient in reporting corruption cases. It is critical that IG devices mechanisms for building confidence of would be witnesses in cases of corruption. Some mechanisms here would include; enactment of legislation for witnesses and whistle blowers; introduction of toll free call centres along the line of the one of URA.
> - Radio is the main medium for communicating IG messages. This is effective given the current wide coverage of the FM radio stations in the country as a result of the liberalization of the media. The IG should take advantage of this infrastructure.
> - The changing character of corruption: from NIS II results, there has been a change in reasons for corruption in Uganda (Low salary to Greed). The lesson here is that corruption changes face over time. This requires developing new strategies to fight corruption. Another lesson learnt in the changing nature of corruption is the emergence of sophisticated forms of corruption such as: "Syndicate corruption" and "Management by Crisis". These forms therefore, require sophisticated methodology and innovations to address them.
> - The government policy of mainstreaming Gender in all sectors is working. Both Public Institutions and Private Enterprises take gender consideration in recruitment of staff. This signifies a good step toward building equity and equal opportunities for both men and women.
> - It was observed that integrity is highly correlated with quality of service delivery as demonstrated in the reportedly high performance of NWSC. The corollary is also true. Institutions rated poorest in integrity (high corruption) were reportedly offering the poorest services. If the public is to receive quality services, then corruption must be fought
> - Much as high Taxes and Electricity tariffs are impediments to Investments in Uganda, the demand for bribes by public officials is a significant impediment. It is reflected in frustrating investors through unnecessary delays in granting Licences and Permits.

"All it requires for the evil to triumph is for good men (*read people*) to do nothing"

Edmund Burke

7.0 THE ANTI-CORRUPTION STRATEGY (2004-2007)

7.1 Introduction

The Anti-Corruption Strategy Plan (2004-2007) is the 3rd joint planning cycle for the agencies represented in the IAF[6] (DEI, IG, DPP, CID, Judiciary, MoFPED, Ministry of Internal affairs, MoLG, Ministry of public service, URA, PPDA and Auditor General).

The forum has since increased membership to 18 agencies and also includes other organizations (such as the media, CBOs) that are contributing towards the fight against corruption. The current strategy was launched in June, 2004, and it aims at improving enforcement and coordination of existing laws and to ensure public involvement in the fight against corruption. Framed within the good governance and security pillar of the Poverty Eradication Action Plan (PEAP), the strategy recognizes the interdependent nature of governance and accountability issues and seeks to put in place systems to ensure that authority in public service is exercised transparently and with integrity.

The strategy recognizes that: a) weak public administrative and financial management systems have contributed significantly to the spread of corruption in Uganda; b) cases of grand corruption have led to significant losses of public funds through mishandled procurements and outright embezzlement; and c) there is a widely held perception that corruption is being carried out with impunity. The objectives of the National Anti-Corruption Strategy 2004-07 are:
   i) to strengthen enforcement ;
   ii) to strengthen the coordination function so as to improve effective Anti-Corruption action and facilitate achievement of objectives;

iii) to strengthen the legislative framework;
iv) to ensure that the public is actively and increasingly involved in the fight against corruption;
v) to build sustainable systems and institutional capacities within Anti-Corruption agencies towards addressing key bottlenecks that hamper effective action; and
vi) to enhance and sustain political support at all levels in the fight against corruption.

The proceeding sections analyse the achievements and constraints to the Anti-Corruption strategy. The analysis is presented according to the objectives of the Anti-Corruption Strategy. The methodology for data collection and analysis was based on interviews held with officials of the Inter Agency Forum.

7.2 Strengthening Enforcement of Anti-Corruption Initiatives

7.2.1 Achievements

(i) Under the Leadership Code, (Sec 3) the IG: receives and examines declarations of wealth by public officials; verifies declared incomes assets and liabilities; and recommends courses of action to appropriate organs in respect of errant leaders in breach of the Code. There has been increased compliance with the leadership code from 88% in 2005 to 92% in 2007. This high level of compliance has been mainly due to stringent sanctions against defaulters e.g. a Member of Parliament was barred from contesting for a parliamentary seat because he was found in breach of Leadership Code regarding declaration of wealth. This action has created fear

among public leaders hence increased compliance.

(ii) **Investigation and prosecution of high profile public officials**. The IG has investigated and prosecuted some high profile public officials including senior Cabinet Ministers, Chairpersons of the Board of Directors and Executive Directors of public corporations. This is a good step in the fight against corruption.

(iii) **Recovery of embezzled public funds**. Arising out of successful investigation and prosecution, some high ranking public officials have refunded the previously embezzled public funds[7].

(iv) In May 2008, the judiciary established an **Anti-Corruption Court** as part of the high court. This court is mandated to exclusively handle cases of corruption, hence expediting their adjudication and subsequently increasing the efficacy of the fight against corruption.

(v) In 2004, the government carried out a **major restructuring of URA**. The aim was to rationalize functions and reduce leakages in tax administration. There have been significant achievements in terms of:
   a) Improved tax collection. In FY 2006/07 URA's total revenue target was shs.2.555.38bn and actual collection was shs.2.625.74bn indicating a surplus of shs.70.6bn an increase of 17% from the FY 2005/06.
   b) Introduction of ASYCUDA++ (Automated System for Customs Data) which has significantly reduced cheating by URA staff and recently ITAS (Integrated Tax Administration System) which is

expected to reduce corruption in the Domestic Taxes Department. URA has also instituted modernization programmes and integrity enhancement projects through out all structures of URA; c) A code of conduct has also been introduced which apparently has contributed to improved tax collection; and d) there has also been introduction of Tax Administration in the school curriculum.

(vi) **Parliamentary Accounts Committees.**
The major Public Accounts Committees here include: PAC; and LGAC. These committees have created some significant level of fear among public officials which has scared them from engaging in corrupt practices. Among the prominent cases they have handled include the following: regularization of expired contracts of some public officials; recovery of embezzled funds from schools e.g. refund of UPE funds by a head teacher in Tororo; and causing expeditious audit of the CHOGM accounts by the Auditor General, the results of which include cases of gross misappropriation of public funds. Another significant contribution is the intervention in the acrimonious selling of markets in and around Kampala which caused tremendous animosity among the vendors. It is the intervention of the LGACs working with Police which restored order.

7.2.2 Challenges

(i) While there has been investigation and prosecution of some high profile public officials, there has not been significant levels of recovery of embezzled funds and acquired assets. There are a number of factors that explain this challenge prominent of which is the lack of enabling legislation specifically tailored for the purpose of recovery of embezzled funds and acquired assets. The

implication is that most corrupt public officials have largely retained their corruptly acquired funds and assets even after investigations and prosecution have uncovered sufficient evidence.

(ii) URA set up a call centre No. 0800117000 for purposes of reporting cases of corruption through out the country. However, most of the calls received are not about corruption.

(iii) While PACs have unearthed a cross section of corruption cases and administrative irregularities in public offices, they have been constrained by lack of follow up of these cases by relevant agencies. Prominent cases here include: a series of government guarantees for private companies without clear a policy (Tri-Star Apparels Ltd, Munyonyo Common Wealth Resort, Phenix Logistics, etc).

7.3 Strengthening the Coordination Function to Improve Effective Anti-Corruption Action and Facilitate Achievement of Objectives.

7.3.1 Achievements

(i) In March 2003, the DEI developed a National Strategy for main streaming Ethics and Integrity in all sectors and all institutions of local governance in Uganda. This strategy is built on five pillars namely: Building Professional and Leadership Code for Discipline; Creating Ethics and Integrity Champions and Leadership Commitment; Ensuring School and Non-School Education System for Civic Competence; Developing Client Charters for Public Information and

Accountability In Service Delivery. All these are aimed at building National Integrity Values and Ethics Systems (NIVES). The ultimate goal is to eliminate corruption and abuse of power in the management of public and private affairs through a re-built and strengthened system of integrity, ethical behaviour and conduct in local governance including CBOs, private sector organizations and local communities.

(ii) In July 2004, the DEI developed a National Anti-Corruption Strategy (2004-2007) to fight corruption and rebuild integrity in public offices. This strategy identifies the linkage between poverty and corruption. The strategy also seeks to address aspects of powerlessness and encourages people to confront corruption at all levels. In addition DEI has initiated a collaborative forum (IAF[8]) of the key agencies in the fight against corruption.

(iii) The Republic of Uganda represented by the Director, Public Prosecution is a member of the UN Anti-Corruption Convention (2003). The Convention obliges member states to help each other in fighting corruption such as recovery of ill gotten wealth, money laundering etc.

7.3.2 Challenges

(i) Absence of nationally agreed set of ethics and integrity values in the country. This complicates the work of promoting ethics and integrity in the public service. Secondly, most public servants do not belong to professional bodies which are usually effective in instilling professional discipline in public servants. For example the Medical Professionals in Uganda are relatively disciplined because of disciplinary measures instilled by Uganda Medical Practitioners Council. The same applies to Lawyers. There is

inadequate civic education regarding peoples' rights and obligations and what they should expect from public servants. This problem has been partly solved by developing client charters (see section 8.1.18 of this report) but the problem is that people are not aware of the existence of these charters.

(ii) Clashing mandates of some agencies under the forum, e.g. there have been difficulties in compiling pieces of evidence regarding some corruption cases mainly due to inadequate collaboration particularly in filing systems. This is particularly apparent between CID, DPP and IG[9].

(iii) Though Uganda is signatory to the UN Anti-Corruption convention as mentioned in section 8.2.1 (v), the convention has not been customized within the Ugandan Legal system and has largely remained redundant. This has been exacerbated by lack of specifically tailored Anti-Corruption legislation hence rampant money laundering and reportedly high levels of hiding locally ill gotten wealth off shore.

7.4 Strengthening the Legislative Framework to address Corruption

7.4.1 Achievements

i) Enactment of Leadership Code of conduct 2002, which is implemented by the office of the IG, has achieved some milestones as indicated in 8.1.1 above.

ii) The strengthening of Financial Management Capacities. This was done through: a) the Public Finance and Accountability Act 2003 which

represents an important step in updating and improving the regulation of public financial management, in that Classified Expenditure is now also being brought under the scrutiny of the Auditor General;

iii) The Public Procurement and Disposal of Public Assets Authority (PPDA) was also established to strengthen and provide oversight in the important areas of public procurement. The PPDA Act (2003) is a good law and has contributed significantly to the streamlining of the procurement process. The Act has improved transparency e.g. in promotion of open tendering and provision for appeals in case of aggrieved bidders. Although this Act has been accused from various circles for delaying procurement, the essence is to minimize flouting of regulations and influence peddling all aimed at protecting public resources.

iv) The pivotal amendment of the Local Government Act to re-centralize the position of CAO and Town Clerks such that they can be more effective than working under the patronage of district leaders.

v) Enactment of the Access to Information Act (2005) the purpose of which is to promote an efficient, effective, transparent and accountable government by providing the right to access information held by organs of the state rather than exempt records and information. This Act has enabled the Auditor General to access and audit previously classified public expenditure (official interview with AG staff Feb 2008). The Act also protects persons disclosing evidence of contravention of the law, mal administration or corruption in government bodies;

promotes transparency and accountability in all organs of the state by providing the public with timely, accessible and accurate information; to empower the public to effectively scrutinize and participate in government decisions that affect them.

7.4.2 Challenges

(i) Lack of specific Anti-Corruption legislation. The Uganda government has put in place a number of institutions to fight corruption but the challenge is the inadequate specific legislation with sufficient sanctions for punishing corrupt public officials. There are some existing laws that border around corruption but they are very difficult to invoke in the absence of specific tailored and enabling legislation.

(ii) Some parts of the Leadership Code of conduct conflict with some articles of the constitution e.g. the right to privacy. The Anti-Corruption legislation would serve best if they were consistent with other relevant provisions of the Constitution.

(iii) While there is high level of compliance to the Leadership Code (92%), there has not been commensurate verification of the declared assets and liabilities. When this issue was analysed further, it was found that the IG has limited capacity to carry out the verification through out the country. This issue is critical and it may lead to falsified declarations.

(iv) The Local Government Act (1997) has been abused in Local Governments. The Act has been misinterpreted on the provision on procurement which emphasises preference of 'local suppliers' to mean, that the supplier should be from the local government concerned. The purpose of this Article and use of the word 'local' meant Uganda.

(v) The IG has been granted sufficient powers to investigate prosecute corrupt public officials, enforce recovery of embezzled funds, and confiscation of corruptly acquired assets. However, on recovery of embezzled funds and assets,

> The IG is constrained by high costs of verification and litigation; and lack of the will of the people to stand as witness against the suspects.

the IG is constrained by a number of challenges which include: high costs of verification and litigation; and lack of will of the people (reluctance of would-be witnesses) to testify in court. This concurs with the findings where most people fail to report corruption cases due to fear of retribution.

7.5 Ensuring Increasingly Active Public Involvement in the Fight against Corruption

7.5.1 Achievements

(i) The IG has carried out a series of trainings comprising District leaders and student leaders. This training has taken place in all regions of the country (Mbale, Jinja, Arua, Gulu, Kabale, Mbarara). The major outputs of this training are: the Anti-Corruption action plans, and the student leaders' training which has resulted in formation of integrity clubs, the purpose of which is to instil morals and integrity among the young generation.

(ii) Besides government measures in the fight against corruption (IG, DPP, CID, PAC, LGAC etc), there are vibrant non-state actors prominent among which is

the Anti-Corruption Coalition of Uganda (ACCU). The ACCU is an umbrella organization of more than 70 Anti-Corruption civil society organizations. The main achievement is raising public consciousness about corruption in public office. There has also been formation of regional Anti-Corruption coalitions namely: Karamoja, Apac, Teso and Kigezi. The IG fully opened space for ACCU and participated in their activities including conferences and training workshops. The IG also shares reports with ACCU and helps them to align their work plans in accordance with the National Anti-Corruption Strategy.

(iii) Public access to the anti corruption agencies has been improved by setting up of hotlines by which the public can easily report cases of corruption, e.g. IG hotline No. 0312101346, and URA call centre No. 0800117000.

7.5.2 Challenges
(i) Corruption in Uganda has now become a culture. The public tends to value a service to the extent to which they have paid for it. This agrees with the findings of Kick 2008 household survey, which found that at community level people were aware of extensive corruption. Some felt that without a bribe, nothing would ever be done for them. The public has developed standards where the corrupt that have invested in magnificent houses and powerful cars are looked at as

> Corruption in Uganda has evolved to the extent that the public tend to value services for which they have paid a bribe for.

successful. The public glorifies those that have acquired wealth regardless of the means that they have used, a situation that has fuelled embezzlement of public funds as every one strives to reach this standard.

(ii) Amidst this rampant corruption and glorification of the corrupt by the general public, there is less expectation that people will report corruption cases. This is why even the call centres that have been established as indicated in section 8.4.1 (iii) of this report have not been effectively utilized. The challenge here is that when corrupt practices become part of culture with in built attitudes, perceptions and behavioural dispositions, it becomes an uphill task to change such attitudes.

(iii) Lack of common understanding of corruption between service providers and service seekers. For example, a public official may not have accounted for the funds used which is usually interpreted by some politicians, particularly at district level, as embezzlement. What is required here is responsible public officers to account for the used funds in good time.

(iv) Lack of knowledge of rights by the general public. It is apparent that the public is not aware of their rights, e.g. the right to protection of public property, right to ensuring proper use of public utilities, access to public utilities, etc. Because of lack of awareness of these rights, the public properties and utilities have been abused with impunity because nobody will report them.

(v) Lack of access to information. Most government projects e.g. construction of roads, school buildings, health facilities and other public utilities are executed without the knowledge of the communities whom the utilities are

intended to serve. While it is agreed that some projects are technical to the common man in the community, the community can be sensitized and given elementary knowledge e.g. on the number of kilometres of the road, number of classrooms for the school, etc which could have been a good starting point for monitoring and evaluation of implementation of such projects. This participation of the community would also improve community ownership and hence the responsibility for reporting abusers of such utilities.

7.6 Building Sustainable Systems and Institutional Capacities within Anti-Corruption Agencies to Address Key Bottlenecks that Hamper Effective Action.

7.6.1   Achievements

 (i) IG has been given sufficient powers for investigation and prosecution of any person and arrest of suspects of corruption and related offences. This includes access to information on assets and liabilities of public officials liable under the Leadership Code of conduct. The IG has also been mandated to inspect bank accounts. As reiterated earlier in this report, the declarations as provided in the Leadership Code has significantly improved in 2007 to 92%.

(ii) Educating and training public servants, student leaders and district leaders in key public sectors to equip them with capacities to detect causes and handle incidences of corruption. It is from this training that action plans have been developed and integrity clubs in higher institutions of learning formed.

(iii) The government introduced the Electronic Fund Transfer System (EFT). The aim has been to reduce the number of hands in handling cash.   The main achievements of this system include: quick disbursements and therefore reduction of delays and improved accountability due to fewer hands.

(iv) URA Introduced ASYCUDA++ (Automated System for Customs Data) which has significantly reduced cheating by staff and recently ITAS (Integrated Tax Administration System), has been procured which is expected to reduce corruption in the Domestic Taxes Department. URA has instituted modernization programmes and integrity enhancement projects. As reiterated in section 8.1.1(v) it appears these efforts have contributed to improvement in revenue collection. In FY 2006/07, URAs total revenue target was shs.2.555.38bn and actual collection was shs.2.625.74bn indicating a surplus of shs.70.6bn an increase of 17% from the FY 2005/06. (URA official records. February 2008)

(v) The Ministry of Local Government has endeavoured to publicize transfers to District Local Governments through newspapers. This information is also posted on notice boards of Local Governments including the sub counties. The purpose is to increase transparency and awareness that funds have been remitted to local governments and the actual amounts. The Local Government (Inspectorate) carries out regular assessments through LOGICs+, which have been used to determine levels of funding.

(vi) The Parliament passed PPDA Act (2003) aimed at streamlining procurement and disposal of public assets.   The Act

provides strict procurement guidelines which are followed by both the central and local governments. For example, the guidelines provide for: standardized bidding document; opening of bids; modalities for selection of tender awards; and award of tenders. Almost all Local Governments have procurement and disposal units and this is being rolled out to district local governments.

(vii) Government has provided significant space for the operations of Public Accounts Committees of Parliament. These committees have been reported by the public to be vigilant although their impact has been limited by less effectiveness of other agencies which are supposed to follow up and implement the identified corruption cases.

(viii) The Ministry of Public Service has developed a Client Charter[10] (2007/08-2009-10). This document lists: key result areas; commitment; general standards of service delivery; client rights (access to free services, public information etc) and their obligations (not to offer gifts, favours or inducements to staff or to solicit the same, submit timely and accurate accountability and provide timely goods and services); feedback and complaints mechanism; appeal mechanism; and reporting performance against the charter. This charter is being piloted in the districts of: Sembabule and Luweero with the hope to roll it out in all districts.

(ix) The Judiciary has developed a code of judicial conduct (2003). The major principles of the judicial code of conduct include the following: independence; impartiality; integrity; propriety; equality; competence and diligence. There has been establishment of judicial integrity committees[11] and peer committees to promote awareness of the principles and rules set out in this code and encourage all judicial officers to comply with them. In addition, the judiciary has also produced court users' guides. These guides are to educate the public about the court processes and re-building ethics and integrity. These guides have been translated into some local languages including Luganda.

(x) The Judicial Service Commission has introduced complaint system in form of suggestion boxes which are placed at most District Headquarters marked *'Judicial service commission suggestion box'*. This is a positive step for handling complaints from the public.

7.6.2 Challenges

(i) While the government has put in place institutions and systems for fighting corruption, most of the systems are constrained by inadequate enforcement and co-operation of the people.

(ii) In the early 1990s, the government implemented the public service reform programme whose main objective was to rationalize staff, improve remuneration and create efficiency through improved accountability. The main beneficiaries of this programme were judicial officers whose salaries were increased on average by 300% (Ministry of Public Service 2002). The paradox is that all National Integrity Surveys have reported the Judiciary to be among the top three most corrupt institutions in the country.

(iii) While the government has put in place institutions and mechanisms to fight corruption, there are no specific mechanisms for protection of witnesses and whistle blowers. NIS III found the major cause of not reporting corrupt

practices among households to be *lack of knowledge of where to report*.

(iv) While some institutions e.g. Ministries of Finance (MoFPED) and Local Government (MoLG) have instituted Electronic Funds Transfer (EFT) systems and the Integrated Financial Management Systems (IFMS) that are supposed to be efficient, these systems are prone to abuse[12] and not well protected.

7.7 Enhancing and Sustaining Political Support at all levels in the Fight against Corruption.

7.7.1 Achievements

(i) Government has created an enabling environment by establishing institutions for fighting corruption. These include among others: IG, DPP, CID, DEI, PAC, LGAC etc. Secondly, parliament has continued to enact laws intended to fight corruption. Prominent among these include: Leadership Code of Conduct (2002), PPDA Act (2003); in May 2008, the Judiciary established an Anti-Corruption Court as part of the High Court.

(ii) Government has created a liberalized media in the country. Currently, there are over 100 FM radio stations and about 10 TV stations. Similarly, government has licensed numerous newspapers and magazines. All these media houses have had significant leverage to discuss and publish issues on corruption. Further more, government has licensed more than 4 private mobile telecommunication companies which have greatly improved on telecommunication. This has increased public participation in radio and TV programmes on

various issues including corruption and administrative injustice.

(iii) There has been an increase in government commitment to fight corruption. This has been manifested in the prosecution of senior cabinet ministers who were reportedly involved in embezzlement of GAVI funds. There was also imprisonment of high ranking UPDF officers who were reportedly involved in misappropriation of public funds and administrative regularities. Further more, there have been arrests, prosecution and imprisonment of other high ranking public officials.

(iv) Some high ranking public officials have confessed to have misappropriated public funds and subsequently refunded the finances. Although this is not sufficient (because ideally the culprits should be arrested and prosecuted), it is a positive step in creating effectiveness of the measures to fight corruption.

7.7.2 Challenges

(i) Although government has established institutions and parliament has enacted several legislations for fighting corruption, the NIS III findings revealed misgivings among the public about government commitment to fight corruption. Household respondents recognized existence of these institutions, but criticised them for not being very effective. The respondents further reported that public officials engaged in acts of corruption with impunity, since they know that nothing will happen to them. These findings are consistent with revelations of various commissions of inquiry which have unearthed corruption and identified culprits but their recommendations have not been implemented.

(ii) The major challenge faced by government in its commitment to fight corruption arises out of the need to balance political interests and effective service delivery. The dilemma arises out of a mismatch between political

> The major challenge faced by government in its commitment to fight corruption arises out of the need to balance political interests and effective service delivery.

programmes and development objectives. This is referred to as politicization of service delivery.

(iii) Corruption is widely reported and discussed in both the print and electronic media. However, this has not been followed by action. The result could be relegation of corruption to the level of a common occurrence. The freedom to discuss corruption in itself may not yield desired results in the fight against corruption unless the discussions or written articles are followed by concrete actions.

"The accomplice to the crime of corruption is frequently our own indifference"

Bess Myerson

8.0 ASSESMENT OF THE EFFECTIVENESS OF THE MEASURES IN PLACE TO REDUCE INCIDENCES OF CORRUPTION

8.1 Introduction

This Chapter is an analysis of the different measures put in place to reduce corruption. The measures under analysis include both government instituted measures and those of the private sector. Their effectiveness over a period of four years (2004 – 2007) is evaluated based on their successes. The challenges which made them not achieve their mandated goals are noted and relevant future actions are suggested. The specific government actions are highlighted and analyses of which government actions have worked; constraints encountered and future actions that need to be considered in combating corruption. The Chapter also presents international best practices in the fight against corruption.

8.2 Measures Instituted by Government

The government of the Republic of Uganda has put in place a number of institutions with specific mandate in the fight against corruption. The mandates include legal and policy frameworks. The major institution in the fight against corruption is the Inspectorate of Government which is mandated by an Act of Parliament to spear head the fight against corruption and administrative injustice in public offices. The Directorate of Ethics and Integrity (DEI) is mandated with the upholding of ethics and integrity in public offices. DEI also coordinates the activities of the inter agency forum which brings together other anti-corruption agencies including:, the DPP, the CID, the Auditor General's office, the PPDA, the Inspectorate of Public Service, the Inspectorate of Courts, the Local government Inspectorate and the Uganda

Revenue Authority each within their mandate.

The key tools the Inspectorate of Government uses in the fight against corruption include: the Leadership Code of Conduct which requires all leaders to declare their assets and liabilities; Reports to Parliament; and the Regular National Integrity Surveys which the Inspectorate of Government uses to assess corruption and its effects on service delivery; IG programmes for public awareness programmes on corruption and its evils; and the IG Corporate Plan which stipulates the work plan to execute their mandate.

The Parliament of Uganda through select committees examines the reports from various anti-corruption agencies. Public Accounts Committee (PAC) scrutinizes the Auditor General's reports and recommends actions while the Local Government Accounts Committee scrutinizes accounts of the Local Governments. Table 8.1 shows the Analysis of Different Measures the Government has put in Place to Fight Corruption.

Table 8.1 Analysis of Different Measures the Government has put in Place to Fight Corruption.

