



Speech by the Hon. Minister of State for Ethics and Integrity  
on  
the implementation of Government Strategy and Plan of Action  
to  
Fight Corruption and Rebuild Ethics and Integrity  
in  
Public Office.

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Directorate for Ethics and Integrity  
Office of the President  
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Your Excellency, the President of the Republic of Uganda,  
Your Excellency, The Vice President,  
The Rt. Hon Prime Minister,  
Your Excellencies the Ambassadors and High Commissioners,  
The Non Members Of Parliament,  
Hon Ministers,  
Distinguished Invited Guests,  
Ladies and Gentlemen.

On behalf of the Accountability Sector and the Interagency Forum against corruption, I am gratified to present to you what we have archived since we last met here two years ago.

### **The vision**

Our vision has continued to be ***building a self-reliant society, sharing common ethical values, standards and unity of purpose enjoying sustainable development resulting from good governance and strong effective institutions and systems.***

### **The Mission**

Our Mission has always been ***strengthening accountability and mainstreaming ethical conduct and Integrity in all sectors of public life.*** This means our strategy has had to have both the reactive part where you detect and apprehend the suspects and subject them to control mechanisms and the proactive one, which concentrates on public mobilisation and education in ethics and Integrity. Our Strategy and plan of action on which I am about to report reflect these two approaches

### **Priority Areas**

In the year 2000 we developed a government strategy and plan of action to fight corruption and build ethics and integrity in the public office. The three-year strategy emphasises the following priority areas:

- Strengthening the capacity of law enforcement for better investigation, prosecution and judgement, particularly of corruption cases
- Strengthening the procurement system
- Implementing public sector pay-reform
- Strengthening financial accountability, especially at the local government level.
- Ensuring effective coordination of agencies on corruption issues.
- Reviewing and strengthening the legal framework related to corruption.

- Reviewing and strengthening the system for enforcement of codes of conduct.
- Enabling the development of a strong civil society capable of monitoring government and holding it accountable.

Each public institution involved in fighting corruption has carried out activities and actions to contribute to the realisation of above priority areas and the following are the highlights. The details are contained the report which has been published and is available to you.

## **Progress to date**

Since we last met two years ago we have been able to achieve the following:

### **Priority One**

#### ***Strengthening the capacity of law enforcement for better investigation, prosecution and judgement, particularly of corruption cases***

##### **The following has been achieved**

- The Inspectorate of Government has established nine Regional offices. This has increased the visibility of the institution and brought it closer to complainants. As a result 70% of households know about the institution of IGG and what it does compared to 32% in 1998.
- There is a marked increase in cases received and dealt with at the Regional Offices.
- The criminal investigation department continued building its own capacity to cope with the ever-increasing demands.
- Ten graduates were recruited into the police to deal with specialised areas.
- Refresher courses where over 50 members of the police force were organised to equip officers with skills in fraud investigation, training and management and in the areas of ethics and integrity.
- The DPP has recruited his own prosecutors to replace the police in this work. This has greatly helped to improve performance for both institutions.

##### **Strengthening Judicial Integrity**

- The judiciary has set up a Judicial Integrity Committee (JIC) to strengthen integrity within the judiciary and improve service delivery.
- A survey on the character, nature, causes and extent of corruption in Uganda's

judicial system has been conducted. The findings and recommendations will be incorporated into the Five-Year Strategic Plan 2003-2008.

#### **Expedited Handling of Corruption Cases**

- The Judiciary has set up a fast track mechanism to expedite the handling of corruption cases. The key principles behind the mechanism are co-operation and co-ordination for quick exposure of cases.
- The performance has been enhanced by the DPP's recruitment and training of new prosecutors (replacing the police) thus enhancing his ability to respond quickly to the handling of cases.

#### **Computerisation of Case Management**

- A computerised Case Management System has been fully introduced at Headquarters and at the Buganda Road Court.
- A few others have only been partly computerised due to limited funding.
- An Information Management System has also been established at the DPP's office.
- This has helped to reduce the time required to trace files and records as well as improving monitoring the performance of staff.

#### **Follow Up on High-Profile Cases**

- Follow up on various cases has progressed well and the details are in our detailed progress report, which is available now.

#### ***Priority Two***

#### ***Strengthening the procurement system***

The following activities were carried to strengthen procurement.