8.2.1 The Inspectorate of Government

Responsibility	Achievements in (2004-2007)	Challenges	Proposed Future Action
• The IG office is the main institution mandated to fight corruption in Uganda. • It was established in 1986 and is mandated under Article 225 of the 1995 Uganda Constitution to enforce accountability and integrity in public offices. • Under the Inspectorate of Government Act (2002), the IG is mandated: i) to eliminate and foster the elimination of corruption and abuse of public office; and ii) to promote and ensure adherence to the rule of law and justice in administration. The Inspectorate also has a responsibility of enforcing the Leadership Code of Conduct, which is critical in combating corruption. Activities of the Inspectorate of Government therefore centre on promoting and ensuring good governance in public offices.	• Increased compliance to the leadership code from 88% in 2005 to 92% in 2007. (IG Report to Parliament Jan-June 2007) • The Inspectorate through monitoring the utilization of public funds in Central and Local Governments has been carrying out approximately 18 inspections per year and recovers approximately 100million per each inspection (Source: IG official). • Creation of a systems study unit. So far this unit has uncovered some scams in NSSF, Lands and investigations are on going (source: IG official). • Creation of a department of Civil Litigations. This eases work instead of passing through the Solicitor General. • There has been significant improvement in the number of cases reported against those investigated over the last 4 years. For example in: 2004 (2919 received, 2000 investigated); 2005 (2143 received, 1800 investigated); 2006 (1562 received, 1500 investigated); and 2007 (2088 received, 2088 investigated). Source (IG Report to Parliament July-Dec 2007) • Between NIS II and NIS III the following regional offices were opened: Gulu, Kabale, Jinja, Hoima	• Failure by Parliament to lay on the floor the reports by IG as provided under Article 231(3). Hence there has not been any feedback on issues raised and recommendations made. • Lack of cooperation by the Public to stand Witness in Court. • People expect immediate results, yet cases take some considerable time to investigate. • Holding of workshops is constrained by limited resources. • Delays in handling corruption cases by the Courts of Law. For example between July and December 2007, 60 cases were prosecuted out of which there has been zero convictions, 2 cases dismissed, 1 acquittal, 2 cases awaiting judgment, 2 cases withdrawn, and 53 cases still on going in court (source: IG report to Parliament July-Dec 2007 pg 109).	• IG should not only concentrate on prosecution and imprisonment of the culprits but also recovery of embezzled funds. • Parliament should abide by the Constitution and lay to the floor the IG reports.

and Fort Portal bring the number of regional offices to 13.

8.2.2   The IG Corporate Plan
See Annex I, for detailed performance.

8.2.3   The Leadership Code of Conduct

Responsibility	Achievements in (2004-2007)	Challenges	Proposed Future Action
• Leadership Code of Conduct was enacted in 2002 as a measure of ensuring the promotion and maintenance of honest and impartial leaders and the protection of public funds and property, (Constitution of the Republic of Uganda, Article 233 (1).) • The IG is mandated to enforce the Leadership Code of Conduct for Leaders *(see Annex II)*; it requires all specified leaders to declare their incomes, assets and liabilities to the IGG. The Code prohibits conduct that is likely to compromise the honesty, impartiality and integrity of leaders or conduct that leads to corruption in public affairs; and it imposes penalties on leaders who breach the code. • The Leadership Code of Conduct requires specified officers (Grade U3) to declare their incomes, assets and liabilities from time to time and how they acquired them. By breach of this code a person is dismissed or removed from office and	• Compliance to leadership code has increased from 88% in 2005 to 92% in 2007. • Some leaders have been disqualified from being elected into parliament due to failure to declare all their wealth. A case in point ".Mr. Ken Lukyamuzi" [13] • Increased enforcement of the leadership code of conduct has been carried out on regular basis by IG to ensure compliance of Public Institutions. • There is increased awareness in adopting the leadership code of conduct by most managers in Public Institutions	• There are often, uncertainties, delays and difficulties in the implementation of the leadership code as a result of the constitutional ruling that affected parts of the Code. • Lack of mutual corporation agreements with some countries make enforcement of the leadership code outside Uganda a challenge. Especially in follow up and verification of the leaders declared assets and incomes. • The process of verification and investigation of declarations is enormous with a thin staff on the ground. • Lack of leadership code rules and regulations development, which shall remain pending until the amendment of the Leadership Code Act 2002 is achieved.	• Expeditious harmonisation of the constitution and the Leadership Code of conduct for effective administration. • Create mutual technical assistance and agreements with other countries to enable enforcement of the leadership code outside Uganda. • Amend the leadership code law to increase the catchments.

disqualified from holding any other public office whether appointed or elected either generally or for a specified period of time.

8.2.4 Regular National Integrity Surveys
See Chapter 6 for a detailed trend analysis.

Responsibility	Achievements in (2004-2007)	Challenges	Proposed Future Action
The IG as provided in Article 225 (1) of the Constitution is mandated to promote fair, efficient and good governance in public office. The mandate aims at elimination of corruption and abuse of authority by public officers. In line with the mandate, the IG carries out regular National Integrity Surveys.	• The IG has periodically carried out National Integrity Surveys (i.e. 1998, 2003 and 2008). • The NIS (I, II, III) have revealed various forms of corruption and injustices in public service delivery particularly in the Police and the Judiciary. • NIS III reported improvement in quality of service by URA. This was achieved by URA partly as a result of addressing issues raised in NIS II. NIS II had reported URA among the poorest service providers.	• Some recommendations of previous NIS have not been implemented.	• The NIS III recommendations should be implemented by relevant agencies short of which National Integrity Surveys will lose efficacy. • Specific and focused studies should be carried out on institutions (Police and Judiciary) that have been persistently rated high in corruption and administrative injustice by various NIS.

8.2.5 IG Reports to Parliament
Annex III shows selected Recommendations which have not been addressed over a period of time.

Responsibility	Achievements in (2004-2007)	Challenges	Proposed Future Action
• Under Article 231 (1) of the 1995 Constitution, the IG is required to submit to Parliament at least once in every six months a report on the performance of its functions, making such recommendations as it considers necessary and containing such information as Parliament may require.	• The IG as provided for in the 1995 Constitution (Article 231 (1) has regularly produced and submitted to Parliament reports. • The reports include detailed accounts of the nature of investigations carried out and the status of each case as well as prosecutions. • The reports also give a detailed account of public awareness programmes and any other	• Contrary to Article 231(3) which requires Parliament to lay to the floor the IG Report, no single Report has ever been laid before Parliament as required by the Constitution.	• Parliament should abide by the Constitution and lay the reports on the floor as required.

activities carried out during the period, challenges encountered are also highlighted.

8.2.6 Education, Training and Awareness Creation

See Table 8.1 (a) for Detailed Information on Education, Training and Awareness Creation for the Last Four Years.

Responsibility	Achievements in (2004-2007)	Challenges	Proposed Future Action
• The IG has also developed an official training tool "the education, training and awareness manual on corruption (March 2006)". This manual is used by trainers and resource persons to equip empower and prepare the staff of the Inspectorate of Government with appropriate techniques, knowledge and understanding of corrupt acts and tendencies and how it can be combated. The manual provides rich information in terms of content and methodology of how to conduct the trainings.	• Each workshop that the IG has conducted has come up with an action plan on the fight against corruption. • Through student leaders' workshops, Integrity clubs have been formed. One of their main activities is to make regular reports to IG on progress made in the fight against corruption. • Through District Leaders' workshops, there is increased awareness among districts leaders on how to prepare and present books of accounts. Renewed confidence in their operations has been registered in their initiative in organizing internal workshops and even inviting officials from the IG. • Through the District Leaders' workshops, there has been increased rate of declaration of assets and liabilities as stipulated in the leadership code of conduct.	• Corruption is an attitudinal issue, so behaviour change requires time. • After training there is evidence of increase of reporting corruption but this has not reduced corruption incidences. • People's high expectations at the districts that IG should go to lower levels.	• Need for strengthening the monitoring and validation of training action plans developed by trainees. • Need to train the members of media on: i) investigative journalism; ii) responsible reporting. • Need to increase networking with CSOs in the fight against corruption. • Need to further restructure the training programs to reach lower local governments e.g. at sub county levels.

8.2.7 Directorate of Ethics and Integrity (DEI)

Responsibility	Achievements in (2004-2007)	Challenges	Proposed Future Action
• The Directorate of Ethics and Integrity was established in 1998 with a Cabinet Minister in the office of the president. • This was to be done through a rebuilt and strengthened system of integrity, ethical	• Developed 2004-2007 Anti-Corruption strategy with key Anti-Corruption areas of focus[14] • DEI coordinates the IAF, a loose collaboration of anti-corruption agencies. • Building ethics and integrity in the	• IAF remains a loose coalition with no binding decisions on members.	Introduction of a comprehensive curriculum at all levels of learning integrating traditional subjects with courses on ethics, integrity, national values and patriotism.

behaviour and conduct in local governance including civil society, private sector organizations and local communities.	country.		

8.2.8 The Anti-Corruption Strategy

See Chapter 7 for detailed Analysis of the Performance of the Anti-Corruption Strategy.

8.2.9 The Parliament of Uganda

Responsibility	Achievements in (2004-2007)	Challenges	Proposed Future Action
• Promulgation of the 1995 constitution under national objectives and direct principles of state policy stipulate that, "the state and citizens of Uganda are to preserve, protect and promote a culture of preserving public property (Republic of Uganda 1995 objective XXV)" "that all measures should be undertaken to eradicate corruption and abuse of office or misuse of power by those in public office (Republic of Uganda, 1995 objective XXVI)". • The Constitution makes all public offices and those in positions of leadership answerable and accountable to the people of Uganda (Republic of Uganda, 1995) Objective XXVI.	• The Parliament of Uganda has been instrumental in expediting the passing of relevant Anti-Corruption legislations[15]. • One of the powers that the Parliament has, as an Anti-Corruption sanction, is that of censuring Ministers accused of engaging in acts of abuse of office, misconduct and misbehaviour. This power is conferred under the provisions of article 118(1) of the 1995 Constitution. The Parliament has exercised (or threatened to exercise) this power on a number of occasions, including the censure of some ministers during the sixth parliament (1996-2001).	• The multi-party political system operational in Uganda divides members of parliament on party lines. Where members have to be loyal to their parties regardless of whether this loyalty translates into being passive on issues regarding corruption. It is demanded that members of a party give a caucus view not personal conviction so as to protect their candidature on the party ticket.	• Expedite the enactment of the Protection Whistle Blowers Bill for currently in Parliament. • Expedite the revision of the prevention of corruption Act aiming at broadening the offence of corruption to include several types of fraud and not only bribery. • It is for the good of this country that leaders (in this case legislative arm of government) to separate partisan politics in national issues.

8.2.10 The Parliamentary Accounts Committee

Responsibility	Achievements	Challenges	Proposed Future Action
• Monitoring of government expenditures and enforcing accountability. (Republic of	• Have received , discussed and made recommendations on a series of complaints, prominent of which	• PAC is constrained by a heavy back log of cases. For example they are currently handling cases of 2002 as	• Need for expediting the implementation of recommendations of PAC.

Responsibility	Achievements	Challenges	Proposed Future Action
Uganda, 1995) Article 163 (3) • The main sources of complaints are: (i) Auditor Generals reports (regular and special) (ii) Direct petition from aggrieved parties (individuals or organizations). (iii) Whistle blowers	include: (i) Refund of Ush.20m by cabinet minister who had irregularly borrowed it from a private FM radio station in Gulu. (ii) Misappropriation of CHOGM funds by the different sectors. It is PAC that took initial interest in the need of audit of CHOGM accounts. (iii) PAC produced a special report (2005) on misallocation of Butabika hospital land. This report is yet to be debated in parliament. (iv) The halting of irregular allocation in the former Tri-Star Apparels premises to an unknown investor. This was accomplished through a whistle blower who duly informed PAC.	reported by the Auditor Generals report for the FY ended June, 2002. • The committee responds to queries reported by the Auditor General which unfortunately are too belated. For example the committee is currently handling 2002/03 FY reports. • Limited implementation of PAC recommendations by relevant agencies. • It is a generally held view that PAC has done a commendable job in monitoring government expenditures. They have however reportedly been frustrated by other government agencies particularly CID and the Judiciary in handling of cases. • Personal Security of members of PAC due to sensitivity of the issues they handle. For example, it is suspected that the recent attack at the Vice Chairperson of PAC residence (where a personal vehicle was burnt) was linked to his active membership at PAC.	• Provision of personal security to PAC members given the sensitivity of the work they handle. • Enacting and operationalizing the whistle blowers Protection Act.

8.2.11 Parliamentary Local Governments Accounts Committee

Responsibility	Achievements in (2004-2007)	Challenges	Proposed Future Action
• The accounts of every Local Government Council and Administrative Unit are audited by the Auditor-General and the report of the audited accounts submitted to the Local Government Accounts Committee.	• The arrest of Tororo District Officials for abuse of office, which case is still in Court (at the time of this Survey) was initiated by the Chairman of this committee both in his individual capacity and as area MP.	• In some instances, some corrupt district leaders influence PAC operations in districts	

8.2.12 Directorate of Public Prosecutions (DPP)

Responsibility	Achievements in (2004-2007)	Challenges	Proposed Future Action

Responsibility	Achievements	Challenges	Proposed Future Action
• The Directorate of Public Prosecutions (DPP) is empowered by the Prevention of Corruption Act (1970) to investigate and prosecute cases of corruption. • DPP is the key prosecutorial agency with the mandate to institute and control all criminal cases in Uganda, Republic of Uganda, 1995 Article (120). • The DPP has the power to search, seize, arrest and interrogate suspects. The Director of Public Prosecutions is appointed by the President on the recommendation of the Public Service Commission and with the approval of Parliament. • The DPP works closely with the Criminal Investigation Department in Police (CID) and the Judiciary.	• DPP was involved in the creation of the Witness Protection Act. • Have assisted in developing prosecutorial capacity at IG and provision of expertise whenever needed.	• Case backlogs in courts erode public confidence in the institutions and systems that handle corruption. • People's attitude, especially on government property, makes it difficult to have witnesses since they do not consider public property as their own. • There seem to be general lack of nationalism and patriotism among public officers. • Obtaining concrete evidence. According to the law of Uganda, one is presumed innocent until proved guilty. The proving of one as guilty requires convincing the judge or panel of judges beyond any reasonable doubt. This has sometimes led to cases being dismissed due to lack of tangible sufficient evidence.	• The DPP should improve its performance in execution of cases to build confidence in the institution by the public. • Increase sensitization of public officers on the management and ownership of public property.

8.2.14 Criminal Investigation Department (CID)

Responsibility	Achievements in (2004-2007)	Challenges	Proposed Future Action
• Carry out regular investigations of corrupt practices. • Submit corrupt cases to DPP and Courts for follow-up and prosecution.	• In 2006 they set up the Police Professional Standards Unit (PPSU) to fight corruption within the police force. This is the unit that recently arrested 17 traffic Police Officers in the act of receiving bribes and the case is in court. • Under the Anti-Corruption threshold project: i) 50 Police	• Lack of capacity in terms of trained human resources to detect high technology and cyber crimes, which are currently the most rampant forms of crimes. • Delays in uncovering Fraud in government e.g the auditor general reports usually come out years after the fraud has been committed. The delays in PAC also aggravate this	• There is need to train staff to detect high technology and cyber crimes. • There should be a mechanism to ensure that before expenditure is approved, it is strictly scrutinized. This will reduce on corruption unlike the current system where the

	Officers have been trained in financial management and procurement in order to be able to investigate financial matters in the public sector e.g. the CID recently uncovered a racket between the MoFPED IFMS and MoWs and the case is on going in court; and ii) police has acquired sophisticated high tech equipment to detect forged documents.	problem e.g. at the time of the study in Feb 2008, they were debating 2002/03. • Bureaucracy in government processes hampers timely execution of the required evidence for corruption cases. • Lack of an adequate Witness Protection scheme often discourages witnesses from testifying in court hence most corruption cases are lost in courts. • People's ignorance of their Rights fans corruption. • Inadequate facilitation hampers effective investigation of corruption cases.	Auditor General and PAC scrutinize expenditures *"post-mortem"* • Enforce the Access to Information Act (2006) which would enable the CID to obtain the information required for investigation in time. • Put in place adequate protection measures to encourage witnesses in corruption cases to testify in court. • The CID should conduct civic education to sensitize members of the public about their rights and obligations.

8.2.15 The Inspectorate of Courts

Responsibility	Achievements in (2004-2007)	Challenges	Proposed Future Action
The Inspectorate of Courts monitors and evaluates the performance of Magistrates with the overall goal of improving the quality of service, efficiency and effectiveness in the Magisterial area. It also handles and investigates complaints from the public and Court users.	• Establishment of the Integrity Committee which : (i) Carries out regular Judiciary Integrity surveys. One major finding of these surveys was that the corruption in the judiciary was mainly by non-court officers (court clerks). (ii) The publication of "The Uganda Code of Judicial Conduct 2003", which spells out the expected conduct of a judicial officer. • Creation of public relations and communication office in the judiciary and printing the court users' guide. Which educates the masses about court processes • *New Vision 30/5/08.* "Judicial Service Commission dismisses	• The Inspectorate of Government wants their cases to be handled in a pre-conceived manner which is contrary to the workings of the traditional court system. Whenever they lose, they insinuate that the courts have been compromised. • The outcome of the court decision is as a result of concerted efforts with other organs such as investigation and prosecution thus the outcome is not entirely attributable to the courts. • Public ignorance of court processes encourages corruption. Court Clerks are exploiting this ignorance to extort money from unsuspecting public.	• There is need to institute courts to exclusively handle cases of corruption. • When a case of corruption comes up, the various Anti-Corruption agencies should jointly review it and build a consensus on the way forward. • Intensify public sensitization and education on the judicial system and court processes through local FM radio stations and translating brochures in major local languages.

officers linked to corruption."

8.2.16 Auditor –General			
Responsibility	**Achievements in (2004-2007)**	**Challenges**	**Proposed Future Action**
• Auditor General (AG) is the overall audit institution that acts as the watch dog over Financial Integrity (Republic of Uganda, 1995) Article 4 (1). • The Auditor General shall on behalf of Parliament, examine, inquire into and audit the accounts of: The Accountant General; All accounting officers; All persons entrusted with the collection, receipt, custody issue or payment of public moneys, or with the receipt, issue, sale, transfer or delivery of nay stamps, securities, stores or other Government property; classified expenditure centres. • The Auditor General audits and reports on the public accounts of Uganda and on all public offices. • The AG conducts Value for Money (VFM)[16] audits in regard to any project involving public funds and also audits the Local Governments and submits reports to the Parliament. • Auditor General also authorizes withdrawals of funds from the consolidated	• Auditor-General's Office discovered one of the major high profile cases including Global Fund where they particularly carried out the forensic audit that was used by the "Justice Ogola Commission" inquiring into this scandal. • The AG was also successful in the audit of NSSF and brought to light the Nsiimbi scandal whose inquiry led to high profile dismissals and prosecutions. • Together with IG, the Auditor General was instrumental in the amendments of the Local Government Act to re-centralize the position of CAO and Town Clerks whose appointment by the DSC was fuelling corruption. • The Auditor General also participated in the amendment of the Local Government Act establishing Contract Committees in the place of District Tender Boards that had been highly compromised by local politics. • The Auditor General reports have provided leads to the IG in their investigations; one such case was the alarm sounding in the KCC Procurement and Management Contract.	• Long time lag between the time the AG raises the report and the PAC discusses it. This leads to loss of many of the cases. • Some policies such as liberation, privatization and decentralization, if not carefully handled can easily breed corruption. • By 2007, the Auditor General's office had only 70 qualified staff hence they are unable to carry out VFM and concentrate on paper audits.	• There is need for the AG to pro actively detect fraud through regular audits rather than the current post mortem audits which go as far back as five years e.g., currently (2008) the AG is auditing accounts of fiscal year 2003/2004 where some corrupt officers may even have died, left government service or run away. • In order for the AG to effectively address prompt value for money audits, there is need to contract out most of the audit back logs to reputable firms. However, the AG should retain the monitoring and validation roles of the contracted assignments

fund.

8.2.18 Public Service Inspectorate

Responsibility	Achievements in (2004-2007)	Challenges	Proposed Future Action
The inspectorate is mandated : • To provide support to ministries, departments, agencies, MDAs and LGs to develop performance and service delivery standards. • To inspect and monitor the performance of MDAs and LGs and provide support supervision. • To promote compliance with policies, standards, rules, regulations and procedures to facilitate improved service delivery with the aim of contributing to the realization of national development goals.	Under the Public Service Reform Programme, the Ministry has instituted initiatives aimed at strengthening the fight against corruption; these include: • Result Oriented Management (ROM) which focuses on effectiveness and efficiency in use of public resources • Client Charters which are basically social contracts between providers and the people aiming on having the two agree to programmes of action on one part and expectations on the other so as to better service delivery. • The Ministry has updated public service regulations i.e. standing orders, code of conduct and procedures for carrying out work (Revised Standing Orders Bill 2006). • The Ministry has computerized the payroll to clean it of ghost workers. This continuing process has progressively reduced losses of public money through the payroll.	• Some public sectors e.g. the Police are grossly under paid • Inadequate political support for implementation of proposed reforms such as pay reforms. • Collapse of the Value System. This has led to loss of moral values among public servants. This loss of integrity has become worse among the young working generation • Absence of a living wage[17] in public service. • Apprehensiveness of the population regarding corrupt public servants[18] • Discriminatory remuneration[19] structures across the public sector.	• Public service should design and implement a pay structure that closes the current income gap between the public and private sectors. • There is need to build national values based on character modelling, inculcating the spirit of nationalism, patriotism and common good. This requires the intervention at the highest political level. It is after this that such values can then percolate through all political and technical structures of government.

8.2.19 Local Government Inspectorate

Responsibility	Achievements in (2004-2007)	Challenges	Proposed Future Action
• To inspect the Local Governments on financial matters. • Local Governments under this mandate include 80 districts, 13 Municipalities as well as lower Local	• Introduction of new financial regulations • Initiating the re-centralization of appointment of the CAOs • Have developed an anti-corruption strategy for the local government sector.	• Low human resource capacity in the Inspectorate e.g. there are currently only 12 inspectors who are supposed to inspect 80 districts, over 5000 lower Local Governments and 13 Municipalities	• There is a need for the introduction of *e-inspection*. This is particularly possible given the existing Local Government Information and Communication System (LOGICS). This system is

Responsibility	Achievements in (2004-2007)	Challenges	Proposed Future Action
Governments (Town Councils and the Sub Counties)	• Have developed a generic training manual. • Regular publication in the media of the financial transfers to the local governments. • Carried out assessment of Local Governments.		clearly provided in all Local Governments under the Fiscal Decentralization Strategy (FDS)

8.2.20 The Public Procurement and Disposal of Public Assets Authority (PPDA)

Responsibility	Achievements in (2004-2007)	Challenges	Proposed Future Action
• PPDA is an independent agency managed by the Public Prosecution and Disposal of Public Assets Act 2006. • PPDA mandate is to fight public procurement corruption by harmonizing Local Government procurement with the PPDA Act 2003.	• Has regulated public procurement by setting guidelines and standards that have strengthened compliance and assisted in public procurement. • Strengthened the law that established the authority e.g. by harmonizing the Local Government Act 1997 with the Public Procurement Act. 2006. • Carried out a capacity needs assessment in 2007 covering both the Providers (suppliers) and entities (users of the goods and services) coupled with training of Public Procurement Officers and professionalizing them.	• Procurement is a new phenomenon, and as such there is lack of capacity in form of trained qualified procurement officers. • Political interference in procurement processes (e.g. the CHOGM procurements which were allegedly flouted)	Encourage training of procurement practitioners.

8.2.22 Uganda Revenue Authority (URA)

Responsibility	Achievements in (2004-2007)	Challenges	Proposed Future Action
• Established by an Act of Parliament in 1991 to collect Taxes on behalf of the government of Uganda. • Types of Taxes collected under the law: 1. Domestic Taxes (Income Tax, Excise Duty, Consumption/ Expenditure Tax- VAT local) 2. International Trade Taxes	• There has been significant reduction in corruption as manifested in the improvement of revenue collection[20] after introduction of paying all taxes through the bank. • Introduced ASYCUDA++ (Automated Systems for Customs Data) and recently ITAS (Integrated Tax Administration System), which is expected to	• Limited funding to buy off the shelf systems. • A strongly entrenched culture of corruption in Uganda. This infects even the incorrupt. • Many of the corrupt officials connive with the public and it becomes an uphill task to get information from the public on staff that is corrupt. • Much of URA work has or involves "third parties" e.g. clearing agents	• Staff development and training of middle level managers. This is because they are the operational force of URA. • Partnership with donor agencies like DFID, DANIDA to fund some of Anti-Corruption projects (Need funding for procuring systems lie detectors, closed

(Import Duty, Excise Duty on Imports, VAT on Imports and Withholding Tax)	reduce corruption in the Domestic Tax Department. ● Introduced toll free call centre No.0800117000 to enable people corruption cases as well as seek tax related information, on average, 1,000 people call this centre per day. ● Has developed and is implementing a Modernization Plan 2006-2009[21]. ● Established an Integrity 3 year Project[22] ● URA has also developed a tax education curriculum from primary up to tertiary level. The aim is to inculcate tax knowledge in population. ● URA has established Open Minds Forum (monthly public lectures) on critical issues regarding taxation etc ● Establishment of a Disciplinary Committee[23].	and other external stakeholders. URA's efforts are therefore over stretched in changing the behaviour of not only its staff but also the stakeholders (whole chain of stakeholders) ● Lack of specific tailored laws on anti corruption particularly lack of evidence to incriminate the corrupt officials.	– circuit cameras, scanners (verification of assorted merchandize), high speed vehicles and boats. ● Massive sensitizations by the integrity project in URA. ● All processes will be re-engineered to actions, effectiveness and efficiency. ● Developing a Human Resource policy to handle staff misconduct is waiting approval by management and Board. ● Revision of the remuneration structure to address existing disparities within the organization. This seems to be a common problem in many agencies of government.