#### **Strengthening Protection Against Procurement Fraud**

- The Central Tender Board has been transformed from a purchases implementing agency into a procurement policy body called Public Procurement and Disposal of Public Assets Authority (PPDPAA) to ensure compliance with regulation and standards and to conduct procurement audits.
- Each public institution is now a procurement entity with a Procurement Committee to reduce the corruption attributable to the over centralisation and monopoly of procurement at CTB.
- The new law and regulations provide for the blacklisting of companies that engage in corrupt practices.
- One of the challenges now is to recruit qualified Procurement Officers. The Ministry of public service has moved to do this.
- It is also proposed that all Procurement Officers should belong to a National Procurement Professional Association with a legal mandate to vet, sanction

and discipline its members. This will serve as an additional measure to increase participation of professional in curbing corruption.

### **Local Governments (Tender) Procurement Regulations 2001**

A number of measures have also been instituted in local governments. They include:

- Production of the Local Governments Tender Regulations, which will be put into effect in accordance with the Public Procurement and Disposal of Public Assets Authority (PPDPAA).
- An assessment of local governments' capacity to manage procurement is being carried out.
- Consultations are going on between PPDPAA and the Office of the Solicitor General to ensure that all procurement regulations conform to the PPDPAA Act.

### **Priority Three**

#### ***Implementing public sector pay-reform***

- The Ministry of public service has introduced a new Performance Appraisal System to ensure effectiveness.
- Cabinet approved a Pay Reform Strategy that seeks to combine the results of a job evaluation exercise and a pay comparative study, which were carried out.
- The implementation of the Strategy is proceeding incrementally in accordance with the available national resource envelope.
- A manual on the management of pensions has been produced and circulated. Payment standards for both pensions and salaries have also been developed. The manuals and standards will be reviewed periodically.
- The Ministry is conducting Result Oriented Management causes to improve performance.

### **Priority Four**

#### ***Strengthening financial accountability, especially at the local government level.***

The Ministry of Finance, Planning and Economic Development has been able to carryout the following to improve accountability.

#### **Public Financial Management Reforms**

The Ministry has put in place mechanisms designed for:

- Strengthening protection against procurement fraud;
- Strengthening and monitoring financial controls;
- Monitoring compliance with the Commitment Control system;
- Monitoring Local Government financial activities;
- Publishing Treasury Memoranda; and
- Ensuring compliance with Treasury accounting Instructions.

### **Strengthening and Monitoring Financial Controls**

- A bill to strengthen the Office of Auditor General awaits the review of Article 163 of the 1995 Constitution.
- Parliament appointed Price Waterhouse Coopers to audit the accounts of the Auditor General FYs 1995/96 to 1997/98. The audit was conducted and a report issued.
- The Auditor General will soon begin, to audit classified accounts of various concerned Public Institutions in accordance with an agreed framework already in place.

### **Ensuring Compliance with Treasury Accounting Instructions.**

- The MFPED continues to carry out routine inspections for compliance with stores, records and operations requirements.
- A new Public Finance and Accountability Law and the Treasury Accounting Instructions has been passed.
- Sensitisation workshops for all stakeholders are to follow.

### **Monitoring Compliance with the Commitment Control System**

- The Commitment Control System (CCS) introduced some time back has greatly helped to reduce domestic arrears because government departments have complied.

### **Monitoring Local Government Financial Activities**

- The MFPED continues to guide and monitor Local Governments in their financial affairs. It has continued to demand and receive monthly and quarterly accountability reports.
- Statutory bodies (the Local Government Public Accounts Committees, the Local Government Tender Boards and the District Service Committees) are now funded directly by the centre under the monitoring and accountability grant. This is a measure to reduce their allegiance to local leaders and influence pedalling.
- The MFPED now imposes sanctions on those Local Governments that delay accountability by withholding releases. It has also helped most of them to produce accounts for the financial year 2000/01.

### **Building Transparency and Accountability in Local Governments**

- The Local Government Act will continue being amended to strengthen financial management and respond to other demands for increased accountability.

- The financial and auditing systems and other regulations has also been amended from time to time to meeting the changing demands for transparency and accountability.
- Assist local governments prepare annual financial accounts clearing the backlog up to 2000/2001.