8.2.6 The IG Education, Training and Awareness Creation programmes

This section assesses the effectiveness of the education and training programmes provided by the Inspectorate of Government to build the capacity and prepare their staff for the fight against corruption and promotion of good governance, over the last four years. The IG appreciates that the capacity to fight corruption can only be achieved through the cooperation, support, exchange of ideas and interaction with other institutions both at the national and international levels. Based on this, the IG has developed an official training tool "the education, training and awareness manual on corruption (March 2006)". This manual is used by trainers and resource persons to equip empower and prepare the staff of the Inspectorate of Government with appropriate techniques, knowledge and understanding of corrupt acts and tendencies and how they can be combated. The manual provides rich information in terms of content and methodology on how to conduct the training.

To assess the success of the IG Education and Training programmes, the training programmes undertaken during the last four years were analysed. The analysis was two fold: a) the training programmes organized for the IG staff; and b) training programmes organized for the stakeholders in the fight against corruption. The evaluation centred on the following: i) the impact of the training to the recipients (staff or stakeholders); ii) if the training translated into building a sense of responsibility; iii) if the training led to increased corruption cases reported; iv) challenges encountered; and v) future action.

1. Impact of the Training

(i) In 2006/7, the Inspectorate of Government carried out 6 stakeholders workshops up from 4 in 2004/5. Each workshop came up with action plans that the participants thought can reduce corruption. Examples of some of such action plans were formulated during the student leaders seminar for tertiary institutions held in northern region of Uganda at Gulu University on 29-30th March 2008. This seminar came up with several action plans which included: a) corruption should be made a capital offense; b) IG should organize annual seminars on corruption in all regions; c) government should not offer leadership positions to those implicated in corrupt practices; d) IG should open up offices in all districts; and e) empowerment of agencies in the fight against corruption.

(ii) As a result of Stakeholders workshops, Integrity clubs have been formed. For example, in the students leaders workshop held in Jinja on 13-14 October 2007, the participants resolved to form Anti-Corruption clubs at school level. On the 15th March 2008, the Director, Education and Prevention of Corruption in the Inspectorate of Government were among the

> As a result of workshops, integrity clubs have been formed in various higher institutions of learning

guests that gathered at Bishop Stuart University in Mbarara to witness, the launching of the Ambassadors Integrity Clubs.

(iii) Students have been involved in writing poems to sensitize their fellow students on the evils of corruption.

(iv) Integrity Ambassadors clubs were also launched at : UCC Tororo; Busoga University; School of Tourism and Catering Jinja; Kyambogo University; Makerere University; Uganda Christian University Mukono; UCC Kabale; Mbarara University of Science and Technology among others.

(v) Student Leaders' seminars have been conducted in various places. These include: Makarere University where all Tertiary Institutions and universities around Kampala including UCU Mukono and Uganda Martyrs University Nkozi attended. Another was carried out in Mbarara University (MUST) where all tertiary institutions in south western Uganda were represented. Further, other trainings were carried out in Jinja and Gulu covering all tertiary institutions in Eastern and Northern Uganda respectively.

2. Building a Sense of Responsibility
(i) District leaders have acquired confidence in presenting books of accounts. This has been achieved through training workshops facilitated by the Inspectorate of Government. The trainings have instilled skills of financial reporting and communication.

(ii) The workshops have inculcated a positive attitude towards the Inspectorate of Government. Previously, District Leaders would hide by mere mention or sight of officials/vehicle from the Inspectorate of Government.

But following educative training workshops, now District Leaders even organize workshops and invite officials from IG to facilitate.

(ii) Through the district leaders' workshops, there has been reduction in interference of political leaders in the day-to-day technical operations of the districts and various officials have come to appreciate each others role.

3. Increased corruption cases reported
(i) Following the stakeholders workshops, the Inspectorate of Government has been called upon to investigate incidences of corruption (many complaints have been received).

(ii) It has also been reported by the IG offices that student leaders following sensitization from workshops, report on corruption in areas outside their institutions. The major achievements of the training workshops are indicated in Table 8.1 (a).

Table 8.2 IG Training Programmes and their Outcomes

Year	Type of Training	Training Centres and Participating Districts	Outcomes
2004	(a) Training of IG staff		• Each workshop has an action plan.
	(b) Training of stakeholders	• **Arua:** Arua, Yumbe, Koboko, Moyo, Nebbi, Adjumani, Maracha, and Terego;	• There is increased awareness that is reflected through the number of complaints that are lodged or reported through the regional offices.
-			• Students' leaders are active and participating in the recruitments of more members who help to talk to lower level people like students in secondary schools.
2005	(a) Training of IG staff	• **Kabale:** Kabale, Kisoro, Kanungu and Rukungiri;	• Student leaders make reports to the Inspectorate of Government on the progress made in the fight against corruption; this has particularly taken place in Arua District.
	(b) Training of stakeholders	• **Fort portal:** Kabalore, Kamwenge, Bundibugyo, Kasese, and Kyenjojo;	• The District Leaders currently organize internal workshops where they invite officials from the Inspectorate of Government to attend.
		• **Mbale:** Manafwa, Bududa, and Sironko;	• Majority of the District leaders have gained the confidence to present books of accounts at the stipulated period.
2006	(a) Training of IG staff	• **Jinja:** Jinja, Kaliro, and Kamuli;	• There are more cooperation between district officials and the officials of the Inspectorate of Government. The district officials no longer run away from IG officials.
	(b) Training of stakeholders		• There is clear separation of roles at the district which has led to reduction in conflicts. CAO's and Town Clerks are no longer being sacked without good reason. Declaration of assets and liabilities has increased as stipulated in the leadership code.
2007	(a) Training of IG staff	• **Iganga:** Iganga, Mayugye, Namutumba, and Bugiri.	
	(b) Training of stakeholders		

Note: (i)   Internal means training of IG staff,
(ii)   External means training of other stakeholders
(iii) Venues rotated through the regions of the country namely, Arua, Jinja, Kabale, Mbarara, Gulu, Kampala, Hoima, Kaliro, Iganga, and Fort portal.

8.3 Private Anti-Corruption Initiatives

Besides government measures in the fight against corruption, there are a number of vibrant non-state (Private) anti-corruption initiatives, prominent of which include: the Media; Civil Society Organizations; the Anti-Corruption Coalition of Uganda (ACCU); Transparency International; Uganda Debt Network; the Uganda Chapter of the African Parliamentarians Network against Corruption (APNAC); and the Institute of Corporate Governance of Uganda (ICGU). The achievements and challenges of these organizations are indicated in
Table 8.2

Table 8.3   Private Anti-Corruption Initiatives

Organization/Initiative	Achievements in (2004-2007)	Challenges	Proposed Future Action
Media	• The Uganda government has provided freedom of speech and independent media. • Uganda ranks as no. 114 out of 195 countries on the 2007 freedom of the press world ranking by freedom house. • It is also ranked no.96 out of 169 of the 2007 world wide press freedom index. • Several surveys indicate that the media in Uganda is relatively free and plays an important role in exposing corruption.	• The government at times selectively arrests or harasses journalist as reported by the business Anti-Corruption Portal (2008). • The Business Portal (2008) also indicates that the Uganda government applies a sedition law selectively to journalists who are perceived as members of the opposition.	The government should apply the media law objectively in case of errant journalists.
Civil Society Organizations	• Civil Society is quite vibrant in Uganda and NGOs contribute significantly to the country's social, economic and political life. For example, many NGOs are major players in the social service delivery (health and education) as well as governance (UJCC, UWONET, UHRI, etc)	NGOs are vulnerable to abuse of legal restrictions including the manipulation of legal requirements. This arises out of government suspicion of the activities of some NGOs.	• There is need for more transparency among NGOs regarding their activities. • There is need for more coordination with local governments within their areas of operations.
Anti-Corruption Coalition Uganda	• Umbrella group of more than 70 CBOs seeking to curb corruption in Uganda. • The main achievement is raising public consciousness about corruption in public office. • Due to ACCU initiatives there has also been formation of regional Anti-Corruption coalitions namely: Karamoja, Apac, Teso and Kigezi. • The ACCU organizes an Anti-Corruption week every year in	• Strengthening coordination among members. • The risk of personal security of Anti-Corruption activities. •	

	December. The purpose of which is to mobilize civil society in the fight against corruption. • Successful mobilization of Pubic demonstrations to oppose the government decision to give away Mabira natural forest reserve for sugar cane growing. Government subsequently abandoned the idea. • Interdiction and remand of 10 corrupt officials in Rwenzori region. • Demand for accountability of CHOGM funds resulting in the Auditor General's scathing revelations of unprecedented graft.		
Transparency International Uganda	• Transparency International (TI) works at both the national and international level to curb the supply of and demand for bribery and corruption. • TI is the only global NGO with around 90 national chapters' world wide exclusively devoted to combating corruption. • TI conducts regular surveys of corruption index among countries with the aim of promoting integrity and accountability. • Undertakes advocacy work on Anti-Corruption laws, holds workshops, and arranges campaigns, seminars and events.	• Some governments which have been rated high on corruption index have challenged the authenticity of the sources of information used by TI to develop the corruption index. • Hostile corrupt governments who may not provide favourable government for TI to operate. •	• TI should corroborate the information they have with relevant government institutions. • Instead of harassing the work of TI the government should improve their levels of accountability and Anti-Corruption initiatives which will subsequently improve their corruption index.
8.2.5 The Uganda Debt Network	• Advocacy and lobbying coalition of NGOs institutions and individuals with the over 100 members.	• Continued government indebtedness to the current $2.3b even after a series of HIPC initiatives	Continue strengthening advocacy and lobbying.

	• Regular monitoring of Uganda's public indebtedness. • UDN has also regularly monitored public expenditures across sectors. • UDN organizes workshops on and creation of awareness and prevention of corruption. • It was formed as a result of civil society concern with the social economic development of the country due to the unsustainable level of Uganda debt burden.	
The Uganda Chapter of the African Parliamentarians Network Against Corruption (APNAC)	• Established in 2000 as one of the partners in the network. • The chapter is active in advocacy and networking within and outside parliament on corruption issues. • The chapter in collaboration with TI has completed a pilot project on domestication of African union convention on preventing and combating corruption.	• Decisions of African Union (AU) parliament are not binding on member countries. •	It is good to domesticate the AU convention although it would be better to enact actual enabling national laws for preventing and combating corruption.
The Institute of Corporate Governance of Uganda	• Developed guidelines with minimum standards for corporate governance based on OECD and the CACG standards. • The institute conducts workshops and gives lectures on Corporate Social Responsibility and Corporate fraud.	•	

• Source: Freedom House: Freedom in the world – Uganda 2007; Global Press Freedom rankings 2007; World-Wide Press Freedom Index 2007; TI Chapter Uganda & Honoria H. Legislative and Policy Measures in Uganda vis-à-vis Practical challenges of compliance with AU Anti-Corruption Convention 2005.

8.4 International Best Practices in Fighting Corruption:

A number of countries have put in place anti-corruption initiatives that have registered significant levels of success in fighting corruption in their countries. Examples of such initiatives can be drawn from Singapore, South Korea and Rwanda.

8.4.1 Singapore:

Singapore is among the countries currently referred to as "the Asian Tigers". Since 1959 under the first Prime Minister Lee Kuan Yew, Singapore underwent significant socio-economic changes that have transformed Singapore from third to first World (Lee Kuan Yew 2006). It is critical to note that the major force for socio-economic transformation is good governance characterized by accountability. The main specific actions undertaken to enforce accountability and check corruption were the following:

- Rejection of the British colonial method of relying on the police in investigating cases of corruption. In Singapore this was unacceptable because in relying on the police to handle corruption cases would tantamount "*giving a candy to a child thinking that it will not be eaten*".
- Comprehensive anti-corruption legislation that is reviewed periodically to address the changi8nmg character of corruption.
- Heavy punishment for the guilty hence making corruption a high risk and low rewarding undertaking.
- Political will was the most important attribute in enforcing anti-corruption legislation and measures in Singapore.

8.4.2 South Korea

The Republic of Korea is also among the Asian Tigers that have successfully transformed their economies from poverty to economic and social development. Like the case of Singapore the success of South Korea is largely attributed to strict enforcement of accountability in Public Institutions. The specific actions included:

- Enactment of the Protection of whistle blowers (Republic of Korea Anti-corruption Act (2001) cap 3 Art. 25-39)
- Heavy punishment of offenders initiated by Gen. Pak Chang Hee (1954-1974) instilled fear in population thus making a high risk and low reward activity. This fear became entrenched in the social fabric of all Koreans.
- However the success of all anti-corruption initiatives in Korea depended largely on the political commitment to investigate, prosecute, recover and heavily punish the culprits.

8.4.3 Rwanda:

Rwanda is a very small country neighbouring Uganda the South West. The country has recently recovered from the 1994 genocide where close to one million people (Tutsis and moderate Hutus) were massacred by Hutu extremists. The incumbent government has take long strides in rebuilding the shattered country particularly in enforcing accountability. The prominent measures that have been taken include the following:

- Rationalization of government operations comprising: sale of all government vehicles with exception of the President, Chief Justice and Prime Minister. This has saved significant resource outlay that would have been lost in fraudulent purchases and maintenance of vehicles. In addition, the government does not allow renting of private premises for operations of government business. The aim here is to prevent fraud and related corrupt practices in procurement.
- Monthly stakeholder forum under which Cabinet ministers private sector and civil society meet to share information and
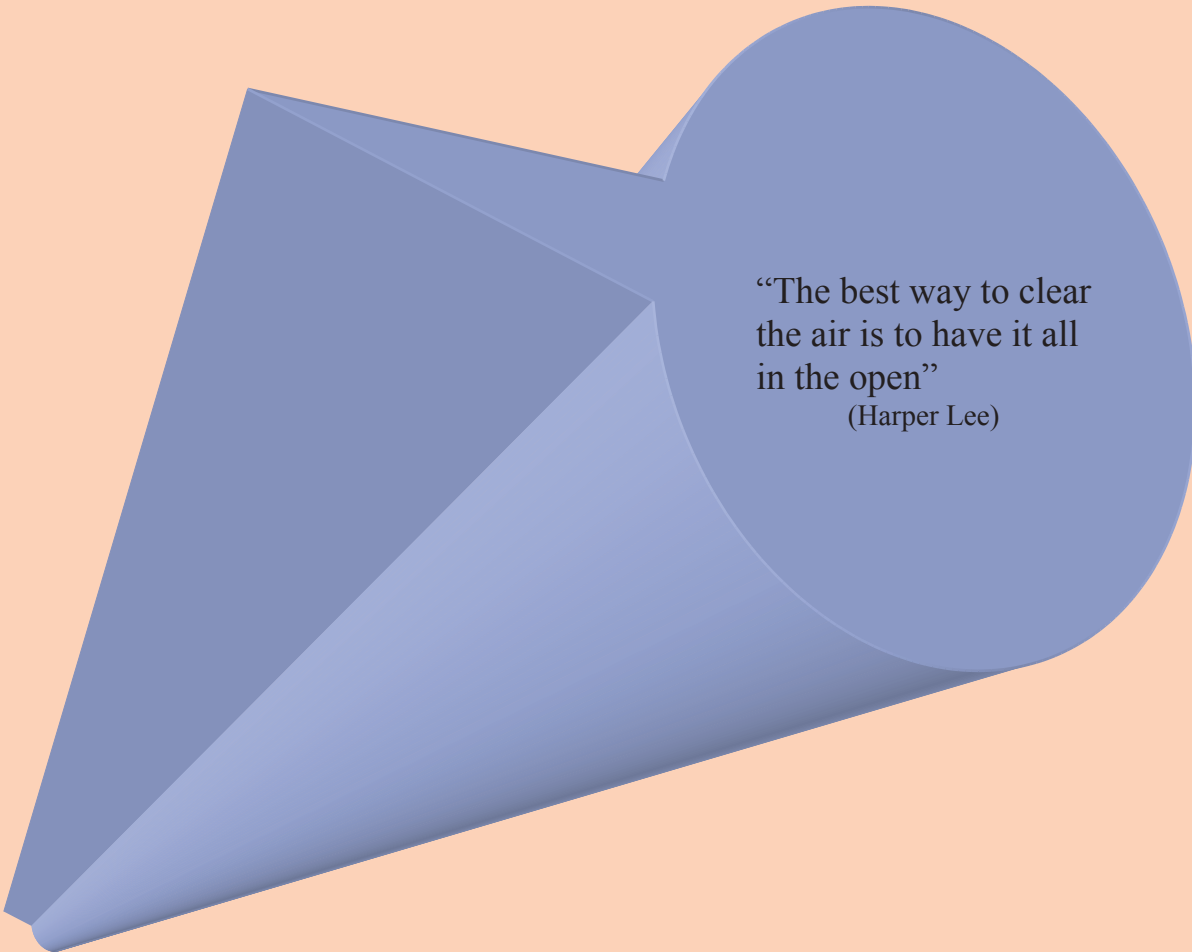
discuss problems in their respective areas of operations. This is an open air complaint system that has played a significant role in streamlining government operations. The achievements of this forum include quick licensing of businesses as unnecessary delays will be revealed in the next stakeholder meeting.

- It is worth noting that all these achievements have been possible by the high commitment of the political leadership.

8.5 Key Learning Points

BOX 8.1:Key Learning Points

1. **Improvement in remuneration of staff per se is not sufficient** in curbing corruption among Public officials. This is exemplified by the fact that institutions with reportedly the highest level of corruption were: Judiciary; Police; and Uganda Revenue Authority (URA). While Police is an institution with poor remuneration, the Judiciary and URA pay reasonable remuneration to their staff.

2. **Corruption manifested through Management by crisis:** this is a new form of corruption where some unscrupulous public officials deliberately refuse to plan early enough in order to create a crisis later that would justify rushed decision making. They prefer management by crisis because by the time of implementation of the envisaged activities, the activities are already time barred. The aim is to ensure that hefty expenditures are hurriedly approved without time for detecting any flaws in the transactions. This form of corruption is practiced at high political levels and mainly involving public works and is therefore more difficult to address as for instance compared to micro level corruption that takes place in local governments.

3. **Syndicate Corruption-** This is where a number of strategically placed public officials in different Public Institutions connive to achieve their personal interests including embezzlement of colossal sums of public funds.

4. **Corruption has become a coveted way of life** as those who have amassed wealth Irrespective of the means used to acquire such wealth are glorified as heroes, while those with integrity are regarded as failures in society. Almost all services are provided on the basis of "something for something". The key learning point here is that fighting such a corruption cancer requires not only rules and regulations but building an ethical infrastructure. Such infrastructures would comprise inculcating national values: revitalizing moral character building to encounter the current moral decay; creating national pride and the love for public goods. As re-iterated by Mwalimu Julius Kambarage Nyerere, first President of the United Republic of Tanzania: "*if public interest becomes private then the public dies*".

5. **People are not aware of the cost of corruption**. It was realized through the survey that most people were not aware of the cost of embezzlement of public funds or abuse of office on delivery of services. It is apparent that while most people were aware of the prevalence of corruption forms in their areas, they neither understood the various forms of corruption (bribery, extortion, nepotism, etc) nor the direct link between corruption and poverty. The implication is inculcating in the population the cost of corruption in terms of impact on service provision and poverty levels in communities.

6. Countries that have succeeded in fighting corruption have been mainly facilitated by **high level of political commitment.** A case in point: Singapore[24], South Korea[25], and Rwanda[26]. The weak implementation of laws and lack good-will among the public and complacency among the various levels of government have led to high prevalence of corruption.

"The best way to clear
the air is to have it all
in the open"
(Harper Lee)

9.0 EMERGING ISSUES AND RECOMMENDATIONS

9.1   Introduction

Table 9.1 presents critical issues arising from the 3rd National Integrity Survey (NIS III). The issues cover the themes of:

1 Prevalence of corruption incidences and administrative injustice in public service and factors that account for their occurrence;
2 Trends in prevalence of corruption;
3 Assessment of the effectiveness of the measures to reduce incidences of corruption;
4 Challenges facing implementation of the Anti-Corruption strategy and the corporate plan.

The issues emerged from the three surveys of: Household; Public Institutions; and Private Enterprises. The information from Focus Group Discussions and Key Informants has also been included. The chapter also presents recommendations corresponding to each specific emerging issue.   The recommendations are presented in such a way that they can be practically implemented based on information obtained from the survey. It is because of these reasons that the recommendations are divided into two major categories namely; short term; and long term recommendations. The former period constitute 2 calendar years while the latter comprise a period of more than 2 years.

Table 9.1 Emerging Issues and Recommendations

9.2   Prevalence of Corruption Incidences and Administrative Injustice in Public Service and Factors that account for their occurrence

Emerging Issues	Recommendations	
	Short-term (below 2 years)	Long-term (over 2 years)
1. Corruption has been glorified as an acceptable way of life. Wealthy members of society are regarded as heroes even when they are known to have acquired their wealth through corrupt means. On the other hand, those with integrity but less wealthy are regarded as failures in society. This is the highest level of societal betray regarding building moral, character, national values and creation of a just society.	i) Institute radical measures e.g. prosecuting the corrupt at all levels and administering reward and sanction measures, including recovery of the stolen funds. ii) Heavy punishment for the guilty and making corruption a high risk and low rewarding activity.	Incorporate in the school curriculum: moral values; national pride; public good; and social justice modules.
2. People will only value a service to the extent to which they have paid a bribe for it. If a public servant does not ask for or accept a bribe, the recipient tends not to value that service or does not think that he/she has received a genuine service. People think that a person who does not receive a bribe or ask for one is not normal or is alien to the society	Sensitize people about the evils of corruption and that it is their right to access free service from public servants.	Continuous building of a National Value System, Moral Character Building, Love for Public Goods and Promotion of Social Justice.
3. There is emergence of *syndicate corruption* where a chain of errant officials in different government institutions or at different levels in one institution connive and embezzle public funds without detection.	(i) Carry out regular transfers. (ii) Carryout regular Monitoring and Evaluation for value for money. (iii) Use independent auditors for all programmes.	**(i) Abolish the Provision For Permanent and Pensionable Employment.** (ii) Introduce the concept of **"Performance Contracts" based on the principle of result oriented management and "purchasing results".**
4. *Management by crisis.* Here, public officials deliberately delay planning for certain high value specific activities until the need for the activity becomes time barred. In that case, the officials justify hefty expenditures which are hurriedly passed as justification for implementing the activity.	Concerned government officials should be prosecuted and charged with negligence of duty and heavily punished.	Government officials should be inducted and attend short management courses.

5. According to the Global Integrity (2006), more than half the annual Uganda government budget is lost to corruption each year amounting to **$959m** and 65% of corruption cases are procurement related. Similarly the Auditor General has estimated that Ug. Shs.2.1b is lost through fraud payment to dead, retired or sacked civil servants. The 2006 World Bank Enterprise Survey indicates that 50.5% of businesses expected to give gifts in order to get things done.	Grant IG powers to recover embezzled funds in addition to heavy punishment of the culprits. Strengthen enforcement of the Anti-Corruption strategy e.g. taking regular and prompt actions on AG and other Commissions of Inquiry Reports.
6. The household survey revealed *lack of knowledge of where to report* as a major reason for not reporting corruption cases. Other reasons included fear of retribution.	• The Inspectorate of Government enhances education and awareness programmes to increase public awareness of IG activities and procedures for reporting corruption cases. • Protection of people who report the cases of corruption. Inculcating community policing of public projects and programmes. The aim is to make the community the eye and ear of the IG and Government.
7. There are some sectors where corruption has been persistently rated highest in NIS I 1998, NIS II 2003 and NIS III 2008. The sectors are: Police (general); Traffic Police; and the Judiciary.	The causes of these persistent high rates of corruption seem to be complex and elusive. This requires **Precise Focused Studies** in those sectors to clearly understand the intricacies that underlie chronic corruption in these sectors. The long term strategies will be defined by the results of the sector focused studies.
8. There are various forms of administrative injustices which include: **(a) Human resource management** Unfair disciplinary actions; unfair staff transfers; and polarization of staff by senior management and politicians through cliques. **b) Financial management** i) Inadequate remittances and delay of funds from the centre to the districts; and ii) Discrepancies in salary structures in Public Institutions	Clear definition of roles for leaders at the district level. The aim is to streamline duties and reduce un necessary interference of some officers into the work of others, a situation that has led to cliques and divided allegiance. The central government should ensure that there is equity in remuneration of staff across Public Institutions. It should also ensure that there is matching of devolved responsibilities with corresponding resource envelope. The Ministry of Public service should ensure that public servants internalize and adhere to the newly developed Client Charter and the new Standing Orders. There is need for local government to develop strategy for local revenue enhancement. The government should develop a wage policy that harmonizes the wages of all public servants.
9 Frustrating investors through unnecessary delays in granting licences and permits	Introduction of the **Caravan Approach** to licensing businesses. Under this approach, all the licensing authorities move together and process all the required licences in one area.

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9.3 Trends in Prevalence of Corruption

Emerging Issues	Recommendations	
	Short-term (below 2 years)	Long-term (over 2 years)
1. There is a general consensus among respondents that corruption is on the increase in government departments and in the private sector.	(i) Introduction of performance contracts. (*ii*) Prosecution and recovery of stolen funds.	Continuous building of national value system, moral character building, love for public good and promotion of social justice (creation of new ethos).
2. There has been an emergence of "brief case" NGOs in the country which have fuelled corruption in this sector.	Ensure increased monitoring of NGO activities through local leadership.	Make people understand the consequences of corruption. This could be done through Public-Private Partnerships and CSOs.
3. Some people condone corruption as it protects their reputation through cover up of offences and help to avoid high penalties.	Penalties should be **reasonable** and **affordable**, by the law breakers. This will also increase adherence.	Institute punitive measures for chronic offenders.
4. A new dimension of corruption in from of wide discrepancies in public officials' salaries has emerged. People holding the same positions in different public sectors have different salary scales. To reduce the salary gap, some errant government officials engage in corrupt practices.	Harmonize salary scales and other emoluments according to positions held.	Develop, implement and adhere to a national employment policy.
5. There are two types of corruption namely: i) grand political corruption; ii) micro corruption. While there have been some efforts in tackling the latter, there has been dismal effort in addressing the former. Yet grand corruption carries high costs to the community as compared to micro corruption.	The anti- corruption strategy should focus not only on prosecution and imprisonment but also put more emphasis on recovery of embezzled funds from high ranking government officials.	(i) Building political will at the highest level. This is when efforts for addressing corruption will percolate to the lower levels. (ii) Political leadership at the highest level should come out and play its vanguard role of inculcating national values and building the moral social fabric.
6. Uganda government is pursuing a Neo-liberal economy characterized by competitiveness, fuelled by private sector growth, which has increased materialism and consequently high levels of corruption. (i) These vices are being infused into the young generation through high lifestyles in terms of flashy cars, luxurious houses, imported clothes	(i) It is imperative that the government strengthens enforcement of laws, rules and regulations in order to regulate economic activities and ensure equitable social service delivery. (ii) Improve access to micro finance aimed at improving household income.	(i) Continuous building of national value system, moral character building, love for public good and promotion of social justice. (ii) Continue with the new liberal economic policies but institute measures for reducing disparities e.g. through fiscal regimes, prudent

Emerging Issues	Recommendations	
	Short-term (below 2 years)	Long-term (over 2 years)
and expensive schools for children all achieved in ultra short time of their service. (ii) All these have greatly increased disparities in income and access to services e.g. education, health, utilities, communication facilities, etc. thereby accelerating corruption as people crave to catch up with the rest.		monetary policies and adequate provision of social services e.g. health, quality education, etc. (iii) The government should accelerate poverty reduction measures.

9.4   Challenges Facing Implementation of the Anti-Corruption Strategy and the Inspectorate of Government Corporate Plan

Emerging Issues	Recommendations	
	Short-term (below 2 years)	Long-term (over 2 years)
1. Weak enforcement of existing legislation for fighting corruption. There is low good will for would-be witness to stand in court in corruption.	(i) Strengthening enforcement of existing anti-corruption legislation. It is commendable that there has been establishment of the anti-corruption court as a division of the High Court.	Building moral values and inculcating rights and obligation in the population.
2. There is lack of understanding of the role of office of the Inspectorate of Government (IG) by the people.	(i) There is need to intensify sensitization of the population on the concept of the Inspectorate of Government, the mandate and the roles of the Inspectorate of Government. The radio is the most effective medium to achieve this. (ii) The Inspectorate of Government needs to demystify the office, its roles and their activities. The regional offices should play a significant role in this regard.	Increased visibility of the IG through actions such as apprehension of corrupt officials and recovery of embezzled funds and assets.
3. The anti-corruption agencies are always not up to date. E.g. the Auditor General has just completed Reports of FY 2003/2004. 4. This implies that Parliamentary Accounts Committees always belatedly scrutinize audit reports and as a result, follow-up of cases becomes difficult.	(i) The Auditor General should not only depend on Financial Year reports, but also carry out "on-spot" audits of selected sectors, within the on-going Financial Year. (ii) The identified corrupt cases, e.g. from IG reports should be quickly responded to, culprits prosecuted, imprisoned and embezzled funds recovered expeditiously.	Improve capacity of Auditor General's office to carry out prompt audits.

5. There is general laxity by government in monitoring, supervision, and inspection[1] of the operations of all its departments. Thus, there are loopholes within the system creating a situation of corruption.	The introduction of performance contracts as reiterated in section 10.1 (2) recommendation (ii) of this report will help to reduce the problem of laxity among government officials.	Improved support supervision to reduce proneness to corrupt tendencies.
6. Political interference in the Anti-Corruption efforts. It is paradoxical that the same government that established the Inspectorate of Government and other Anti-Corruption agencies, (DPP, PPDA, AG, PAC, Police, CID) etc is the same government that has at times directly interfered in the prosecution of corrupt officials [2]	There should be deliberate efforts by all stakeholders to ensure that government respects the separation of powers of the independent arms of state and other independent agencies.	A strong political will to separate politics from technical implementation of government programmes.

9.5 Assessment of the Effectiveness of the Measures to Reduce Incidences of Corruption

Emerging Issues	Recommendations	
	Short-term (below 2 years)	Long-term (over 2 years)
1. Despite a number of institutions that have been put in place by the government to fight corruption (IG, DPP, AG, DEI, PPDA, and CID), the majority of respondents are not aware of them.	It is not enough to establish institutions to fight corruption, but to build the capacity and create enabling environment e.g. through legislation for these institutions to arrest, prosecute, imprison and recover the embezzled public funds from corrupt officials. This will increase the level of awareness of these institutions.	The Anti-Corruption institutions should ensure that they marshal all the needed support (political and social) and address corrupt practices through prosecution, imprisonment and recovery of embezzled funds without fear or favour.
2. Inadequate coordination of the Anti-Corruption institutions.	Need for holding a regular Joint Sector Review (JSR) for all Anti-Corruption agencies just like the review in the Water and Sanitation, Education and Health sectors.	Increased collaborative undertakings by relevant agencies to achieve joint targets.
3. Politicization of service delivery or corruption that holds government at ransom. The implication of punishing corrupt individuals is interpreted as punishing the community where the person hails from. When this was further analysed, it was	Separation of personalities from institutions e.g. arrest, prosecute and recover stolen funds irrespective of political inclination and ethnicity of culprits.	(i) Building National Integrity Values and Ethics Systems. (ii) De-politicization of public service delivery.

[1] Regular fire breakouts in schools (case of Budo junior school, Army Boarding school Fort Portal). The preliminary investigation results show that there has not been inspection of schools for the last 4 years.

[2] The Inspectorate of Government issued a warrant of arrest to Major Rowland Kakooza Mutale, which the Courts revoked under the appeal supported by Government executive.

	found that such individuals have to pay back through promotion of nepotism (e.g. only employing people from ones community) which exacerbates corruption. This creates corruption – nepotism – nexus as indicated in Figure 4.2	
4.	Corruption is highly outspoken in both the print and electronic media. There have been many talk shows on electronic media and many articles in the print media. The danger with this scenario is risking the relegation of corruption as a normal occurrence. Indeed, it has been said many times by government at the highest political level that people have been given freedom to talk about anything in the media.	Appreciation and recognition of the media by government as a major partner in the fight against corruption and administrative injustice.
5.	Ignorance about court procedures leads to some would-be court users to believe that they need to influence the outcome of a case. This has been worsened by the arrogance and aloofness of the magistrates as reported by the Judicial Integrity Survey (2004) page 15. This arrogance and aloofness has led to fear of potential litigants to face magistrates hence devising corrupt means in order to access the justice system.	(i) Intensify sensitization of the public on basic court processes. This can be effectively done given the currently wide coverage of FM radio stations. (ii) The law week which is currently operational should be strengthened through giving the public opportunity to interact with court officers so as to learn the day-to-day operations of the judiciary. (iii) The public should be informed about disciplinary measures of errant officers. This would increase reporting of errant officers by the public. However, the reporting should be made cheaper e.g. introduction of toll free call centres.
		Investigate media allegations, follow up of reported cases in the media, and if validated, apprehend and prosecute the cases.
		Intensify Civic Education on: Human Rights; National Values, Individual Obligations; Public Order; Operations of Various Arms Of Government And State Powers And Privileges.

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ANNEXES

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ANNEX I: The Inspectorate of Government Corporate Plan 2004-2009

The Inspectorate of Government Corporate Plan 2004-2009

The IG Corporate and Development Plan (CADP) is a 5-year approach to planning and resource allocation in fighting corruption in Uganda. The purpose of CADP 2004-2009 was to: a) focus and coordinate efforts in tackling corruption; and b) establishing realistic, challenging goals and objectives. The current CADP 2004-2009 was launched in April 2005 with the following objectives:

(i)   To strengthen and build the capacity of the IG to meet its legislative mandate;
(ii)   To monitor the utilization of public funds in all Central and Local Government Departments / Institutions, Budgeting Process, Procurements, as well as all revenue collections, from both local and development partners;
(iii)   To sensitize, educate and enlist public support against corruption; strengthen weak systems and policies in Government Institutions and to monitor levels of corruption through periodic integrity surveys; and
(iv)   To promote and foster strategic partnerships to fight corruption, abuse of office and administrative malpractice.

According to the report on "*Activities and Achievements of the Inspectorate of Government June 2008*", the Inspectorate of Government in implementing this Corporate Plan, 2004-2009, has made significant achievements particularly in the areas of: prosecution; implementation of the leadership code; intervening and halting irregularities in procurement; and recovery of embezzled funds

(i)   Prosecution of public officials accused of corruption. During the period January 2007 – June 2008, the IG after carrying out investigations arrested and charged 60 officials in court for abuse of office and corruption. Prominent among these include:

- Hon. Jim Katugugu Muhwezi – former Minister of Health – causing financial loss and abuse of office
- Captain Mike Mukula – Minister of State for Health i/c Primary Health - causing financial loss and abuse of office
- Dr. Alex Kamugisha – former Minster of State for Health i/c Primary Health – causing financial loss and abuse of office.
- Ms. Alice Kaboyo – Former Private Secretary to His Excellency the President - causing financial loss and abuse of office.
- Hon. Tinkasimire Barnabas – Former A/CAO Tororo – abuse of office
- Mr. Mulondo Thomas – Chairman Kayunga District – abuse of office, causing financial loss and neglect of duty.
- Mr. Masaba Richard – Mayor Mbale Municipal Council.
- Dr. Ogaram David – Commissioner for Labour Min. of Labour and Social Development – abuse of office.

(ii)   Implementation of the Leadership Code;
- The level of compliance to the leadership code as at 31/3/2007 was 94%.
- The office of IG is focusing on verification of declarations and during 2007, the incomes and assets and liabilities of 138 leaders were physically verified.
- Two leaders: Hon. Ken Lukyamuzi (former MP Rubaga South) and Mr. Paul Musoke (former Chairperson LCIII – Njeru Town Council), vacated office for failure to declare his income, assets and liabilities; and for conflict of interest respectively.

(iii)   Intervening and halting of irregularities in procurements. The IG intervened and ordered the cancellation of tenders worth Ug.shs.355,257,460,475 billion. Prominent among these include:

- NSSF – Nsimbe Estate Housing Project Ug.shs.107.25 billion
- Procurement of the vendor for the National population Data Bank Ug.shs.239.25 billion
- Fraud in tendering by the Uganda Police Contracts Committee Ug.shs.6.800,000,000=
- Alleged shoddy work done on Sembabule Valley tanks, Ug.shs.1,247,461,494=

(iv)   Recovery of embezzled funds. In 2007, IG recovered Ug. Shs.978,178,260=, prominent among these include:

- The GAVI CASE recovered, Ug.shs.495,000,000=;
- Fraudulent award of contract for water main NWSC – Mbarara area, Ug.shs.86,000,000=
- Mismanagement of funds for by Adjumani District Officials, Ug.shs.78,456,760=
- Embezzlement of teachers' salaries and maintenance of ghost teachers of the payroll by various schools in Iganga District, Ug.shs. 25,579,339=

However, the major constraint remains the failure by the Inspectorate of Government to go further and recover the stolen public funds and auctioning of properties acquired through corrupt means. It is hoped that the forth coming Corporate Plan will be strengthened so as to address the above identified constraints. The table below shows the performance of the Corporate Plan:

Selected Aspects of the IG Corporate and Development Plan (2004-2009)

1. To Strengthen and Build the Capacity of the IG to meet its Legislative Mandate;

Performance	Challenges/Constraints	Future Action
• The Inspectorate of Government has been strengthened with powers to prosecute corrupt officials (Section 14 (5) of Inspectorate of Government Act 2000. • The Leadership Code was passed by Parliament 2002 and requires all public officials to regularly declare their wealth. • A Member of Parliament[3] lost his seat due to failure to declare his wealth as provided for under the Leadership Code.	• The Inspectorate of Government is constrained by weak enforcement and lack of good-will by the public to testify in court against culprits. • Most of the audit reports from Auditor General (AG) are usually belated. The AG always handles the auditing belatedly hence, some of the culprits in the corruption cases are found to have already left the offices they had occupied at the time when the funds were embezzled.	• Enactment and enforcement of Witness and Whistle Blowers Protection Legislation. • The Government should facilitate the Auditor General to enhance capacity to carry out Audits in time.

2. To Monitor the Utilization of Public Funds in all Central and Local Government Departments/Institutions, Budgeting Process, Procurements, as well as all Revenue Collections, From Both Local and Development Partners;

Performance	Challenges/Constraints	Future Action
• The Inspectorate has intervened and halted several procurement processes that were bedevilled with irregularities in various government departments. Prominent among these include: (i) Procurement of Thermal Generators (ii) Procurement of National Identity Cards. (iii) Revenue collections by UEDCL (Uganda Electricity Distribution Company Limited).	• The culprits involved in the procurement irregularities have neither been arrested nor prosecuted. • There is evidence of influence peddling by high ranking politicians which apparently interferes with investigations for example in the case of procurement for Printing National Identity Cards.	• Arrest and prosecute all culprits.

3. To Sensitize, Educate and Enlist Public Support against Corruption, Strengthen Weak Systems and Policies in Government

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[3] 7th Parliament, Member of Parliament for Rubaga South Constituency.

Institutions and to Monitor levels of Corruption through Periodic Integrity Surveys;

Performance	Challenges/Constraints	Future Action
• The Inspectorate of Government through the Directorate of Education has carried out training for both the Inspectorate of Government staff and the public. • The training on enhancing good governance through accountability was done in the district centres of Arua, Kabale, Fort portal, Mbale, Jinja and Iganga. • The Inspectorate of Government officials were trained in investigations, prosecutions, surveillance techniques and computer applications. • It is partly through education and training, that most people are now aware of the Inspectorate of Government. This level of awareness of the Inspectorate of Government has been increasing as indicated by 32% in 1998; 70% in 2003; and 72.5% in 2008. • It is envisaged that improved awareness about the Inspectorate of Government will result into increased reporting of those engaged in corruption and abuse of public offices. • Strengthening of systems and policies The Inspectorate of Government has been monitoring the levels of corruption through conducting regular National Integrity Surveys. The first was conducted in 1998,	• The training and sensitization has not reached the grass root population as many people (27.8%) are still not aware about the Inspectorate of Government. • Though most people (72.5%) are aware of the IG, this knowledge is not reflected in the reporting levels as 97.2% of the respondents reportedly had knowledge of a case of corruption but have not reported. • Majority of the people (50.9%) indicated that they *do not know the procedure for reporting corruption cases*. • Constraints on building systems and developing policies. • The IG has regularly conducted National Integrity Surveys (NIS I, NIS II and NIS III) but the problem is that most recommendations from the NIS have not been adequately implemented. For instance, the Police and Judiciary have been identified as the most corrupt institutions by the previous surveys (NIS I and NIS II) but no drastic measures have been taken to curb the vice in these institutions. This had led to apprehensiveness among the people against these institutions.	• Carry out more sensitization at grass root about the IG, IG roles and procedures of reporting corruption cases. • Evolve and implement specific actions targeted at improving integrity in the Police and the Judiciary.

(NIS I), the second NIS II in 2003 and the third NIS III in 2008.

4. To Promote and foster Strategic Partnerships to fight Corruption, Abuse of Office and Administrative Malpractice.

Performance	Challenges/Constraints	Future Action
• The Inspectorate of Government widened the fight against corruption and abuse of office through developing partnerships with 18 Anti-Corruption agencies namely: DEI, MoFPED, Ministry of Internal Affairs, Ministry of Local Government, Ministry of Public Service, Office of Auditor General, URA, PPDA, DPP, Police, CID, Judiciary, The 18 agencies have constituted a forum agency against corruption and have contributed to the fight against corruption through various ways (see Table 8.1) • Abuse of office and administrative malpractice	• There is still lack of co-ordination among these Agencies. • There is conflict among some of the Anti-Corruption agencies which has further hindered co-ordination and in some cases constrained investigations of corruption cases.	• Avoid conflicts and enhance co-ordination along the lines of Joint Sector Reviews (JSRs) like those in Health, Education and Water and Sanitations sectors.

ANNEX II   The Schedule of Leaders Specified Under the Leadership Code of Conduct

The Leadership Code of Conduct

The Leadership Code of Conduct was enacted in 2002[4] as a measure of ensuring the promotion and maintenance of honest and impartial leaders and the protection of public funds and property [Republic of Uganda, Article 233 (1).]

The IG is mandated to enforce the Leadership Code of Conduct for Leaders. It requires all specified leaders to declare their incomes, assets and liabilities to the IGG. The Code prohibits conduct that is likely to compromise the honesty, impartiality and integrity of leaders or conduct that leads to corruption in public affairs; and it imposes penalties on leaders who breach the code.

Part A-Political Leaders

1. President
2. Vice President
3. Speaker and Deputy Speaker of Parliament
4. Chairperson and Vice Chairperson of The National Conference under the Movement Political System
5. Prime Minister and Deputy Prime Minister
6. National Political Commissar under the Movement Political System
7. Attorney-General, Minister, Minister of State and Deputy Minister
8. Member of Parliament
9. Director and Deputy Director of Movement Political System
10. A Member of the National Executive of any Political Party or Organization.
11. Chairperson, Vice Chairperson of a District or Sub Country; A Member of a District Executive Committee, A District Councilor and a Municipality Chairperson, and Speaker and Deputy Speaker of a District Council.

Part B – Specified Officers

12. Judges of the Courts of Judicature.
13. President and Deputy President of the Industrial Court.
14. Magistrate
15. Registrar of the Courts of Judicature.
16. Inspector of Courts
17. Permanent Secretary
18. Head of Government Department by Whatever Name Called; Head of Division or Section in a Government Department.
19. Presidential Advisor, Presidential Assistant
20. Presidential Aides, Private Secretaries in President's Office and State House.
21. Ambassador and High Commissioner
22. All Officers in the Uganda Peoples Defense Forces
23. Director-General of the Internal Security Organization (ISO) and Director General of External Security Organization (ESO) and their Deputies; and the External Security Organization (ESO)

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[4] Date of assent: 25th June 2002, Date of Commencement 12th July 2002.

24. Inspector General of Government, Deputy Inspector General of Government Head or Director of Department By Whatever Name Called, Head of Division or Section in the Inspectorate of Government.
25. Inspector General of Police, Deputy Inspector General of Police and Officer of or Above the Rank of Assistant Superintendent of Police.
26. Commissioner of Prisons, Deputy Commissioner of Prisons and Prisons Officer of or Above the Rank of Assistant Superintendent of Prisons.
27. Resident District Commissioner, Deputy and Assistant Resident District Commissioner.
28. Chief Administrative Officer, Deputy Chief Administrative Officer and Assistant District Administrative Officer, Town Clerk and Assistant Town Clerk, Treasurer, Deputy and Assistant Treasurer.
29. Head of a District Directorate or Department
30. Head or Deputy Head of Secondary School, and Post Secondary Tertiary Institution.
31. A Member and Secretary of any Commission or Board Established By the Constitution or any other Law.
32. Commissioner-General, Deputy Commissioner General and Commissioner of the Uganda Revenue Authority and All URA Employees of or above the Rank of Assistant Revenue Officer.
33. Governor, Deputy Governor, Secretary, Director and Deputy Director of the Bank of Uganda, Head of Department By Whatever Name Called, Head of Division or Section.
34. Vice Chancellor, Deputy Vice Chancellor and Secretary, Dean, Warden, Head of Department By Whatever Name Called of a University and Director, Deputy Director and Principal of a Tertiary Institution.
35. Auditor General and all Staff in the Auditor General's Office of or above the Rank of Auditor.
36. Director and Manager of a Cooperative Union, Departmental Head of a Cooperative Union.
37. Member of Urban or Local Government Tender Board or District Service Commission and Sub County Chiefs.
38. Chairperson, Board Members, Chief Executive and Deputy Chief Executive of a Public Body, Head of Department by whatever name called, Head of Division or Section of a Public Body, and a Member and Secretary of the Central Tender Board and Contract Committee.
39. Accountant in a Government Department or in Parastatal, Constitutional Commissions and all other Statutory Bodies set up by an Act of Parliament.
40. Project Manager, Project Coordinator, Project Administrator, Project Financial Controller/Accountant of Government of Public Body Project
41. A Manager, By Whatever Name Called, and Secretary of a Bank in which Government has a Controlling Interest.

ANNEX III   The Inspectorate of Government Reports to Parliament

The IG Reports to Parliament

Under Article 231 (1) of the 1995 Constitution of the Republic of Uganda, the Inspectorate of Government is required to submit to Parliament at least once in every six months a report on performance of its function, making such recommendations as IG considers necessary and containing such information as Parliament may require.

The reports of the Inspectorate of Government to Parliament reviewed were: January – June, 2003; July – December, 2003; January- June, 2004; July – December, 2004; July-December, 2005; January – June, 2006; July – December, 2006; January – June; and July –Dec, 2007. In this section the consultant has highlighted some recommendations that have not been addressed over a long time and recommends the way forward.

Some IG Recommendations to Parliament that have not been Addressed over a Long-time.

January – June, 2003	July – December, 2003	January – June 2004	July – December, 2004
Government should expedite the enactment of the Witness Protection Law.	Government should expedite the enactment of the Witness protection Law.	Government should expedite the enactment of the Witness Protection Law	
Special Anti-Corruption courts should be established to reduce on the court delays	Special Anti-Corruption Courts should be established to reduce on court delays	Special Anti-Corruption Courts should be established to reduce on court delays.	Special Anti-Corruption Courts should be established to reduce on the court delays.
	Parliament should give priority to the amendment of the Leadership Code Act, following the nullification of some sections by the constitutional court	Expedite the amendment of Leadership Code to harmonize with the constitution	
	Funds to implement Leadership Code Act within and outside the country	Political support in the implementation of the Leadership Code within and outside the country.	
	Strict enforcement of PPDA Act 2003 on Local Government Tender Boards in handling procurement	District Tender Boards should be appointed by a neutral authority such as PPDA Authority instead of District politicians who manipulate them.	PPDA Act 2003 should strictly be adhered to by the Local Government Tender Boards.
Training of Magistrates in financial crime should be carried out to save on the time spent by them trying to grasp technical matters pertaining to the nature of cases prosecuted by IGG		Training of Magistrates in Financial Crime to save time in trying to grasp technical matters pertaining to the nature of cases prosecuted by IG	Training of Magistrates in Financial Crime, to save time spent trying to grasp technical matters prosecuted by IG.
July – December, 2005	**January – June, 2006**	**July – December, 2006**	**January – June, 2007**
Expedite the Amendment on the Leadership Code Act to harmonize sections which are in conflict with the Constitution.	Expedite amendment of Leadership Code Act to enable harmonization of sections that are in conflict with the constitution.	Parliament should give political support for the implementation and compliance with the Leadership Code Act.	Political support for the implementation and compliance with the leadership Code Act 2002

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Government should establish mutual technical assistance agreements with other countries to enable effecting inquiries into leaders' income, assets and liabilities outside Uganda.	Government should establish mutual technical assistance agreement with other countries to ease verification and investigation into the leaders' incomes, assets and liabilities outside Uganda.	Government to establish mutual technical assistance agreements with other countries to ease verification and investigation into the leaders' incomes, assets and liabilities outside Uganda.	Government should establish mutual technical assistance agreements with other countries to be able to verify leaders' incomes, assets and liabilities outside Uganda.
		Expedite the establishment of special Anti-Corruption courts to reduce on court delays.	Relevant institutions should expedite the process of establishing special Anti-Corruption courts to reduce court delays.
Strict action should be taken on Institutions/individuals who ignore to implement the IG recommendations	Relevant Parliamentary Committees should summon Institutions/individuals who ignore to implement IG recommendations	Relevant Parliamentary committees should summon public officers, political leaders or heads of institutions reported to have failed to implement IG recommendations.	Relevant Parliamentary Committees should summon Institutions/individuals who ignore to implement IG recommendations
Members of Parliament should give political support for the implementation and compliance with the Leadership Code Act 2002.	Parliament to give political support for the implementation and compliance with the leadership Code Act.		
Harmonize Article 120 (4) and IG Act 2002 Section 14 (8) of the Constitution where only DPP has powers to withdraw charges to include IG in the sub-clause.		Harmonize laws guiding the independence of IG, DSC, PSC, AG so that they compliment one another instead of causing delays arising out of constant consultations.	

ANNEX V: Overall Sample Distribution.

2.1 (a) Distribution of Respondents in the Central Region.

District	Population	Sample Size	Actual	Private Enterprises	Public Institutions	FGD
Central Region						
Kalangala	36,661	18	19	2	6	1
Kampala	1,208,544	586	601	120	419	1
Kayunga	297,081	144	144	3	7	1
Kiboga	231,718	113	108	2	6	1
Luweero	336,616	163	155	3	7	1
Lyantonde	66,175	32	36	4	7	1
Masaka	767,759	372	377	2	6	1
Mityana	269,763	131	121	2	6	1
Mpigi	414,757	201	213	3	7	1
Mubende	436,493	211	190	2	7	1
Mukono	807,923	391	381	2	6	1
Nakaseke	138,011	67	59	2	5	1
Nakasongola	125,297	61	65	2	5	1
Rakai	405,631	197	190	2	3	1
Sembabule	184,178	90	83	2	7	1
Wakiso	957,280	464	471	3	7	1
Total	**6,683,887**	**3,241**	**3,213**	**156**	**511**	**16**

2.1 (b) Distribution of Respondents in the Northern Region.

District	Population	Sample Size	Actual	Private Enterprises	Public Institutions	FGD
Northern Region						
Abim	58,590	28	32	2	7	1
Adjumani	201,493	98	95	2	3	1
Amolatar	96,374	47	47	2	7	1
Amuru	177,783	86	86	2	5	1
Apac	405,524	197	199	2	7	1
Arua	413,113	200	196	2	5	1
Dokolo	131,047	64	64	2	7	1
Gulu	290,624	141	151	2	6	1
Kaabong	379,775	184	103	2	6	1
Kitgum	286,122	139	144	2	7	1
Koboko	131,604	64	58	2	3	1
Kotido	157,765	76	97	2	7	1
Lira	530,342	257	258	2	7	1
Nyadri	310,338	150	169	2	7	1
Moroto	170,506	83	116	2	7	1
Moyo	199,912	97	64	2	7	1

Nakapiripirit	153,862	75	93	2	7	1
Nebbi	433,466	210	224	2	6	1
Oyam	270,720	131	130	2	7	1
Pader	293,679	142	139	2	7	1
Yumbe	253,325	123	119	2	7	1
Total	**5,345,964**	**2,592**	**2,584**	**42**	**132**	**21**

2.1 (c) Distributions of Respondents in the Eastern Region

Eastern Region						
District	Population	Sample Size	Actual	Private Enterprises	Public Institutions	FGD
Amuria	183,817	89	101	2	3	1
Budaka	221,525	107	121	2	7	1
Bududa	124,368	60	65	2	6	1
Bugiri	426,522	207	220	2	6	1
Bukedea	122,527	59	61	2	5	1
Bukwo	49,826	24	24	2	3	1
Busia	228,181	111	119	3	7	1
Namutumba	169,156	82	83	2	7	1
Butaleja	160,927	78	89	2	7	1
Iganga	547,155	265	281	2	7	1
Jinja	413,937	201	196	2	7	1
Kaberamaido	122,924	60	63	2	5	1
Kaliro	153,513	74	73	2	7	1
Kamuli	558,566	271	269	2	6	1
Kapchorwa	143,684	70	89	2	4	1
Katakwi	123,215	60	60	2	7	1
Kumi	265,488	129	118	2	7	1
Manafwa	264,383	128	106	2	7	1
Mayuge	326,567	158	164	2	7	1
Mbale	332,174	161	187	2	7	1
Pallisa	300,729	146	147	2	7	1
Sironko	291,906	142	134	2	5	1
Soroti	371,986	180	178	2	7	1
Tororo	398,601	193	201	2	7	1
Total	**6,301,677**	**3,055**	**3,149**	**49**	**148**	**24**

2.1 (d) Distribution of Respondents in the Western Region.

District	Population	Sample Size	Actual	Public/Private Enterprises	Public Institutions	FGD
Buliisa	64,823	31	28	3	7	1
Bundibugyo	212,884	103	114	2	7	1
Bushenyi	723,427	351	372	2	7	1
Hoima	349,204	169	172	3	7	1
Ibanda	198,043	96	107	2	7	1
Isingiro	318,913	155	178	2	7	1
Kabale	471,783	229	243	2	7	1
Kabarole	359,180	174	183	2	7	1
Kamwenge	295,313	143	148	2	7	1
Kanungu	205,095	100	100	2	7	1
Kasese	532,993	259	270	2	7	1
Kibaale	413,353	200	200	2	7	1
Kiruhura	212,087	103	115	2	7	1
Kisoro	219,427	106	107	2	7	1
Kyenjojo	380,362	184	186	2	7	1
Masindi	405,042	196	198	2	6	1
Mbarara	360,008	175	175	2	7	1
Ntungamo	386,816	188	198	2	7	1
Rukungiri	308,696	150	154	2	7	1
Total	**6,417,449**	**3,112**	**3,248**	**40**	**132**	**19**

To

ANNEX VI   Key Findings on the Prevalence of Corruption and Administrative Injustices in Uganda.

District	IG	Source of IG Information			Form of Corruption prevalent				Reason for engaging in corrupt practices					Ever Reported a corruption case	Reason for not reporting a corruption case				Solution to address corruption			
	Awareness	Local Council	Radio	Newspaper	Bribery	Embezzlement	Nepotism	Extortion	Greed	Low Salary	Lack of job security	Poor supervision	Ignorance of their rights		Don't know where to report	Feared to offend people	Laborious process	Fear of retribution	Sensitization / education	Strengthening enforcement	Improvement of salary	Establish IG offices
Central Region (%)																						
Kalangala	89.5	0.0	100	0.0	52.6	5.3	15.8	21.1	12.5	43.8	0.0	6.3	18.8	0.0	33.3	16.7	16.7	33.3	13.3	46.7	26.7	0.0
Kampala	86.1	2.6	79.3	11.0	72.4	16.4	5.3	1.0	57.3	30.7	1.9	2.5	3.7	6.5	38.0	19.8	20.7	21.5	28.5	34.7	23.0	6.4
Kayunga	81.9	8.6	85.3	3.5	63.8	21.0	5.1	6.5	54.9	31.2	2.5	4.9	4.1	2.2	58.5	15.1	5.7	20.8	32.2	24.8	24.0	4.1
Kiboga	77.8	5.1	91.0	0.0	69.9	16.5	3.9	2.9	72.0	12.2	0.0	4.9	7.3	4.7	52.7	14.5	16.4	16.4	27.1	32.9	17.6	4.7
Luweero	83.0	5.2	90.4	0.0	64.8	13.8	5.0	4.4	56.8	24.0	4.0	4.0	7.2	1.3	68.0	6.7	17.3	8.0	29.9	33.1	19.7	6.3
Lyantonde	78.4	7.1	78.6	3.6	56.8	13.5	2.7	13.5	67.7	9.7	3.2	9.7	9.7	11.1	36.4	18.2	9.1	36.4	42.9	17.1	20.0	5.7
Masaka	76.8	1.7	95.5	0.0	61.7	18.0	2.2	11.5	65.7	18.4	0.3	7.2	5.0	1.1	54.2	21.3	5.2	19.4	28.8	37.8	18.0	2.8
Mityana	81.0	2.1	91.5	1.1	66.9	13.2	2.5	5.0	53.1	21.4	3.1	10.2	9.2	1.7	47.8	30.4	13.0	8.7	28.3	24.5	18.9	9.4
Mpigi	75.6	6.5	89.7	1.3	56.4	17.8	4.5	8.4	50.6	30.9	0.6	9.6	6.2	1.6	51.9	22.1	7.8	18.2	30.3	26.3	19.4	6.9
Mubende	68.6	2.2	91.8	0.0	63.8	16.8	1.6	13.0	58.6	26.4	0.0	9.2	4.0	1.1	44.3	23.0	1.6	31.1	32.9	25.6	24.4	4.3
Mukono	85.8	1.9	91.3	3.4	73.2	11.5	4.6	3.5	55.2	32.6	3.2	3.2	3.6	2.7	55.3	22.0	6.0	16.7	25.3	37.7	24.2	6.1
Nakaseke	69.5	12.2	85.4	0.0	76.8	14.3	3.6	3.6	61.1	29.6	0.0	3.7	5.6	1.8	58.1	22.6	3.2	16.1	47.2	30.2	17.0	1.9
Nakasongola	78.5	5.9	86.3	0.0	42.9	22.2	9.5	9.5	40.0	29.1	5.5	14.6	7.3	3.3	68.2	4.5	4.5	22.7	17.3	32.7	23.1	1.9
Rakai	70.4	3.8	92.4	0.0	67.9	10.9	3.8	9.2	61.7	18.5	0.6	8.0	8.0	0.6	56.8	18.9	1.4	23.0	33.1	20.9	19.6	6.1
Sembabule	74.7	6.9	93.1	0.0	67.9	4.9	2.5	12.3	65.7	18.6	1.4	5.7	5.7	0.0	52.6	18.4	5.3	23.7	36.8	22.1	20.6	4.4
Wakiso	85.2	1.8	92.2	1.5	64.5	14.8	8.1	5.0	57.9	27.0	2.3	4.3	4.6	4.8	58.5	18.5	11.2	11.7	26.1	35.7	22.7	6.9
Northern Region (%)																						
Abim	30.3	18.2	81.8	0.0	28.1	31.3	28.1	.0	15.6	46.9	15.6	9.4	3.1	23.3	14.3	64.3	7.1	14.3	28.1	21.9	43.8	3.1
Adjumani	80.6	19.7	69.7	2.6	27.4	45.3	4.2	3.2	59.8	15.2	6.5	9.8	5.4	15.8	37.5	35.4	16.7	10.4	34.4	26.7	12.2	14.4
Amolator	76.6	2.9	91.4	0.0	26.1	39.1	15.2	.0	59.0	9.1	0.0	22.7	9.1	4.3	26.1	30.4	34.8	8.7	31.0	28.6	14.3	19.0
Amuru	72.1	27.3	71.2	0.0	44.4	22.2	14.8	7.4	42.5	26.3	3.8	15.0	7.5	21.5	59.2	16.3	22.4	2.0	31.3	28.4	6.0	23.9
Apac	70.0	4.4	87.0	0.7	33.2	49.7	10.1	2.0	66.1	17.5	1.6	10.6	1.6	1.6	48.2	22.9	18.1	10.8	32.0	26.2	14.5	11.0
Arua	55.7	29.3	61.3	1.9	42.3	37.7	6.9	2.9	57.2	11.5	3.6	8.4	8.4	4.8	48.5	27.9	11.8	11.8	38.4	27.7	10.7	8.8
Dokolo	65.6	7.0	86.0	0.0	25.0	53.1	9.4	6.3	56.5	12.9	0.0	16.1	12.9	5.7	48.0	28.0	20.0	4.0	32.2	20.3	16.9	16.9
Gulu	66.7	25.3	71.6	2.1	43.0	14.8	18.1	.7	48.3	17.5	11.4	12.8	4.7	9.0	22.2	22.2	25.4	30.2	15.5	29.6	21.1	15.5
Kaabong	34.0	36.7	57.1	2.0	44.4	31.1	3.3	1.1	33.0	29.7	17.6	12.1	4.4	16.1	39.0	34.1	9.8	17.1	39.8	10.2	21.6	25.0
Kitgum	55.3	27.5	53.4	1.5	55.4	23.0	10.8	.0	38.0	14.6	5.8	21.9	13.1	13.0	42.6	18.1	24.5	14.9	23.7	29.6	11.1	23.0
Koboko	36.8	10.0	70.0	0.0	57.7	15.4	7.7	.0	58.9	21.6	0.0	3.9	11.7	5.6	31.3	31.3	12.5	25.0	42.6	2.1	14.9	27.7
Kotido	28.0	27.3	68.2	0.0	46.0	15.9	15.9	.0	40.0	18.3	18.3	8.3	8.3	15.9	51.4	32.4	8.1	8.1	49.2	26.2	13.1	8.2
Lira	49.6	13.8	76.4	0.8	38.7	37.5	11.3	3.2	65.5	13.5	1.8	10.0	7.4	2.8	46.6	25.0	16.4	12.1	38.9	24.1	15.3	6.0
Moroto	26.4	32.1	53.6	0.0	35.2	38.5	6.6	2.2	42.2	27.8	8.9	13.3	5.6	6.2	31.3	18.8	15.6	34.4	29.8	20.2	19.0	14.3
Moyo	67.8	4.6	88.6	2.3	19.3	50.9	15.8	0.0	40.0	25.5	1.8	1.8	3.6	2.6	44.4	16.7	38.9	0.0	10.5	28.1	36.8	22.8
Nakapiripirit	60.0	12.7	60.8	1.0	51.1	15.6	2.2	5.6	39.0	18.4	11.5	17.2	9.2	14.3	43.5	21.7	19.6	15.2	38.8	34.1	8.2	10.6
Nebbi	68.6	24.7	72.67	1.3	47.7	23.6	5.6	1.9	60.3	17.7	2.9	7.8	6.4	5.0	28.9	31.6	19.7	19.7	32.8	24.2	12.1	13.6
Nyadri	62.8	29.5	57.14	1.8	40.7	26.7	13.3	0.7	57.2	14.5	2.8	6.9	9.7	3.4	47.0	27.0	15.0	11.0	32.4	21.4	19.3	8.3
Oyam	69.4	35.9	58.49	1.9	66.1	10.2	16.5	0.0	55.2	24.0	6.4	7.2	4.8	15.2	50.0	10.0	20.0	20.0	41.5	16.3	22.8	12.2
Pader	76.5	15.5	78.64	2.9	40.2	25.0	14.4	2.3	39.2	30.0	3.3	12.5	8.3	5.1	55.4	7.1	26.8	10.7	33.1	24.6	14.4	15.3
Yumbe	78.4	29.6	53.5	1.4	31.9	35.3	10.3	0.9	42.2	16.5	11.9	7.3	9.2	10.1	58.6	14.3	24.3	2.9	27.2	20.4	14.6	23.3

	IG Awareness	Source of IG Information			Form of Corruption prevalent				Reason for engaging in corrupt practices.					Ever Reported a corruption case	Reason for not reporting a corruption case.				Solution to address corruption.			
		Local Council	Radio	Newspaper	Bribery	Embezzlement	Nepotism	Extortion	Greed	Low Salary	Lack of job security	Poor supervision	Ignorance of their rights		Don't know where to report	Feared to offend people	Laborious process	Fear of retribution	Sensitization education	Strengthening enforcement	Improvement of salary	Establish IG offices
Eastern Region (%)																						
Amuria	79.6	13.9	76.0	1.3	47.9	31.3	4.2	3.1	53.9	13.2	3.3	14.3	5.5	2.4	70.5	13.6	11.4	4.5	46.1	19.1	7.9	9.0
Budaka	62.5	7.5	82.5	0.0	57.1	12.6	11.8	7.6	50.0	21.8	0.9	11.8	8.2	2.4	44.0	28.0	10.0	18.0	31.5	21.6	21.6	9.0
Bududa	72.6	17.4	76.1	2.2	71.7	13.3	.0	1.7	76.4	14.6	0.0	5.5	3.6	10.5	63.2	0.0	31.6	5.3	41.8	20.0	23.6	3.6
Bugiri	74.2	8.6	88.9	0.0	49.5	26.1	5.5	5.0	65.7	10.6	2.0	11.1	5.1	1.8	63.9	13.9	9.3	13.0	28.2	30.3	7.2	17.4
Bukedea	75.9	6.7	80.0	2.2	51.7	19.0	5.2	6.9	63.6	10.9	1.8	16.4	5.5	7.9	46.2	30.8	11.5	11.5	30.9	23.6	9.1	25.5
Bukwo	79.2	20.6	44.1	2.9	58.3	20.8	4.2	8.3	47.6	19.1	0.0	14.3	19.1	4.5	50.0	10.0	40.0	0.0	45.5	22.7	4.5	9.1
Busia	74.8	8.1	84.9	2.3	58.5	16.1	7.6	2.5	63.5	16.5	1.7	8.7	7.8	4.2	66.0	16.0	2.0	16.0	32.7	20.2	16.3	16.3
Butaleja	83.1	11.1	83.3	1.4	47.7	25.0	10.2	3.4	66.7	6.0	2.4	11.9	7.1	5.6	58.1	20.9	7.0	14.0	28.9	19.7	13.25	13.2
Iganga	71.4	5.5	92.0	0.0	56.7	26.9	5.5	1.1	73.2	9.7	2.3	7.8	5.8	2.2	77.5	7.5	7.5	7.5	34.9	29.3	7.05	12.7
Jinja	78.0	4.1	89.2	2.7	63.7	20.0	7.9	0.5	67.4	11.4	1.1	10.9	5.4	2.1	56.5	13.0	9.8	20.7	32.9	22.5	9.8	16.8
Kaberamaido	75.4	10.6	76.6	0.0	50.0	32.3	3.2	6.5	49.2	22.0	0.0	20.3	5.1	11.6	59.3	37.0	3.7	0.0	28.8	25.4	16.9	10.2
Kaliro	70.8	0.0	95.8	0.0	65.7	15.7	10.0	1.4	69.2	13.9	0.0	13.9	1.5	3.1	70.0	20.0	3.3	6.7	39.1	29.7	7.8	10.9
Kamuli	70.5	2.1	92.6	1.1	52.7	22.1	9.2	1.9	73.2	6.1	0.0	10.2	5.3	2.3	79.1	5.8	8.6	6.5	36.4	31.1	3.1	10.5
Kapchorwa	80.5	12.7	60.8	1.0	57.1	16.7	7.1	4.8	67.5	13.3	2.4	7.2	7.2	9.1	64.3	16.7	14.3	4.8	47.6	22.0	13.4	8.5
Katakwi	82.8	12.8	78.7	0.0	52.7	21.8	7.3	1.8	59.6	10.5	1.8	15.8	10.5	7.3	68.0	12.0	8.0	12.0	41.8	21.8	5.5	9.1
Kumi	76.1	14.4	75.6	0.0	46.4	20.5	12.5	8.0	56.9	7.3	4.6	15.6	10.1	0.8	64.3	17.9	8.9	8.9	33.3	19.4	9.3	15.7
Manafwa	72.5	16.0	68.0	2.7	60.4	12.9	6.9	3.0	77.1	6.3	3.1	8.3	5.2	2.8	39.5	37.2	9.3	14.0	45.5	20.8	5.9	16.8
Mayuge	73.0	1.7	89.6	0.0	50.0	23.7	8.6	3.3	68.8	7.3	1.5	14.5	4.4	1.3	82.1	6.0	3.0	9.0	27.6	33.3	7.3	14.6
Mbale	74.3	7.5	83.6	0.8	63.1	14.0	5.6	3.9	64.4	15.0	2.5	5.0	10.6	6.9	38.2	21.3	20.2	20.2	38.4	27.4	11.6	7.3
Namutumba	66.7	3.7	88.9	0.0	48.1	28.4	9.9	0.0	59.0	16.7	0.0	15.4	3.9	4.0	59.5	28.6	9.5	2.4	23.6	22.2	16.7	15.3
Pallisa	60.7	5.8	87.2	1.2	54.3	19.6	11.6	4.3	64.2	13.4	2.2	12.7	6.0	3.0	57.4	22.1	8.8	11.8	37.9	22.7	9.8	9.8
Sironko	80.3	12.5	81.7	0.0	65.5	12.6	10.1	0.8	69.0	12.1	1.7	7.8	8.6	6.9	61.5	17.3	5.8	15.4	37.7	21.1	11.4	16.7
Soroti	82.8	10.3	84.1	2.7	49.7	30.6	4.6	6.4	64.2	13.6	1.2	11.7	7.4	3.5	66.3	18.0	11.2	4.5	47.2	15.5	9.3	10.6
Tororo	70.3	9.4	75.4	6.5	69.3	15.1	3.5	1.5	73.9	11.2	1.6	7.5	3.7	5.1	56.8	12.5	14.8	15.9	45.1	23.4	6.9	12.6
Western Region (%)																						
Buliisa	79.3	5.0	90.0	0.0	57.7	15.4	19.2	3.8	40.9	45.5	4.6	9.1	0.0	6.9	46.7	46.7	6.7	0.0	12.0	20.0	36.0	20.0
Bundibugyo	66.7	12.7	73.2	1.4	63.8	9.5	10.5	5.7	69.9	8.7	1.9	12.6	4.9	6.7	52.8	15.1	17.0	15.1	37.0	13.0	13.0	15.0
Bushenyi	78.9	13.4	82.8	1.7	70.0	16.2	4.2	2.4	73.8	9.0	0.6	8.3	4.9	6.3	45.7	20.5	15.2	18.5	34.2	28.7	12.9	9.4
Hoima	80.7	9.6	85.3	0.7	63.5	14.7	8.8	6.5	69.3	7.4	0.6	6.8	11.0	3.9	48.0	20.4	8.2	23.5	34.4	29.4	6.3	7.5
Ibanda	80.0	19.8	79.1	0.0	66.7	15.2	1.9	5.7	77.2	5.0	0.0	11.9	3.0	0.9	59.2	14.3	10.2	16.3	36.7	22.4	10.2	8.2
Isingiro	80.2	9.7	84.7	0.0	71.3	11.7	0.0	5.8	69.1	8.6	1.9	6.2	6.8	4.0	54.3	12.0	10.9	22.8	33.8	30.6	6.4	10.2
Kabale	86.0	11.1	82.7	1.9	60.4	18.8	1.3	5.8	73.2	6.8	2.1	11.5	2.6	5.3	33.3	25.3	24.0	17.3	40.0	24.3	6.5	13.9
Kabarole	72.0	15.6	80.0	0.7	61.5	16.5	4.9	7.1	61.0	12.6	2.2	12.6	7.7	4.5	51.3	14.2	15.9	18.6	38.3	16.6	11.4	10.9
Kamwenge	81.5	11.7	83.8	0.0	67.2	14.9	6.7	0.0	71.7	7.6	1.5	13.0	4.6	3.8	39.2	23.0	20.3	17.6	36.9	23.0	8.2	12.3
Kanungu	79.0	18.1	75.9	1.2	58.0	17.0	7.0	2.0	69.4	5.1	2.0	18.4	2.0	5.6	38.5	26.9	15.4	19.2	50.5	20.9	9.9	8.8
Kasese	71.9	15.7	80.1	0.5	59.2	18.3	7.6	4.2	63.5	13.9	3.6	11.1	3.6	4.4	50.3	19.6	13.3	16.8	29.2	28.8	9.9	13.2
Kibaale	78.0	6.4	85.4	1.3	64.8	23.1	7.0	0.5	66.2	10.6	0.0	7.1	9.1	1.0	42.3	21.1	23.2	13.4	31.6	21.8	13.5	10.4
Kiruhura	86.8	7.1	89.8	0.0	61.1	8.8	5.3	5.3	70.2	4.8	1.9	12.5	6.7	1.7	49.1	18.2	18.2	14.5	38.6	19.8	5.9	10.9
Kisoro	63.2	8.5	88.7	0.0	75.0	14.4	0.0	2.9	73.8	5.8	1.0	7.8	6.8	2.2	52.1	18.8	14.6	14.6	33.0	24.3	10.7	9.7
Kyenjojo	71.6	9.2	87.7	0.8	65.7	13.8	5.5	3.3	71.5	8.9	1.1	10.1	5.0	3.3	41.0	22.0	20.0	17.0	42.4	16.9	9.3	11.6
Masindi	70.7	3.6	92.9	0.0	69.6	13.9	9.8	2.6	65.0	15.0	2.8	7.2	6.1	1.5	40.4	21.9	24.6	13.2	27.0	31.0	13.8	11.5
Mbarara	86.7	11.6	80.2	4.1	65.4	13.0	2.7	11.4	69.5	12.4	0.6	8.5	4.0	2.7	44.9	18.4	10.2	26.5	31.1	39.0	11.3	5.6
Ntungamo	80.3	10.2	84.7	1.3	69.1	16.0	3.1	1.0	71.8	7.5	1.1	10.6	3.7	1.5	46.1	21.7	20.9	11.3	45.6	24.7	7.1	7.1
Rukungiri	84.0	10.7	84.7	1.5	74.4	13.5	0.6	1.3	75.5	3.9	2.6	8.4	6.5	1.9	41.0	26.7	16.2	16.2	38.0	27.3	11.3	10.7

Analysis of the Key Findings

(i)   **Awareness of IG:** The survey results indicate that 72.5% of household respondents in the country have heard about the inspectorate of Government. The household respondents in central region exhibited the highest level of awareness of the Inspectorate of Government with 80.1%, followed by the Western region household respondents with 76.9%, Eastern region with 72.1% while only 57.7% in the Northern region indicated that they had heard about the Inspectorate of Government. As regards district distribution, the highest level of awareness of the Inspectorate of Government was displayed in Mbarara with 93.1%. It was extremely surprising that Kalangala district indicated the second highest level of awareness (89.5%). This could perhaps be explained by the sample size (Kalangala had the smallest sample size- 18) out the total 80 districts.[5]. As expected, Kampala district expressed very high levels of awareness of the Inspectorate of Government (85.9%). Other districts with high levels of awareness were: Kiruhura (86.1%), Mukono (85.6%), Kabale (85.6), Luweero (85.2%), Rukungiri (85.1%) and Soroti (80.9%). Surprisingly, Butaleja, Buliisa and Katakwi displayed very high levels of awareness as indicated by 83.1%, 82.1% and 80.0% respectively. The rather unexpected high levels of awareness could be explained by the recent high profile cases (Butaleja – wrangles on location of district headquarters; Katakwi – arrest of one high ranking Cabinet Minister who hails from the region and was involved in the GAVI funds scandal; and Buliisa – rampant land wrangles and evictions) in those areas which created more awareness of the Inspectorate of Government in those districts.

(ii) **Main form of Corruption:** the main form of corruption varied from region to region. In the Central, Eastern and Western regions, the household respondents indicated **Bribery** as the main form of corruption. The Northern region, however differed, in the districts of; Abim 31.3% against 28.1%, Adjumani 45.3% against 27.4%, Amolator 39.1% against 26.1%, Apac 49.7% against 33.2%, Dokolo 53.1% against 25.0%, Moroto 38.5% against 35.2%, Moyo 50.9% against 19.3% and Yumbe 35.3% against 31.9% pointed out that **Embezzlement/Diversion of public funds** was the most prevalent form of corruption in those districts. The districts with the highest percentage of respondents who indicated bribery as the main form of corruption; Nakaseke 76.8%, Kisoro 75.0% and Rukungiri 74.4%.

(iii) **Reported cases of corruption:** The Northern region produced the highest number of respondents who had ever reported a corruption case. The district of Abim and Pader tied at 23.3% while Amuru had 21.5% of respondents having reported corruption case. None of the respondents from Kalangala district had ever reported a case of corruption giving the district the least percentage of 0.0%.

(iv) **Main reason for not reporting corruption**: the main reason for not reporting was lack of knowledge of where to report. This implies the need for more education about reporting procedures in corruption.

(v)   **Most effective way to tackle corruption:** the recommended solutions for curbing corruption in the country differed from respondents in regions and districts. In the Central region, out of the 16 districts, respondents from 8 districts (Lyantonde (28.3%), Mubende (30.3%), Mukono (32.2%), Nakaseke (32.9%), Nakasongola (33.1%), Rakai (36.8%), Sembabule (42.9%) and Wakiso (47.2%) said that the most effective way to tackle corruption was to **sensitize / educate the people on the evils of corruption**. The other 8 districts however, differed; (Kalangala (46.7%), Kampala   (32.7%), Kayunga (37.6%), Kiboga(35.7%), Luweero(32.9%), Masaka (34.7%), Mityana (37.8%) and Mpigi (33.1%), the respondents said that **strengthening enforcement of laws on corruption** would be the most effective way to tackle corruption.   The rest of the respondents in the other regions rallied behind either of the two divides with the majority respondents indicating that sensitization/educating citizens about the evils of corruption would be the most effective. The exceptions to this were: Abim district (43.8%) and Buliisa district (36.0%) household respondents who said that **improvement of salaries and timely payment** would be most effective in the fight against corruption.

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[5] It is scientifically known that the smaller the sample the higher the sampling errors. The corollary is also true the bigger the sample the smaller the sampling errors.

ANNEX VII: Key Findings of Public Institutions on Corruption and Administrative Injustice by District.

District	Recruitment Process		Gender influence in recruitment	inducements in Recruitment	Diversion of budget	Gratification of officials	PPDA Awareness	'Gifts' on government contracts	Perception of Corruption in government departments						Causes of corruption		Solution to corruption			
	Advertisements	Political appointments	Yes	Yes	Yes	Yes	Yes	Yes sometimes	Bribery	Embezzlement	Extortion	Fraud	favouritism	Diversion of funds	money/individual tendency	Low salary	Sack corrupt people	educate people/on evils of corruption	Improve salary	Strengthen enforcement
Central Region																				
Kalangala	83	17	0	0	17	0	67	60	50	33	50	67	50	50	50	50	25	25	0	50
Kampala	98	2	23	24	46	12	71	10	78	83	48	70	80	76	45	41	54	19	19	7
Kayunga	86	14	29	29	0	0	100	25	57	86	29	71	86	57	20	80	43	29	29	0
Kiboga	100	0	80	80	67	17	100	0	83	83	33	83	100	33	20	80	25	25	50	0
Luweero	100	0	14	14	60	0	100	67	86	100	57	43	71	43	71	29	43	29	0	29
Lyantonde	100	0	29	29	63	0	100	14	50	36	50	63	36	29	0	50	33	33	0	33
Masaka	100	0	17	17	40	20	100	0	33	33	33	17	33	17	40	40	20	20	0	40
Mityana	83	17	50	50	33	17	67	17	83	80	67	40	60	60	67	33	20	40	0	40
Mpigi	60	40	33	33	33	0	100	20	71	57	29	29	57	29	40	60	40	0	0	60
Mubende	86	13	29	29	14	17	100	0	86	86	38	50	75	38	43	57	13	13	50	13
Mukono	100	0	50	50	50	17	83	50	83	83	83	83	83	83	75	25	0	17	17	17
Nakaseke	100	0	0	0	0	0	33	0	75	75	75	75	75	50	0	100	0	33	33	33
Nakasongola	100	0	0	0	33	0	83	0	80	60	80	60	20	0	60	40	50	0	25	25
Rakai	100	0	20	20	80	20	80	25	80	60	60	60	40	40	60	40	0	25	50	25

District																				
Sembabule	17	33	17	33	33	50	50	50	33	17	50	50	0	80	0	20	33	33	0	100
Wakiso	100	0	0	0	.	100	100	100	75	75	100	75	25	50	0	50	50	50	0	100
Northern Region																				
Abim	0	17	17	50	17	67	57	71	71	71	57	100	0	100	0	41	29	29	0	100
Adjumani	0	14	29	29	50	50	29	29	29	57	57	71	0.0	100	0	57	29	29	0	100
Amolator	33	33	17	17	43	43	43	43	29	14	57	71	0	100	0	0	14	14	14	86
Amuru	50	0	25.0	0	57	29	50	50	25	25	25	50	20	80	50	0	0	0	0	100
Apac	33	33	0	33	20	60.0	43	57	57	57.1	86	71	0	100	17	67	29	0	0	100
Arua	25	50	25	0	67	33	60	40	100	20.0	40	60	0	80	0	0	40	29	20	80
Dokolo	40	0	0	20	60	40	33	50	33	16.7	50	33	0	83	0	17	17	40	0	100
Gulu	20	80	0	0	75	25	71	71	71	29	86	100	0	86	0	43	0	17	14	86
Kaabong	50	0	17	0	57	43	29	43	29	43	0	29	0	86	0	29	13	0	0	100
Kitgum	33	33	33	0	33	50	43	57	14	0	29	43	0	100	0	29	14	13	0	100
Koboko	0	25	25	50	33	66.7	0	25	25	25	25	50	0	100	0	67	0	14	0	100
Kotido	25	0	75	0	33	33	14	43	0	0	43	57	0	100	0	295	17	0	0	100
Lira	17	17	33	33	33	50	100	86	100	86	100	100	29	100	0	29	0	17	0	100
Moroto	67	0	17	17	29	57	86	29	14	43	57	71	0	100	0	14	40	0	33.3	67
Moyo	25	0	50	25	25	75	33	50	33	33	67	67	17	100	0	17	14	40	0	100
Nakapiripirit	14	43	29	14	14	71	43	43	14	14	29	43	17	100	0	0	17	14	17	83
Nebbi	60	20	20	0	40	40	50	50	50	50	50	33	17	100	0	17	14	17	0	100
Oyam	25	25	50	0	40	60	57	100	29	43	71	100	0	86	33	57	17	14	17	83
Pader	40	20	40	0	0	100	100	100	0	60	80	80	0	60	0	80	29	17	0	100
Yumbe	0	67	33	0	33	67	29	57	71	29	29	71	0	100	0	29	0	29	0	100

Eastern Region

District	Recruitment Process – Advertisements	Recruitment Process – Political appointments	Recruitment Process – Yes	Gender influence in recruitment – Yes	Gender influence in recruitment – Yes	Inducements in Recruitment – Yes	Inducements in Recruitment – Yes	Diversion of budget – Yes	Diversion of budget – Yes sometimes	Gratification of officials / PPDA Awareness – Bribery	Embezzlement	Extortion	Fraud	favouritism	'Gifts' on government contracts – Diversion of funds	Perception of Corruption in government departments – Greed/Quick money individual tendency	Low salary	Causes of corruption – Sack corrupt people	Sensitize / educate people on evils of corruption	Solution to corruption – Improve salary	Strengthen enforcement
Amuria	100	0	67	0	25	0		75	0	25	25	0	25	50	25	50	50	67	0	0	0
Budaka	86	14	20	67	14	0		71	17	14	28.6	0	14	29	14	50	50	0	33	33	33
Bududa	100	0	40	20	17	0		100	20	67	67	40	50	33	40	100	0	0	50	25	25
Bugiri	100	0	33	40	0	0		83	0	83	67	33	33	67	67	20	40	40	40	20	0
Bukedea	100	0	0	33	33	0		67	0	83	67	67	50	67	67	25	75	20	60	20	0
Bukwo	100	0	0	0	40	0		100	0	60	60	60	60	60	60	80	20	20	20	40	20
Busia	100	0	0	0	20	0		100	0	33	50	0	17	67	50	50	50	0	75	25	0
Butaleja	86	14	50	0	0	0		100	14	86	71	57	29	71	43	33	50	17	50	0	17
Iganga	100	0	40	50	0	0		86	14	33	50	33	50	50	67	29	14	0	67	17	17
Jinja	100	0	0	40	14	29		86	0	100	71	43	17	57	83	67	17	17	33	17	17
Kaberamaido	83	17	29	0	14	0		100	14	57	14	0	29	57	14	33	67	14	43		0
Kaliro	100	0	0	29	29	0		57	0	71	86	29	43	57	43	71	29	17	33	17	17
Kamuli	83	17	25	0	33	0		80	0	100	67	33	33	67	67	75	25	33	33	17	0
Kapchorwa	80	20	0	25	20	0		80	25	50	50	50	25	25	33	100	0	0	50	0	50

District																				
Katakwi	86	13	29	0	38	0	88	40	57	43	43	43	57	60	40	60	33	0	50	17
Kumi	88	0	38	29	17	0	100	17	80	40	40	40	60	40	25	75	0	66.7	33.3	0
Manafwa	100	13	43	38	17	0	75	13	88	88	75	63	75	63	100	0	20	40	0	20
Mayuge	100	0	29	43	0	0	50	0	63	63	75	50	50	38	40	20	0	50	33	0
Mbale	71	29	43	29	0	0	71	0	29	14	57	14	29	29	20	80	17	50	33	0
Namutumba	71	29	33	43	43	0	88	0	63	50	50	50	75	38	80	20	0	67	0	0
Pallisa	100	0	0	33	33	17	75	0	71	29	14	14	50	17	40	40	0	50	0	50
Sironko	100	0	13	0	14	0	86	33	43	17	14	29	14	14	20	60	0	50	50	0
Soroti	100	0	67	13	33	0	86	0	60	60	20	40	40	40	50	25	33	33	0	17
Tororo	100	0	20	0	13	0	75	13	50	38	25	38	50	38	60	40	50	50	0	0
Western Region																				
Buliisa	88	13	33	33	33	0	63	0	89	33	44	44	89	88	60	40	20	0	40	40
Bundibugyo	71	29	0	0	28.6	0	100	0	71	71	43	57	57	71	57	14	20	40	0	40
Bushenyi	71	29	0	0	14	13	63	14	88	75	38	88	63	75	50	13	14	0	29	29
Hoima	100	0	38	38	25	0	88	0	50	50	63	63	75	50	71	29	20	60	0	20
Ibanda	100	0	0	0	33	0	86	0	14	14	17	33	29	14	71	29	0	17	50	33
Isingiro	83	17	17	17	71	0	67	0	100	86	71	71	71	29	67	33	0	75	25	0
Kabale	100	0	14	14	14	0	100	0	71	57	29	43	57	29	100	0	14	43	0	43
Kabarole	100	0	14	14	38	0	88	13	50	50	50	25	25	25	71	29	175	0	33	0
Kamwenge	100	0	57	57	33	0	71	0	43	71	29	29	43	29	86	14	0	67	175	17
Kanungu	71	29	14	14	29	29	86	0	29	86	14	43	14	29	43	14	43	43	0	0

District																				
Kasese	100	0	14	14	67	0	67	20	71	71	43	71	86	71	40	60	20	20	20	20
Kibaale	86	14	14	14	0	0	100	0	57	57	57	57	71	43	43	57	335	0	33	33
Kiruhura	100	0	0	0	0	0	83	20	50	50	17	17	17	0	60	20	50	0	25	25
Kisoro	71	29	14	14	14	0	100	17	86	57	43	43	86	57	57	29	33	50	17	0
Kyenjojo	100	0	29	29	57	14	86	29	57	57	29	29	57	43	57	29	14	14	14	43
Masindi	100	0	14	14	29	0	71	0	71	71	57	29	57	71	57	29	0	50	25	25
Mbarara	67	33	0	0	25	0	83	0	83	83	83	67	50	67	40	60	25	0	25	50
Ntunga mo	83	17	29	29	0	0	86	0	86	43	71	57	71	43	43	29	25	50	25	0
Rukungir i	83	17	14	14	17	0	86	50	71	57	29	57	71	29	71	29	33	17	33	17

ANNEX VIII   Research Instruments

ANNEX VIII (A)   Household Interview Schedule

1.0   INTERVIEWER INTRODUCTION
Interviewer should ensure that they have introduction letters from REEV consult ltd.

Greetings:	Good Morning / Good Afternoon
Self Introduction:	My name is ……………………………………………..
Where you are from:	REEV Consult International
Letter from LCs:	Show the letter from LC to the respondent
About REEV Consult:	Consulting Firm, which was contracted by the Inspectorate of Government to carry out the 3rd National Integrity Survey (NIS III 2007)
Purpose of NIS III 2007:	• to investigate the prevalence and incidences of corruption and administrative injustice in public service and factors that account for their occurrences; • to gauge the trends in prevalence of corruption; • to identify the challenges facing the Anti-Corruption strategy implementation, and devise remedy; and • to assess the effectiveness of the measures to reduce corruption incidences.
Selection of Respondent:	Indicate to the respondent that: • he/she has been randomly selected to participate; • his/her views will be taken to represent views of many households who have not been selected to participate • the information given will be treated with strict confidentiality; and • the name of the respondent will not be printed or used in any documents.
Consent	Request for Consent of the respondent.

2.0   PRE- INTERVIEW INFORMATION

Date	D:	M:	Y: 2008	Interview Number	
District				Sub county	
Parish/Ward				Village/cell	
Urban	1			Rural	2
Signature of the Interviewer:				Signature of Team Leader:	

3.0   HOUSEHOLD RESPONDENT PROFILE

300	Question	Coding Category
301	Position in the household	Head …………………………...…..……………………….…....1 Spouse…….....……………………...…………………………2 Other (Specify)………………….…....……………………………3
302	Nationality	Ugandan…….…....……...…………………………………...1 Non-Ugandan………...……………………………………....2
303	Gender (*Do not ask, simply observe*)	Male ……….....………………………………………………....1 Female……….....……………………………………………2
304	Age	18 – 24……….....……………………………………..…....1 25 – 34……….....……………………………………….....2 35 – 44……….....………………………………….….…....3 45 – 54……….....…………………………………..….…....4 55 and Above…..……………………………………..……....5
305	Marital Status	Single………………………………………….…….…....1 Married……….....………………………………….………2 Separated/Divorce……….....…………………………………3 Widowed……….....……………………………………… 4 Other (Specify…...…………………………………….......5
306	Level of education?	Never went to formal school……...…………………………1 Primary Level ……………………………………….……2

		Vocational ….………………………………………………3
		Secondary Level ….………………………………………4
		Tertiary Institution ..……………………………………5
		University …….…....…………………………..…………6
307	Main occupation	Farmer (crops)….…...…………………………………….1
		Farmer (Livestock)…...………………………………..….2
		Trader……….…………………………………………….3
		Civil Servant……...……………………………….………4
		Professional in private sector (Doctor/Lawyer, Teacher)....5
		Artisan/ Fundi (Carpenter/mechanic)…………..…………6
		Housewife……………………………………….…....……7
		Student …….……….……………………………....………8
		Other (specify)…….....…………………………….......…9
208	Which form of communication is easily available to you? *(Multiple answers)*	Landline telephone....……...……………….…….…..……1
		E-mail address……….……………………………….……2
		Mobile telephone….....………………………….…..….…3
		Public phones……....……………………………….…..…4
		None of the above…...…………………………….………5

4.0 HOUSEHOLD INFORMATION

400	Question	Coding Category
401	Household size by number.	Less than 2….…………….....………………………….1
		Between 2 and 4……………………..…………..….……2
		Between 5 and 10….………………………………….....3
		More than 10 ….………………………………………4
402	Nature of Household dwelling *(observe)*	Permanent……………………………………….………1
		Semi-permanent…………………………………………2
		Temporary……………………………………………….3
403	Ownership of the household dwelling.	Self /own……………………………………………....1
		Rented……………………………………………………2
		Borrowed…………………………………………………3
		Other (specify)…………………………………………4
Inquire on access to the following key services: Water, Excreta Disposal, Electricity, Telephone (*Multiple answers*)		
404	Water	Tap water……………………………………………….1
		Standpipe/Water Kiosk…………………………………2
		Borehole………………………………………………….3
		Protected spring…………………………………………4
		Unprotected source………………………….…………...5
		Other (Specify)…………………………………………6
405	Excreta disposal	Water closet (inside the house)…………………………1
		Water closet (outside the house)…...………..…………2
		Own Pit latrine (in yard)……………………………….3
		Communal Pit latrine……………………………………4
		No Latrine……………………………………………….5
406	Electricity	Hydro power (UMEME)…..…………………………….1
		Solar power……………………………………………….2
		Generator…………..……………………………….3
		No electricity……….…..………………………………4
		Other (Specify)…..……………………………………5
407	Estimate your average monthly household income?	Ug. Shs..5,000-50,000………….…...………………………………1
		Ug. Shs..50,001-100,000……....……………...…………………..2
		Ug. Shs..100,001-500,000…….....…………………………...…3
		Ug. Shs..500,001-1,000,000…..…………………………......4
		Above Ug. Shs..1,000,000…..……………...……….…………..5

408	Main source of household income?	Farming (crops)…......….…...……………………….1 Farming (Livestock)….…......……………………….2 Manufacturing Business….……………………….3 Trade (petty)……………….………………………….4 Trade (Retail shop/stall)….………………………….5 Trade (wholesale / crop buying)….…..……...…….…6 Regular salary or wages (government)…….……….7 Regular Salary or wages (private)…….….……….8 Pension……………………………….…..…….……...9 Transfer Payment (from relatives and friends)…..…10 Soap/Casual work….…..………………….…….……11 Others (specify)……………………………….…..…12
409	Which of the following assets do you own in your household? *(Multiple answers)*	Land(anywhere) ……………………………………….1 Motor vehicle..….…………………………….……..2 Motor cycle….………………………………………3 Bicycle….……………………………………………4 Television set….……………………………………….5 Radio….………………………………………………6
	On average how much do you spend on the following items in a month.	**< 10,000….………….…..……………………….……..1** **10,000 <50,000….………….……………………….……2** **50,000 < 100,000….………….…….…………..…..…….3** **100,000< 300,000…...….…………………………….…..4** **> 300,000….……….…..………………………….……..5**
410	Healthcare	1…2…3…4…5
411	Education?	1…2…3…4…5
412	Food	1…2…3…4…5
413	Household utilities (energy, water)	1…2…3…4…5
414	Cleaning materials (e.g. Soap)	1…2…3…4…5
415	Entertainment	1…2…3…4…5
416	Transport	1…2…3…4…5
417	Other (specify)…………..	1…2…3…4…5

5.0 KNOWLEDGE OF HOUSEHOLDS ABOUT THE INSPECTORATE OF GOVERNMENT

500	Question	Coding Category
501	Have you ever heard of the Inspectorate of government?	Yes……….……………….…..1 No…………………………….2
502	From whom did you hear about the Inspectorate of Government? *(Multiple Answers)*	Local councils……….......….…………1 Radio……………….…......…………….2 Newspaper….………….......…………….3 Friends….……….……….…………….4 Relatives…...….……………………….5 Religious gathering…...…....………….6 Other (specify)………......…………….7
503	Do you know the procedure to follow when reporting corruption of public officials?	Yes…...……………….…..………....1 No…….…........…….……….……….2
504	Have you ever personally reported a case of corruption?	Yes….……………….…..………….…..1 No……………….…..………..……….2
505	If Yes, where did you report to? *(If NO; skip to 510)*	Police….…………….…..……………….1 Local Council….…..……………..……...2 Inspectorate of Government….………..3 Other….….….……....….……………..…4
506	What public officer was involved in corruption? *(Fill in the answer)*	……………………………….......………….
507	What was the outcome of the reported corruption case?	Investigations by Police….…………..1 Investigations by IG .….……...………2 Prosecution by IG…….……...…..……3 Prosecution by the DPP…..…………4 No Action..…………….…...…..........5 Other (Specify) …...…..…………........6

508	Was the process of reporting easy?	Yes …….…….…………...…….……1 No……….…..…………….………….2
509	Were you satisfied with the outcome?	Not satisfied……….…….…………1 Satisfied……………….……….……2
510	Have you ever known about cases of corruption of which you did nothing about?	Yes………….…….……….…………1 No……….………………….…………2
511	If yes, why did you not take any action?	Did not know where to report…..…..1 Feared to offend people…..….………2 The process is laborious …..…...........3 Fear of retribution…….…………..4 Other (specify)…………....….……..5

6.0 HOUSEHOLD PERCEPTIONS ON CORRUPTION AND DELIVERY OF PUBLIC SERVICES:
(A) PERCEPTIONS ON CORRUPTION

600	Question	Coding Category
601	What forms of corruption are most prevalent in this district? *(multiple answers)*	Bribery……......…….……………………………………………1 Nepotism…………….………………………………………2 Forgery……….…….………….………………………………3 Fraud…….……………………….………………….…..…4 Embezzlement/Diversion of public funds….…………..5 Favouritism….……………….………………………………6 Extortion…….……….…………………...……………………7 Non-attendance/failure to undertake duties……….…..8 Withholding information/lack of transparency……….9
602	What do you think is the **MAIN** reason for this problem?	Greed/Quick money individual tendency…….……..1 Low salaries/delayed salaries………....................................2 Poor supervision of workers…………….……….…………3 Lack of job security/retrenchment…….……………4 Lack of knowledge of the public about their rights……5 Lack of stringent punishment for corrupt people……..6 Other (specify)……………….…………………….……7
603	What effects does corruption in public services have on this community?	No access to services especially for poor people…….…..1 Worsens poverty and prevents development….………..2 Causes resentment…..……...….3 Leads to loss of confidence in the government….………4
604	In regard to the above question what has been done to address the problem? *(Probe for 1 and 5)*	Nothing…….….…….....…..………………..……………1 Arrests …………….…....………………..…….…………2 Suspensions…………....….………………….…………….3 Dismissal…….…….…..…....…………………………….4 Am not aware…...….…………………….…..….…………5
605	What do you think would be the **most** effective way of tackling corruption?	Sensitize/educate the people on evils of corruption…..1 Improve on salaries / Timely payments……………..2 Establish IG offices at districts for easy accessibility…...3 Strengthen enforcement of laws on corruption…..…...4 Strict supervision on public service…..……..………….5 Other (Specify)………………..…………..……..…..6
	How would you rank the following forms of corruption in your district over the last four (4) years? **Non existent…..1, Low …...2, High……3,**	
606	Bribery.	1…….2…….3
607	Embezzlement	1…….2…….3
608	Extortion	1…….2…….3
609	Fraud	1…….2…….3
610	Favouritism	1…….2…….3
611	Diversion of funds	1…….2…….3
612	Nepotism	1…….2…….3
613	Non-attendance/failure to undertake duties	1…….2…….3
614	Withholding information/lack of transparency	1…….2…….3

(B) QUALITY OF SERVICE DELIVERY IN SELECTED PUBLIC INSTITUTIONS

	I would like to ask about quality of selected public service providers: *(Please answer (a) to (e) for each*					
	Question	(a)	(b)	(c)	(d)	(e)
	Service Provider	Did you seek services from any of the following over the last 4 years Yes……1 No……2	Did you pay for the service Yes……1 No…….2	If yes; did you get a Receipt Yes…….1 No……..2	If No; Did you complain? Yes……..1 No……..2	Were you satisfied with the way the complaint was handled? Yes…………1 No…………..2
615	Public Health facility	…1…2	…1…2	…1…2	…1…2	…1…2
616	Public Education institution	…1…2	…1…2	…1…2	…1…2	…1…2
617	Traffic police	…1…2	…1…2	…1…2	…1…2	…1…2
618	Police including SPCs	…1…2	…1…2	…1…2	…1…2	…1…2
619	Uganda Revenue Authority (URA)	…1…2	…1…2	…1…2	…1…2	…1…2
620	Lands office	…1…2	…1…2	…1…2	…1…2	…1…2
621	National Water and Sewerage Corporation (urban areas only)	…1…2	…1…2	…1…2	…1…2	…1…2
622	Electricity service (UMEME)	…1…2	…1…2	…1…2	…1…2	…1…2
623	Local councils (LC 1)	…1…2	…1…2	…1…2	…1…2	…1…2
624	Local council CLCIII)	…1…2	…1…2	…1…2	…1…2	…1…2
625	District Service Commission	…1…2	…1…2	…1…2	…1…2	…1…2
626	City/Municipal / Town Councils	…1…2	…1…2	…1…2	…1…2	…1…2
627	Inspectorate of Government (IGG)	…1…2	…1…2	…1…2	…1…2	…1…2
628	Public Service (pension)	…1…2	…1…2	…1…2	…1…2	…1…2
629	Courts of law	…1…2	…1…2	…1…2	…1…2	…1…2
630	Agriculture extension services (veterinary/fisheries/forestry	…1…2	…1…2	…1…2	…1…2	…1…2
631	Local Defence Forces (LDU)	…1…2	…1…2	…1…2	…1…2	…1…2
632	NSSF	…1…2	…1…2	…1…2	…1…2	…1…2
633	How these un receipted payments are mainly made to public officers?	Government official directly asks for the payment…………………….……..........1 The household offers a payment on their own accord…......…..…………………2 Government official frustrates you until you make an offer…..…………............3 It is known before hand how much is to be paid……….……...........…….…..…4 The payment is negotiable ……………………………...........…...…………..….…5 Through a third party…………………………….........…......…..……..........……6				
634	On making these payments, how sure are you of receiving the service sought?	Not sure………….........……….…………………..……………...……………………1 Sure……........…………………..…..………………………...…………………....…2 Very sure..…........…...……………….…………………..……. ………………..…3				

6.0 PERSISTENTLY REPORTED INSTITUTIONS WITH HIGH LEVELS OF CORRUPTION
(A) JUDICIAL SYSTEM

	Please evaluate the following statements about the Judicial System in Uganda.	
700	Question	Coding Category
701	In your opinion, does the Judicial System serve every one equally? (*Probe*)	The rich /powerful who are served bette..1 Only for the poor………..…………….…..2 Only for the middle class group…..……..3 Everyone…...…….…………………………..4
702	In your view, how corrupt is the Judicial System?	Corrupt………………………………..……1 Not corrupt………..……………………......2
703	For those respondents who have been to court in what capacity did they go?	Plaintiff /complainant………..………….1 Defendant /Accused.................................2

		Witness…….….…….…….……………..…3
		Surety………….…….…………………….4
		Observer …….……….……………….…..5
		Other (specify)….………….……………..6
704	Were you required to make any payment?	Yes ……....….……….……………….......1
		No……….……….…….……………….....2
705	If someone offered "payments" in order to resolve a court case in their favour, how certain would they be that the resolution of the case would be in there favour?	Uncertain ..….……….……….………..…1
		Neither certain or uncertain……...……….2
		Certain…….……….……………………….3
	How important are the following as obstacles to using courts?	**Not important…..1**
		Important……...2
		Very Important……....................................3
706	Court fees are high	1………… 2………..3
707	High levels of corruption	1………… 2………..3
708	Complicated court processes	1………… 2………..3
709	Delays in the court processes	1………… 2………..3
710	Inadequate enforcement of court decisions.	1………… 2………..3
711	Over the past four (4) years, have you ever felt the need to use the court system, but decided not to?	Yes…….……….……………………………1
		No…….……….……………………………2
712	If Yes; please give the reason.	Court will not give a fair judgment…..…..1
		Did not have money to bribe the judges….2
		Decided to settle case out of court….…….3
		Other (specify)….……….….…………….4
713	Over the past four (4) years, did your household resolve an important disagreement or case out of court?	Yes…….…...….……….………...……..…1
		No…….……….……………………………2
714	If Yes; please give the reason why you preferred out of court settlement.	Court will not give a fair judgment….…..1
		Do not have money to bribe the judges….2
		Other (specify….……….….…………….3

(B) POLICE

	Please evaluate the following statements about the police in Uganda.	
	Question	**Coding Category**
715	In your opinion, does Police serve every one equally? *(Probe)*	Only for the rich /powerful …………………....1
		Only for the poor…….……….…….………….2
		Only for the middle class group……….………..3
		Everyone…...….……….…………………….4
716	In your view, how corrupt are the Police?	Corrupt…….……….………….…...………..…1
		Not corrupt…….……….……………...………..2
717	In the last four (4) years, have you been to police?	Yes ... ……….……….……….…….......….…..1
		No…….……….……….………...…….....……..2
718	If yes, why?	Was arrested…….……….………………..……1
		Was summoned…….…….……….…….………2
		To report a case…….…...….……….…..………3
		To bail out a person….……….…….………......4
		To negotiate a case….……….………………..5
		Other (specify)…….……….…….……………..6
719	How were you handled?	Roughly/brutally.... ….……………………..…1
		Gently…..….……….……………………..…….2
720	Were you required to make any payment?	Yes ….....….……….……………….....…......1
		No…….……….……….……………...….……..2
721	If yes, did you receive a receipt?	Yes ….……….……….………………...…….....1
		No…….……….………………………...……….2
722	If you offered **"payments"** in order to get services from the police, were you satisfied with the services?	Not satisfied …….……..……………..……..…1
		Satisfied…….…...….……….…………………….2
723	Over the past 4 years, did you have a problem that should have been reported to police but you decided not to?	Yes…….……….……….…...…..……………….1
		No…….……….……………….…...…….……….2
724	If Yes; what were the reasons? *(Multiple responses)*	Process is too long and expensive……….………..1
		Police will not give a fair service….…………..2
		Did not have money to bribe police…...…......…3

		Other (specify)……………………………… …....……4
	How important are the following as obstacles to obtaining services from Police?	**Not important………………………………………1** **Important……..…………………………………….2**
725	High levels of corruption	1…2
726	Fear of retribution	1…2
727	Brutal behaviour by police	1…2
728	Delays in Police Processes	1…2
729	What government action do you think would most likely improve service delivery by police?	Prosecute reported cases of corruption……..……1 Training (emphasis on code of conduct)…..……..2 Improve on salary and conditions of work……..3 Other (specify)…………………………………….4

(c)   UGANDA REVENUE AUTHORITY (URA)

	Question	**Coding Category**
730	Do you know about URA? *(If No, skip to section 8)*	Yes……………………………….………………1 No……...…………………………….…………..2
731	In the last four (4) years, have you dealt with URA?	Yes………………………….…………………1 No……………………………….……………..2
732	If yes, in which way?	Pay tax…………………….………………..1 Licensing (registration of vehicles)…….….….…2 Other (specify)…………………………….……3
733	Did you get receipts for **ALL** the payments you made at URA?	Yes …………….…………………….…..…....…1 No……………………………………….………..2
734	How do you rate URA services with regard to corruption?	Very corrupt………………………………...…1 Corrupt……………..……………………..……..2 Not corrupt…………….……………………...…3
735	What would be the reason for bribing a URA official?	To assist evade tax……………..…..……………1 To under assess official charge…….….………...2 To cut short the long process……..…..…..……..3 Other (specify)………………………..…....……4

7.0 HEALTH

800	**Question**	**Coding Category**
801	During the past 6 months, has anyone in your household visited a public health facility?	Yes …………….....……………………………..1 No………..…....…….…..………………………2
802	What was the purpose of your visit?	Treatment……………........…………………………1 Visiting an in-patient……...…………………….2 Took a patient for treatment/ vaccination ….....……3 Other (specify)……………………..…....……4
803	What type of public health unit was visited?	Health Centre VII (National Referral Hospital)…….1 Health Centre VI (Regional Referral Hospital)…....2 Health Centre V (District Hospital)…..…..…..…..3 Health Centre IV (County Hospital)……..…. ……4 Health Centre III (Sub-county Dispensary)…........5 Health Centre II (Parish Sub –Dispensary)…..…..6 Other (specify)……………………..……………7
804	Did you make any payments?	Yes…..…………….....……………………………1 No…..…………………….………………………2
805	If Yes, were you issued receipts for all payments you made at the health facility?	Yes…..…………………………………………… 1 No…..……………………….……………………2
	How do you rate public health services in terms of the following?	**Poor...1, Satisfactory….2, Good…3**
806	Availability of medical staff	1…….2……3
807	Condition of medical facilities	1…….2……3
808	Availability of the health centres	1…….2……3
809	Availability of medicine	1…….2……3
810	Health workers' handling of patients	1…….2……3

811	How do you evaluate the cost of public health services today as compared to four (4) years ago?	More expensive.…….....….…................................1 Same.………….....…………….............................2 Cheaper.………….....….................…….…...….....3
812	In your opinion have public health services improved over the past four (4) years?	Deteriorated.…….....…….…............…..................1 Remained the same.…...….…...…...….....................2 Improved.…………….....…................................…3

9.0   RANKING OF QUALITY OF SERVICES BY SELECTED PUBLIC SERVICE PROVIDERS

Research assistants briefly explain to the respondent the functions of each of these institutions

This section ranks the service providers in terms of their effectiveness, efficiency, integrity and level of affordability (reasonableness of cost)

	Question	Coding Category			
		Poor…….1, Satisfactory……..2, Good……….3			
	Service provider	**Effectiveness**	**Efficiency**	**Integrity**	**Affordability**
901	Traffic Police	1.......2…...3	1.......2…...3	1.......2…...3	1.......2…...3
902	Police – general, including SPCs	1.......2…...3	1.......2…...3	1.......2…...3	1.......2…...3
903	Local councils (LC 1)	1.......2…...3	1.......2…...3	1.......2…...3	1.......2…...3
904	Local Governments (LCIII)	1.......2…...3	1.......2…...3	1.......2…...3	1.......2…...3
905	City/ Municipal/Town Councils	1.......2…...3	1.......2…...3	1.......2…...3	1.......2…...3
906	Courts of Law	1.......2…...3	1.......2…...3	1.......2…...3	1.......2…...3
907	Public service (Pension)	1.......2…...3	1.......2…...3	1.......2…...3	1.......2…...3
908	District Service Commission	1.......2…...3	1.......2…...3	1.......2…...3	1.......2…...3
909	Immigration Department	1.......2…...3	1.......2…...3	1.......2…...3	1.......2…...3
910	Lands office	1.......2…...3	1.......2…...3	1.......2…...3	1.......2…...3
911	NSSF	1.......2…...3	1.......2…...3	1.......2…...3	1.......2…...3
912	Agriculture/Veterinary	1.......2…...3	1.......2…...3	1.......2…...3	1.......2…...3
913	URA	1.......2…...3	1.......2…...3	1.......2…...3	1.......2…...3
914	Parliament	1.......2…...3	1.......2…...3	1.......2…...3	1.......2…...3
915	Public Health Units	1.......2…...3	1.......2…...3	1.......2…...3	1.......2…...3
916	Inspectorate of Government	1.......2…...3	1.......2…...3	1.......2…...3	1.......2…...3
917	NGOs	1.......2…...3	1.......2…...3	1.......2…...3	1.......2…...3
918	UMEME	1.......2…...3	1.......2…...3	1.......2…...3	1.......2…...3
919	National Water & Sewerage Corporation (NWSC)	1.......2…...3	1.......2…...3	1.......2…...3	1.......2…...3
920	Electoral Commission	1.......2…...3	1.......2…...3	1.......2…...3	1.......2…...3

10   RATING OF SELECTED PUBLIC INSTITUTIONS WITH REGARD TO THEIR FREEDOM FROM CORRUPTION

	Question				Coding Category		
	Rate the given institutions with respect to the extent to which they are free from: Bribery (a); Embezzlement (b); Extortion (c); Fraud (d); Nepotism (e); and Gender imbalance (f).				Not Free ....…1 Free………….....................................2 Not aware………….............….........3		
		Bribery	**Embezzlement**	**Extortion**	**Fraud**	**Nepotism**	**Gender imbalance**
1001	Parliament	1…2…3	1…2…3	1…2…3	1…2…3	1…2…3	1…2…3
1002	URA	1…2…3	1…2…3	1…2…3	1…2…3	1…2…3	1…2…3
1003	Agriculture, Animal Industry and Fisheries	1…2…3	1…2…3	1…2…3	1…2…3	1…2…3	1…2…3
1004	Public Health Units	1…2…3	1…2…3	1…2…3	1…2…3	1…2…3	1…2…3
1005	Public service (Pension)	1…2…3	1…2…3	1…2…3	1…2…3	1…2…3	1…2…3
1006	NSSF	1…2…3	1…2…3	1…2…3	1…2…3	1…2…3	1…2…3
1007	Police including SPCs	1…2…3	1…2…3	1…2…3	1…2…3	1…2…3	1…2…3
1008	Traffic police	1…2…3	1…2…3	1…2…3	1…2…3	1…2…3	1…2…3
1009	Inspectorate of Government	1…2…3	1…2…3	1…2…3	1…2…3	1…2…3	1…2…3
1010	Courts of Law	1…2…3	1…2…3	1…2…3	1…2…3	1…2…3	1…2…3
1011	Local councils (LC 1)	1…2…3	1…2…3	1…2…3	1…2…3	1…2…3	1…2…3

1012	Local council (LCIII)	1…2…3	1…2…3	1…2…3	1…2…3	1…2…3	1…2…3
1013	District Service Commission	1…2…3	1…2…3	1…2…3	1…2…3	1…2…3	1…2…3
1014	City/Municipal/Town Councils	1…2…3	1…2…3	1…2…3	1…2…3	1…2…3	1…2…3
1015	UMEME	1…2…3	1…2…3	1…2…3	1…2…3	1…2…3	1…2…3
1016	National Water and Sewerage Corporation (NWSC)	1…2…3	1…2…3	1…2…3	1…2…3	1…2…3	1…2…3
1017	NGOs	1…2…3	1…2…3	1…2…3	1…2…3	1…2…3	1…2…3
1018	Electoral Commission	1…2…3	1…2…3	1…2…3	1…2…3	1…2…3	1…2…3

11. PERCEPTIONS ON SUCCESS OF ACTIONS BY GOVERNMENT TO FIGHT CORRUPTION

1100	Question	Coding Category	Coding Category
	(A) Do you know any institutions/measures that the government has put in place to fight corruption? Name them. **(B)** How successful has each been in fighting corruption?	**(A)** **Yes………………....……1** **No………………....……2** *(Circle code 1 for those mentioned)*	**(B)** **Not successful…..1** **Successful………..2** **Very successful....3**
1101	Establishing Public Accounts Committee (PAC)	1…...2	1...…2…...3
1102	Establishing office of Directorate of Public Prosecutions (DPP)	1…...2	1...…2…...3
1103	Establishing Public Procurement and Disposal of Assets (PPDA)	1…...2	1...…2…...3
1104	Establishing the Inspectorate of Government (IGG)	1…...2	1...…2…...3
1105	Investigating cases of corruption	1…...2	1...…2…...3
1106	Imprisoning those proved guilty of corruption	1…...2	1...…2…...3
1107	Establishing the leadership code of conduct	1…...2	1...…2…...3
1108	Improving accountability in government departments	1…...2	1...…2…...3
1109	Prosecuting cases of corruption	1…...2	1...…2…...3
1110	Liberalization of the news media	1…...2	1...…2…...3
1111	Others (Specify) ………………………………….....................................	1…...2	1...…2…...3

12.0   ASSESSMENT OF ROLE PLAYED BY SELECTED INSTITUTIONS IN FIGHTING CORRUPTION

	Question	Coding Category
	To what extent have the following institutions assisted in fighting corruption? *(ask one by one)*	Have not helped at all……..............1 Helped…………………...............…2 Helped much……………................…3 Not aware of the institution. Activities....4
1201	Inspectorate of Government	1...…2…..3…...4
1202	Parliament	1...…2…..3…...4
1203	Local political leaders /Members of Parliament	1...…2…..3…...4
1204	Local councils (LC 1)	1...…2…..3…...4
1205	Local councils (LCIII)	1...…2…..3…...4
1206	Local Government (LC V)	1...…2…..3…...4
1207	City/Municipal/Town Council	1...…2…..3…...4
1208	City/Municipal/Town Councils	1...…2…..3…...4
1209	Courts of Law	1...…2…..3…...4
1210	Commissions of Inquiry (e.g. the one of Sebutinde in Police)	1...…2…..3…...4
1211	Media (Print- Newspapers/Electronic-TV, Radio)	1...…2…..3…...4
1212	Human rights organisations / NGOs	1...…2…..3…...4
1213	Religious organisations	1...…2…..3…...4
1214	Universities	1...…2…..3…...4
1215	Police	1...…2…..3…...4
1216	Office of the President	1...…2…..3…...4
1217	Professional organisations e.g. lawyers, doctors, business persons	1...…2…..3…...4

| 1218 | Uganda national bureau of standards | 1.....2....3....4 |
| 1219 | General public support/Civil Society | 1.....2....3....4 |

13. OTHER COMMENTS OR SUGGESTIONS

1300	Question	Coding Category
1301	What would be your preference for a **person** to be entrusted with authority and or public funds in an institution?	Prefer man……..………………....….1 Prefer Woman……………………....…2 Do not have a preference…..……....…3
1302	Give reasons for your preference above?	Women are more trustworthy…....….1 Men are more trustworthy………..…..2 In order to ensure gender balance...….3 Other (specify)....………………….....…4
1303	Who do you think are more likely to pay a bribe?	Women ……….....…….………….....…1 Men…………….....….……….…………2 No difference……...………………….3 No opinion…….…...….………………4
	How much do the following influence your views about corruption in public delivery?	**Very much…........……………….……1** **Not much..2** **Not at all……….....…………………….3**
1304	Own experiences	1.......2……..3
1305	Family or friends' views	1.......2……..3
1306	Local leaders' views	1.......2……..3
1307	National leaders' views	1.......2……..3
1308	Newspaper reports	1.......2……..3
1309	Radio reports	1.......2……..3
1310	Do you have any further comments or suggestions as to how to fight corruption in Uganda …… …… …… …… ………………………………………………………………………………………………………

ANNEX VIII (B) Institutional Interview Schedule

1.0 INTERVIEWER INTRODUCTION (*Read the following to the respondent*).

Greetings:	Good Morning / Good Afternoon
Self Introduction:	My name is ……………………………………………..
Where you are from:	REEV Consult International
Letter from LCs:	Show the letter from LC to the respondent
About REEV Consult:	Consulting Firm, which was contracted by the Inspectorate of Government to carry out the 3rd National Integrity Survey (NIS III 2007)
Purpose of NIS III 2007:	• to investigate the prevalence and incidences of corruption and administrative injustice in public service and factors that account for their occurrences; • to gauge the trends in prevalence of corruption; • to identify the challenges facing the Anti-Corruption strategy implementation, and devise remedy; and • to assess the effectiveness of the measures to reduce corruption incidences.
Selection of Respondent:	Indicate to the respondent that: • he/she has been randomly selected to participate; • his/her views will be taken to represent views of many households who have not been selected to participate • the information given will be treated with strict confidentiality; and • the name of the respondent will not be printed or used in any documents.
Consent	Request for Consent of the respondent.

2.0 PRE- INTERVIEW INFORMATION

Date	D:	M:	Y: 2008	Interview Number	
District				Sub county/Division	
If Public Sector:				If Private /Public Enterprise	
Name of the Department				Name of the Enterprise	
Telephone Contact				Telephone Contact	
Urban	1			Rural	2
Signature of the Interviewer:				Signature of Team Leader:	

3.0 PERSONAL INFORMATION OF RESPONDENT

300	Question	Coding Category
301	Gender *(observe)*	Male …………..…….…………..………....…1 Female………....……....……….....………..2
302	Age	15 – 24 …………………………………….....1 25 – 34…………………..…….…………….2 35 – 44…………….……..……...………….3 45 – 54……..…..……….…….…..…………4 55 and Above………..….…..…....……...5
303	Level of education	Never went to formal school………………1 Primary Level …………..…………..…..…2 Secondary Level …….…..…..…………....3 Tertiary Institution ……..…..……………4 University…………………………………5
304	Position within the Institution	Managerial…………..……………..……1 Operations………..……..………………..2 Support staff…….…..……………………3
305	What are your terms of employment?	Permanent………….……………..………1 Probation…………..………….…………..2 Contract……………..……….….……..….3 Temporary ……………….………………4 Other (specify)……………..….………..5

306	Do you have a written appointment/confirmation letter to your position?	Yes…………….……………………………………1 No…………….……...……………………………2

307	How were you recruited?	Through interview by public/district
		       service commission......1
		Through interview by recruitment
		       firm or committee………….………2
		Through interview with Senior
		       Management Official(s)….……….3
		Through connections by
		       friends or Relatives…..………….4
		As a political appointment………………5
		Elected………………………………6
		Other (specify)………….…..………… 7

308	How many years of experience do you have working in this organization / government service?	Less than 1 year…………….…………1 1- 4 years … ……..……………...…..2 5 -9 years ………….…..…………..…..3 10 years and above ………..…………..4
309	How many years have you served in your current position?	Less than 1 year……….……..………1 1- 4 years … ……………….…………......2 5 -9 years ………………………………3 10 years and above ………..………....4
310	To what extent does the terms and conditions of (your appointment) service affect your performance?	Positively………….………………………1 Negatively………………………………...2 Not at all………….…………………….3

4.0   HUMAN RESOURCE MANAGEMENT

400	Question	Coding Category
401	How is recruitment done in your organization?	Advertising (internal and external)……..1 Recruitment agencies………………………2 Political appointment………………………3 Other (specify)………………………………4
402	Do you think gender influences recruitment in your organisation?	Yes…………….…..………………………………1 No… ………….…………………………………2
403	Are there incidences of inducements in recruitment in your organization?	Yes…..…….…..……………………….......1 No…………….………………………………2
404	In the last four (4) years did any elected official, their appointees, or political party officials influence any hiring /promotions/dismissal decisions in your organization?	Yes…..…….…..…………………….......1 No…………….…………………………………2 N/A………….…...…………………………3 Don't know………………...………………4
405	Are all your employees issued with appointment letters stipulating their terms and conditions of service?	Yes…..…….…..………………….......1 No…………….…………………………………2
406	If No. why are some employees not issued with appointment letters?	Temporary employees……...…..……1 Clandestinely recruited…….…..……….2 Casual workers……………….……..…….3 Other (specify)………………………………4
407	Does your organization carry out induction of newly recruited workers?	Yes…..…….…..………………….......1 No…………….…………………………………2
408	Does your organization carry out Performance Evaluations?	Yes…..…….…..………………….......1 No…………….…………………………………2 (If No skip to 410)
409	If yes; how is performance evaluation conducted?	In a transparent and participatory way...1 Through confidential written reports…..2 Other (specify)………………………………3
410	How is Promotion of employees done in your organisation?	Based on performance……...…..……….1 Favours by supervisors……………………2 Length of service…………..…...………..3 Providing gifts or gratifications…..…….4 Political connections………….…………..5 Retirement or resignation ………………6

		Other (specify) ……………………………7
411	Do men and women of the same qualifications have the same considerations for career advancement in your organisation?	Yes……….…….……..………………...1 No…….……………………………………2
412	What disciplinary actions are taken in your organisation/unit for wrong doing?	Demotion…………………...…………….1 Salary deductions…….……..…………..2 Interdiction……………………………….3 Dismissal …………………………………4 Other (specify)……………………………5
413	Who is responsible for disciplinary action in your organization / Unit?	Supervisor……………………………….1 Disciplinary Committee……….………….2 Top management…..............…..………….3 Board or directors…..……..……………..4 District/public service commission…... 5 Other (specify)……………………………6
414	Is there provision for appeal in all disciplinary decisions?	Yes……..…..……………………….......1 No……………………………………………2
415	If yes; what is the procedure for Appeal?	Disciplinary Committee……….…………1 Top management………….…..…………….2 Other (specify)……………………………3

5.0   FINANCIAL MANAGEMENT AND PROCUREMENT

500	Question	Coding Category
501	How is the budget controlled in your organisation?	Effectively………………..…………….1 Not effectively…………………………….2
502	In the last four (4) years, has your organisation had any incidences where money budgeted was diverted?	Yes…………………………………….....1 No…….……………………………………..2 (If No skip to 505)
503	If Yes, what percentage of the organization's budget was diverted in the last financial year 2006/2007?	1-4………………………………………………1 5-9…………………………………............2 10-20…………………………………………..3 Over 20..4 Don't know…………….………………….5
504	In most cases, what do these diverted funds go towards?	Payment of Allowances……..……………1 Office Expenses…………………………….2 Buy equipments…..………………………3 Pay Bribes…………………………..……..4 Put money on fixed deposit accounts to earn personal income through interest..5 Other (specify)……………………………6
505	Has your organization ever had to gratify officials of other government departments before your grants/salaries are released?	Yes……………………………………….....1 No…………………………………………….2
506	Has your organization ever had to gratify officials of other government departments in order to obtain services from them during the last one year?	Yes……………………………………………1 No……………………………………………..2
507	If yes, what type of service	Tax……………………………………………1 Operation…………………………………….2 Registrar ………………………………………3 Utilities………………………………………4 Judicial services ………………………….5 Immigration……………………………….6 Traffic………………………………………7 Other police services………………………8 Other (Specify)……………………………9
508	Has your organisation ever had to gratify a public official in order to settle a tax claim of any kind during the last four years?	Yes often……..……………………………1 Yes on some occasions..…………………..2 No………………………………………………3
509	Has your organisation ever had to gratify a public	Yes often……..……………………………1

	official with respect to any legal proceedings during the last four years?	Yes on some occasions………………………2 No…………………………………………………3
510	If yes, [officials] from which government department [were the gratified officials]?	Uganda Police……………………………1 Local Administration……………………2 Land Board…………………………………3 Magistrates Courts………………………4 High Court…………………………………5 Other (specify)……………………………6
511	Are you aware of PPDA procedures of tendering, contracting and Disposal of public assets?	Yes…..…………………………………......1 No…………………………………………………2
512	Does your organization apply the procurement procedures as provided in PPDA?	Never ……….. ……………………………1 Sometimes………………………………………2 Always……………………...........................3
513	Do contracts awarded to your organisation by the government carry a gratification tag?	Yes often......………………………………..…….1 Yes sometimes………………………………2 No………………………………………………..3 Don't know…………………………………4
514	If Yes, what percent of contracts value is normally given as gratification?	1-4…………………………………………………1 5-9……………………………………...............2 10-20…………………………………………..3 Over 20...4 Don't know………………….……………5

6.0 CIVIL PERCEPTIONS ON CORRUPTION IN PUBLIC OFFICES

600	Question	Coding Category
601	How would you rank the following forms of corruption in your organisation over the last four (4) years? **Non existent…..1, Low…...2, High……3**	
602	Bribery.	1…..2……3
603	Embezzlement	1…..2……3
604	Extortion	1…..2……3
605	Fraud	1…..2……3
606	Favouritism	1…..2……3
607	Diversion of funds	1…..2……3
608	In regard to the above question what has your organisation done to address the problem?	Nothing………………...1 Arrests ………………......……………….…………….2 Suspensions………......……………………………..3 Dismissal……..……….......……………………………4 Other (Specify)…………………………………………5
609	What do you think is the main reason for any form of corruption?	Greed/Quick money individual tendency……..………1 Low salaries/delayed salaries/big salary difference...2 Poor supervision of workers……………...…………..3 Lack of job security/retrenchment……………………4 Lack of knowledge of the public about their rights....5 Lack of punishment for corrupt people…….………..6 Other (specify)………………………………………...7
610	What effect do you think corruption has on public services? *(multiple answers)*	Retards Development………………………………1 Increases inequality……………………………………2 Loss of confidence in the government………………3 Other (Specify)…………………………………………4
	How would you rank the existence of the following forms of corruption in government departments over the last four (4) years? **Non existent…..1, Low …...2, High…3**	
611	Bribery.	1…..2……3
612	Embezzlement	1…..2……3
613	Extortion	1…..2……3
614	Fraud	1…..2……3
615	Favouritism	1…..2……3
616	Diversion of funds	1…..2……3
617	In regard to the above question what has been done to address the problem?	Nothing…......……….…………………………………1 Arrests………......…………….…………………………2

	(multiple answers)	Suspensions………........…………………………3 Dismissal……..….…..……………………………4 Other (Specify)……….…………………………….5
618	How would you take it to be if a government official extracts gratification from the public to extend a service?	Minor offence……….…....…..…...…………...1 No offence……………….......……...……….…...2 An accepted way of life……….........…..…….…..3 Other (specify)…..……….......…………………..4
619	In your view, how does government regard corruption?	Serious offence that must be eliminated………......1 Serious offence but out of necessity due to poverty.....2 Serious but a habit out of greed…................……..3 Informal way of charging for free public services….4 Not a serious problem….……………..…………..…..5 Other (specify)…………………………………………6
620	What do you think should be done to tackle the problem of corruption?	Sack corrupt people………………………………….1 Sensitize/educate the people on evils of corruption…2 Improve on salaries / Timely payments…………….3 Establish IG offices at districts for easy accessibility..4 Toughen laws on corruption ……………..……………5 Strict supervision on public service…...…..………...6 Other (Specify)……………………………………….7

7.0   INCIDENCES OF CORRUPTION

700	Question	Coding Category
	How many cases of corruption were reported in your organisation over the last 4 years? **None……..1, 1-4………2, 5-9…...3, 10 and above.....4**	
701	2004	1…..2……3…...4
702	2005	1…..2……3…...4
703	2006	1…..2……3…...4
704	2007	1…..2……3…...4
	Of the reported cases of corruption, how many resulted in suspension or dismissal? **None…..1 < ½ of the cases….2, ½ < all of the cases…..3, All……..4**	
709	2004	1…..2……3…...4
710	2005	1…..2……3…...4
711	2006	1…..2……3…...4
712	2007	1…..2……3…...4
	Of the cases of corruption taken to courts of law, how many resulted in conviction of culprits? **None…..1 <½ of the cases….2, ½ <all of the cases…3, All………..4**	
714	2004	1…..2……3…...4
715	2005	1…..2……3…...4
716	2006	1…..2……3…...4
717	2007	1…..2……3…...4

8.0   REPORTING AND COMPLAINTS SYSTEM

800	Question	Coding Category
801	Do you have a system/procedure for reporting complaints about corrupt practices in your organisation?	Yes………………………………………1 No………………………………………2
802	Do you know the institutions to make complaints about /report practices of corruption?	Yes………………………………………1 No…………………………………..………2 *(if no skip to 808.)*
803	If yes, which ones are they? *(Multiple answers)*	Police……………………………………1 IG..………………………………………2 Local Council (LC)……………………3 Local chief……………………………4 Other (specify)……………………………5
804	Did your organization report any cases of corruption over the past four (4 years)	Yes………………………………………1 No………………………………………2
805	If Yes, how helpful are these institutions?	Not effective.….…………………………1 Effective……………………………………2
806	For those cases of corruption which were not reported, what are	Fear…..…………………………………1

	the reasons for not reporting?	High cost of reporting............................2 Even if reported nothing will be done/complacent...............................3 Other (specify)....................................4
807	In your opinion, to what extent have these institutions helped in the fight against corruption in the last four (4) years?	To a great extent..........…......................1 To some extent……………………………2 Not at all …………………………………..3
	Rank the following causes of corruption in order of importance	**Not important…………………………..1 Important…………………………….....2 Do not have an opinion…………………3**
808	Cultural reason (i.e. bribing has become a culture)	1….2….3
809	Lack of Political Will	1….2….3
810	Lack of effective incentive mechanism in the organisation, such as meritocracy.	1….2….3
811	Economic Policies such as privatisation.	1….2….3
812	Low salary	1….2….3
813	Lack of transparency and accountable political processes.	1….2….3
814	Lack of independence and effectiveness of the Judicial system.	1….2….3
815	Lack of knowledge of existing reporting systems	1….2….3
816	Political influence	1….2….3
817	Poor investigations of corruption cases	1….2….3
818	Poor prosecution of cases of corruption	1….2….3
819	Other (specify)	1….2….3

9.0   Company information [To be completed only by Private sector informants]

900	Question	Coding Category
901	Agriculture	Cash crops…………………………………1 Food crops…………………………………2 Livestock……...……………………………3 Forestry……………………………..……..4 Fishing……………………………………..5 Other (specify)……………………………6
902	Mining and quarrying	Mining……………………………………..1 Quarrying………………………………….2
903	Manufacturing	Agro processing cash………………………1 Agro processing food crops………………2 Textiles…………………………………….3 Iron and steel………………………………4 Other (specify)…………………………….5
904	Utilities	Electricity………………………………….1 Water……………………………………….2 Gas (petrol stations)……………………….3
905	Construction	Houses……………………………………..1 Bridges……………………………………..2 Roads……………………………………….3 Other (Specify)…………………………….4
906	Commerce	Wholesale………………………………….1 Retail trade…………………………………2
907	Transport	Air………………………………………….1 Road………………………………………..2 Railway…………………………………….3 Water……………………………………….4 Other (specify)…………………………….5
908	Services	Tourism, Hotel, Restaurant……………..…1 Storage……………………………………..2 Communication……………………………3 Financial Institutions………………….....4 Professional services(Education, Health, Legal etc)……………………………5

		Other (specify)…………………………….6
909	Government Sector (Public Enterprises)	Agriculture………………………………….1 Mining…………………………..………..2 Manufacturing………………….…………..3 Utilities……………..…………………….4 Construction……………………………….5 Commerce…………………………….……6 Transport………………………………….7 Services…………………………………….8
910	Ownership of the Company/Firm?	Sole Proprietorship…………………………1 Partnership…..……………………………2 Foreign controlled Corporation………...….3 Locally controlled Limited Company……..4 Co-operative………………………………5 Other (specify)……………………..………6
911	Size of business according to labour force	Over 1000……..…………………………..1 500-999……………………………………2 200-499…………………………………….3 50-199………………………………………4 20-49…………..…………………………5 Less than 20………………………………5
912	Did you encounter any obstacles when your business was being established?	Yes…………………………………………1 No……………………………….………..2
913	If yes, what obstacles did you encounter?	Process was too long………………………1 Appropriate forms were not readily available……………………………..……2 Could not see officials……………..……..3 Bribes were demanded by officials ……….4 Bribes were demanded by officials through their agents………………………...5 Other (specify)…………………..………..6
914	Which of the following factors in your opinion make investment in Uganda difficult?	High taxes……………………………………1 Taxation system…………………………..2 High import duties…………………….…..3 System of imposing import duties………....4 Acquisition of land sites…………………....5 Difficult getting necessary permits and licences………………………………..…..6 High electricity tariffs………….………...7 High water tariffs…………………...……..8 Power supply problems…………......………9 Corrupt officials…………….……………..10 Other (specify)…………………..…………11

10.   **QUALITY AND INTEGRITY OF SELECTED PUBLIC SERVICES**

Please rate the following public sector institutions in the past four years

		QUALITY (in terms of Courtesy, Speed of service and Behaviour of Staff). Poor …………….…..1 Fair……………….…..2 Good ……….……..3	INTEGRITY Dishonest…….....….…1 Honest ………….…..2 No opinion………….…..3
1001	Traffic Police	1……..2……..3	1……..2……..3
1002	Police – general, including SPCs	1……..2……..3	1……..2……..3
1003	Local councils (LC 1)	1……..2……..3	1……..2……..3
1004	Local Governments (LCIII)	1……..2……..3	1……..2……..3

1005	City/ Municipal/Town Councils	1……..2……..3	1……..2……..3
1006	Courts of Law / Land Tribunals	1……..2……..3	1……..2……..3
1007	Public service (Pension)	1……..2……..3	1……..2……..3
1008	District Service Commission	1……..2……..3	1……..2……..3
1009	Immigration Department	1……..2……..3	1……..2……..3
1010	Lands office	1……..2……..3	1……..2……..3
1011	NSSF	1……..2……..3	1……..2……..3
1012	Agriculture/Veterinary	1……..2……..3	1……..2……..3
1013	URA	1……..2……..3	1……..2……..3
1014	Parliament	1……..2……..3	1……..2……..3
1015	Public Health Units	1……..2……..3	1……..2……..3
1016	Inspectorate of Government	1……..2……..3	1……..2……..3
1017	NGOs	1……..2……..3	1……..2……..3
1018	UMEME	1……..2……..3	1……..2……..3
1019	National Water & Sewerage Corporation (NWSC)	1……..2……..3	1……..2……..3
1020	Registrar of Companies	1……..2……..3	1……..2……..3
1021	Administrator General	1……..2……..3	1……..2……..3
1022	District Contracts Committees	1……..2……..3	1……..2……..3
1023	KCC (for Kampala only)	1……..2……..3	1……..2……..3
1024	Public Procurement and Disposal of Public Assets Authority (PPDA)	1……..2……..3	1……..2……..3
1025	Uganda Investment Authority (UIA)	1……..2……..3	1……..2……..3
1026	Privatization Unit (PU)	1……..2……..3	1……..2……..3
1027	Uganda National Bureau of Standards (UNBS)	1……..2……..3	1……..2……..3
1028	National Environment Management Authority (NEMA)	1……..2……..3	1……..2……..3
1029	The Electoral Commission	1……..2……..3	1……..2……..3
1030	Do you have any other information on any aspect that has not been covered in the survey?		

Thank you for your cooperation!!

ANNEX VIII(C) Focus Group Discussion Guide

1. (a) Understanding the prevalence and incidences of corruption in the country.
   (b) What are the different forms and causes of corruption?
   (c) How have these forms / causes changed over time since 2004.
   (d) What are the prevailing administrative injustice in the public service and factors that account for their occurrence.
   ➢ Access to services (Accessibility, and level of satisfaction with or without bribes)
   ➢ Performance measurement / available institution for service delivery (what criteria should be used for measuring performance)
   ➢ According to your criteria, how are these institutions performing
   ➢ Do you have any particular institutions in mind?
   (e) Possible dimension of politicization of service delivery if any?
   (f) Level of transparency and accountability in these institutions.
2. (a) How do you gauge the **trends in prevalence** of corruption in the last 4 years?
   (b) How do we assess the responses of specific government action on different forms of corruption over the last 4 years (2004-2008)
   (c) Which groups of citizens are paying more of their income in bribes?
   ➢ Which groups of people are suffering the most effects of corruption
   ➢ What is the relative level of awareness of the evils of corruption across the national divide?
3. (a) What are the **challenges facing the Anti-Corruption initiatives** such as-
   ➢ The Inspectorate of Government
   ➢ Public Accounts Committee
   ➢ The Police
   ➢ The CID
   ➢ The Directorate of Public Prosecutions
   ➢ The Public Procurement and Disposal of Public Assets Authority (PPDA)
   ➢ Directorate of Ethics and Integrity
   ➢ Office of the President

In terms of:
   ➢ Enforcement of the strategy
   ➢ Coordination of activities
   ➢ Legislation framework
   ➢ Public participation in the fight against corruption
   ➢ Institutional capacity and systems
   ➢ Political will at all levels in the fight against corruption.

Probe for:
   ➢ Performance of the Inspectorate of Government in terms of delivering concrete results
   ➢ Impendent for the implementation of the strategy
   ➢ Lessons learnt
   ➢ What areas need strengthening in the implementation of the strategy?
4. How do we **assess the effectiveness of the following measures** to reduce corruption incidences?
   ➢ Establishment of the office of the inspectorate of government
   ➢ Establishment of PAC
   ➢ The Directorate of Integrity and Ethics
   ➢ IG / Leadership Code implementation
   ➢ IG/ Bi- annual Reports to Parliament
   ➢ IG/ Regular National Integrity Surveys
   ➢ Directorate of Public Prosecution
   ➢ CID
   ➢ PPDA

ANNEX IX: LIST OF KEY INFORMANTS

Name	Position	Organization
Lady Justice Faith Mwondha	Inspector General of Government	Inspectorate of Government
Mr. Patrick Mutabwire	Commissioner	MoLG
Hon. Chris Baryomunsi	Member of Parliament	Kinkizi East Constituency
Dr. Barnabas Nawangwe	Dean, Faculty of Technology	MUK
Hon. James Kubeketerya	Chairperson, Social Services Committee	Parliament
Hon. Geoffrey Ekanya	Chairperson, LGAC	Parliament
Mr. Edwin Muhumuza	Research Officer	PPDA
Mr. Godfrey Namundi	Registrar, Inspectorate of Courts	Judiciary
Mr. Ewama	Director	Auditor General's Office
Ms. Mary Theopista Wenene	Commissioner, Inspectorate	Min of Public Service
Eng. E.B. Kabanda	Secretary,	Education Service Commission
Mr. Charles Otker	Sen. Ass. Records Officer	ESC Education Service Commission
Mr. Amule Samuel	Commissioner Inspectorate	MoLG
Mr. John Bwango	ACP, Head	Fraud Dept. CID
Ms. Wanyama	Director, Corporate Affairs	UNBS
Mr. Gyavira Musoke	Head, Imports Inspection	UNBS
Mr. Moses Kasakya	Manager, Internal Affairs	URA
Mr. Richard Buteera	Director	DPP
Mr. Ashaba-Aheebwa	Director, Ethics	DEI
Ms. Charlotte M. Bagorogoza	Former Chairperson,	ACCU
Hon. Sebuliba Mutumba	MP	Kawempe South, Vice Chairperson PAC
Mr. Emmanuel Tumusiime	President	Forum for Integrity in Leadership

ANNEX X   NIS III CONSULTING TEAM

ANNEX X (A)   CONSULTANTS

NAME	RESPONSIBILITY
Dr. Augustus Nuwagaba	Team Leader /Lead Consultant
Mr. Ezra Munyambonera	Consultant
Mr. Cliff Bernard Nuwakora	Consultant
Mr. Eugene Gerald Semakula	Supervisor
Mr. Charles Rwangoga	Supervisor
Mr. Ferd Kafureeka	Supervisor
Ms. Jane Kamunyi	Supervisor
Ms. Janestic Twikiriza	Supervisor
Mr. Stanley Wobusobozi	Supervisor
Mr. Martin Wanda	Consultant

ANNEX X (B)   NIS III RESEARCH ASSISTANTS

	CENTRAL AND WESTERN REGIONS		EASTERN REGION		NOTHERN REGION
1.	Asaba Mustapher	1.	Akello Susan	1.	Acayo Pamella
2.	Asasira Moses	2.	Akoth Stellah	2.	Aguti Monica
3.	Asiimwe Carol	3.	Atyang Jessica	3.	Aguti Susan
4.	Atubangira Ronald	4.	Bogere Peter	4.	Akech Evelyn
5.	Baguma Ivan	5.	Busima Michael	5.	Akope Lawrence
6.	Baluku Calvin	6.	Buteeme Martha	6.	Alaba Ruth
7.	Barekye Dan	7.	Ediau Francis	7.	Alaroker Irene
8.	Barigye Barbanas	8.	Emedot Justin Daniel	8.	Amera Jannet
9.	Boonabaana Sylvia	9.	Eryenyu George	9.	Amone Denish
10.	Businge John	10.	Gidoi Charles	10.	Angwech Rosemary
11.	Bwami Ronald	11.	Isabirye Isaac Newton	11.	Atim Agnes
12.	Chandiru Winnie	12.	Kadondi Jackline	12.	Keam Gertrude
13.	Humura Hannington	13.	Kassaja Moses	13.	Komagum David
14.	Isabirye Joseph	14.	Kharunda Sylvia	14.	Komakech Grace
15.	Kadogo Marsiale	15.	Khaukha Paul	15.	Lamer Geofrey
16.	Kafureeka Ferd	16.	Magomu Mubaraka	16.	Lochoro Jacob
17.	Kakuru Robert	17.	Malagala Paul	17.	Lokiris Abraham
18.	Kalengo Noah	18.	Mbabazi Janet	18.	Lokong Zack
19.	Kamunyi Jane	19.	Miiro Kassam	19.	Lopeyok Mark
20.	Kanyesigye Pison	20.	Muhereza Paul	20.	Lorika Jonathan
21.	Kihembo Viola	21.	Muhwezi Herbert	21.	Marwas Paul
22.	Komakech Polycarp	22.	Mukhwana Bernard	22.	Mwaka Innocent
23.	Komugabo Ketty	23.	Mutonyi Catherine	23.	Nokrach Emmanuel
24.	Lule Eric	24.	Mwanja Baker	24.	Ocen Samuel Albert
25.	Mbabazi Jonas	25.	Mwanja Umar	25.	Ociti Kenneth
26.	Mugalula Penelope	26.	Nambozo Gertrude	26.	Ogwang Eric
27.	Muherza James	27.	Namulunyi Makuma	27.	Okama Joseph
28.	Muhumuza Wahab	28.	Nandutu Naomi	28.	Okello Lawrence
29.	Munyambonera Ezra	29.	Ntende Henry	29.	Olwoch Godfrey
30.	Nalunga Ruth	30.	Nyote Moses	30.	Omony Erick
31.	Naluyima Barbara	31.	Oenen Innocent	31.	Oola S. Peter
32.	Namuiga Patience	32.	Okongo Samuel	32.	Opio Godfrey
33.	Ndyatura Annet	33.	Okwalinga Stephen	33.	Pulkol Lokong
34.	Nkwasibwe Francis	34.	Omalla Andrew	34.	Zagai Moses
35.	Nuwagaba Lillian	35.	Oppong Stephen		
36.	Okwai-Mungu Richard	36.	Owor Omallah		
37.	Onapa James	37.	Wabyanga Isaiah		
38.	Ssemakula Eugene	38.	Wambi Julius		
39.	Tulyahikayo Lydia	39.	Wanzala Andrew		
40.	Tusasiirwe Charlotte	40.	Wanzira Dominic		
41.	Twikirize Milly	41.	Wasukira Maliki		
42.	Wanda Martin	42.	Akello Susan		

ANNEX X (C)   NIS III DATA MANAGEMENT TEAM

Name	Role
Henry Owora	Team leader
Micheal Gensi	Data Analyst
Alfred Natukunda	Team Member
Justine Najore	Data entry clerk
Ronah Mushabe	Data entry clerk
Deborah Namisango	Data entry clerk
Grace Driwaru	Data entry clerk
Joel Jassu	Data entry clerk

Endnotes

[i] Names of sub-counties were obtained from the maps provided by the District Planners. the names were written on different pieces of paper which were folded, cast after which two sub-counties were selected.

[ii] For example, the study issues in Boarder districts such as, Busia, Arua, Bukwo, Kabale, Kotido etc were different from the issues in districts such as, Butaleja, Kumi, Ibanda and Mayuge,. Each district was unique in its own way

[3] The Middle Age Crisis is usually a common occurrence between the ages of 40-45. It is during this period that a cohort of people compares themselves in regard to what they have achieved over time. Those that have achieved relatively little as compared to their colleagues are psychologically depressed. It is this situation that is referred to as a crisis. The irony is that this middle age crisis has been shifted from 40-45 years to 25 - 30 years.

[4] Different organisations were found to use different tools for appraising their employees. Some used confidential reports while others used participatory methods.

[5] Mauritius is among the few (Seychelles, Libyan Arab Jamahiriya-Libya) African countries ranked in the higher medium category in world Human Development Report (2007) Pg 234-235.

[6] The IAF represents a collaboration of institutions with different mandates in the fight against corruption.

[7] Cases in point include: the refund of Ug.shs. 600m by a former Managing Director of NSSF; and Ug.Shs.240m. by a former minister of health.

[8] IAF is a loose forum that brings together 18 public institutions in the fight against corruption but its decisions are not binding.

[9] A case in point is the robbery case in the former Nile Bank Ltd where the case could not stand due to incomplete evidence by the respective investigating agencies since each claimed that other pieces of evidence were with the other agency.

[10] Ministry of Public Service, Service with a Smile, Client Charter 2007/2008-2009/2010, July, 2007.

[11] The Judicial Integrity Survey (2004), indicated that the high levels of corruption that have been reported in the judiciary by both 1998 and 2004 NIS are attributed to court clerks. The survey also found that a significant proportion of the public are not aware of the existence of the Code of Judicial Conduct

[12] For example there is a recent incident where a payment by the MoFPED to another Ministry was reportedly hacked into through connivance by some public officials in collaboration with bank officers.

[13] Mr. Ken Lukyamuzi is a former Member of Parliament for Lubaga South constituency who lost his parliamentary seat because of defaulting Code of Conduct.

[14] These include: 1) Development of Institutional Framework; 2) enforcement mechanism; 3) coordination; 4) public management; 5) education and awareness raising; 6) procurement; and 7) public participation in anti corruption efforts

[15] These include: 1) Penal Code Act (1964 and 1987); 2) Prevention of Corruption Act (1970-oldest Anti-Corruption in post independent Uganda); 3) Local Government Act (1997); 4) Public Finance and Accountability Act (1996); 5) The Leadership Code Act (2002); 6) Inspectorate of Government Act (2002); 7) Police Act (1964); 8) Magistrates Act; 9) The Trial on Indictments Act ; 10) The Public Procurement and Disposal of Assets Authority Act (2003); and 11) Enacting Access to Information Act (2005) which guarantees access to information as a human right under the constitution, Republic of Uganda, Article 41.

[16] VFM audits involves: i) Economy Audit (delivery of services or procurement of goods using cheapest means without compromising quality); ii) Efficiency Audit (aiming at getting maximum output for any input; for any maximum output, aiming at minimising costs (input)); and iii) Effectiveness audit (whether objectives are of an activity are achieved).

[17] Living wage refers to a remuneration level that is sufficient for one to afford basic needs such as food, housing, clothing, education, and health care.

[18] Actually the population glorifies corrupt public servants as they (the corrupt) lavishly build magnificent houses; acquire flashy cars, and other primitively accumulated wealth. This has become a societal standard against which the public measures peoples' success.

[19] For example the gross salary of the Commissioner General of URA is Ug Shs 28,000,000; Managing Director NSSF Ug Shs 15,000,000; UEDCL Ug Shs 10,000,000 and others disproportionately at variance. Secondly, there are significant gaps in remuneration levels within the same public agencies. The differences are usually between top management and operational staff yet, the latter are primarily the productive force of the organisation. This creates disgruntlement, erodes productivity hence impacting negatively on service delivery as the less paid attempt to engage in corrupt practices so as close the remuneration gaps.

[20] In FY 2006/07 URA total revenue target was shs.2.555.38bn and actual collection was shs.2.625.74bn indicating a surplus of shs.70.6bn an increase of 17% from the FY 2005/06.

[21] This plan comprises a modernisation project in each of six departments of URA namely: Customs; Domestic Taxes; Legal; Internal Audit and Tax Investigation; Corporate Services; and Commissioner General Department. Each of these projects report directly to the Modernisation Division located in the commissioner Generals office. This programme has significantly reduced corruption through re-engineering systems and procedures of clearance of goods which were easily manipulated.

[22] This is a 3-year Project located in the Corporate Affairs Division. It draws membership from all the six departments of URA and collaborates with IG, DEI and other Anti-Corruption agencies. It aims at public advocacy regarding policies and processes for recruitment.

[23] In April, 2008 this committee terminated 5 members of staff at operational level who were found guilty of corrupt practices.

[24] Singapore under Prime Minister Lee Kuan Yew was able to be transformed from third world to first world under the banner of zero tolerance to corruption.

[25] South Korea under General Pak Chang Hee developed under central planning using foreign AID particularly from United States of America.

[26] Rwanda under the leadership of General Paul Kagame has been able to instil National Values, Moral character building to the general population and zero tolerance to corruption.