#### **Other measures take in Local Governments include:**

- Monthly publication in the press of Central Government releases to local governments and requirement that the releases be made public locally.
- Publication and circulation of the Local Government Public Accounts Committees (LGPAC) rules and regulations;
- Training of 235 LGPAC members on the rules and regulations;
- Reviewing LGPAC reports and tabling them before Parliament;
- Preparation of Bookkeeping Manuals for Local Governments;
- Support for Local Government staff to pursue professional accounting courses;
- Revision Local Governments Tender Regulations; and
- Training Internal Auditors from 10 districts in modern auditing practices like value for money, management and pay roll audits;
- Conducting training in ethical decision-making and integrity for local government trainers, District chairpersons, Resident District Commissioners, Statutory committees and boards and other staff.

#### **Priority Five:**

*Ensuring effective coordination of agencies on corruption issues.*

#### **Leadership**

The Directorate for Ethics and Integrity continued to provide leadership in coordinating all government efforts against corruption.

#### **Joint Planning and monitoring**

- All our plans are guided by Government Strategy and Plan of Action to Fight Corruption and Build Ethics and Integrity in Public Office (GSPOA) under which all Anti-corruption efforts are based. The next GSPOA is to be prepared this year, to cover the period 2004 – 2007.

#### **Inter-Agency Forum**

- All anti corruption efforts are coordinated under the Inter agency forum

Through this forum the coalition of anti corruption agencies has provided us with a concerted, coordinated approach to eliminate duplicity and scarce resource wastage. Under this coordination we were able to do the following:

### **The Second National Integrity Survey**

- As a follow-up to the first National Integrity Survey done in 1998, the IGG conducted the second survey in 2002. We should congratulate all those concerned especially the IGG on this achievement because it provides us with the indicator of where we are now and will greatly inform our future plans.

### **Priority Six**

#### ***Reviewing and strengthening the legal framework related to corruption***

The Directorate has played a leading role and coordinated the development and promulgation of the following key pieces of legislations to strengthen the legal framework for combating corruption:

- The enactment of the Inspectorate of Government Act, 2002
- The amendment of the Leadership Code Act, 2002
- We have finalised the principles for the Prevention of Corruption Act to consolidate all anti-corruption relevant articles.
- The principles for the Access to Government Information Bill is being prepared to protect all those who report corrupt acts. The intention is to table the bill before Parliament's by the end of this year. Consultations are going on to develop a comprehensive Information policy framework for Uganda.
- A working Committee has been set up to work on the principles for a whistleblower act.

### **Priority Seven**

#### ***Reviewing and strengthening the system for enforcement of codes of conduct:***

##### **Implementation of the Leadership Code 2000**

- We are discussing the modalities of popularising the Leadership code.
- The office of the IGG has set up a Leadership Code Directorate to implement the Leadership Code provisions.
- More than 8,000 submissions of statements of income, assets and liabilities were received by the IGG by 13 November 2002. The number is now higher.

- The Processing of submissions has began and the IGG is already taking action on the non-compliance according to the established procedures.

### **Mainstreaming Ethics and Integrity in Public Office**

- The Directorate has participated or presented papers in many workshops for the Police, the Ministry of Works, the Ministry of Public Service, the Public Service Commission, the Ministry of Local Governments, Chaka Mchaka courses organised by Offices of RDCs, as well as academic and training institutions.
- Two training-of-trainers workshops in ethical decision making were conducted for officials from government ministries and selected parastatals.
- A new strategy to mainstream integrity concerns in Local Governments has been developed.
- Five regional workshops to sensitise all the District Chairpersons, CAOs, and District Planners on the strategy were held.
- A national workshop was conducted for all the RDCs and some of their Deputies and Assistants to assist them internalise the strategy so that they can monitor its implementation.
- Three other regional training of training workshops to develop skills among local leaders in rebuilding ethics and integrity in public office as well as identifying officers to serve as points of contact on matters of ethics in local governments were held for all the districts of Uganda.
- There are now a minimum of six officers in each of the 56 districts of who have been trained on issues of Corruption, Ethics and Integrity in Public Office. The next phase will be to conduct workshops at district level.
- The Ministry of public service has reviewed the Code of Conduct for Public Employees and the new Code is being harmonised with other laws, especially the Leadership Code Act.
- The Ministry has also conducted sensitisation courses on Corporate Values for over 1,942 public servants including Permanent Secretaries, Directors, Under Secretaries and Commissioners. The Directorate of Ethics and Integrity contributes to these trainings.
- The Ministry of Local Governments has also trained at least two trainers per district with the topic on Ethics and Integrity featuring highly.
- The Public Service Commission had trained all District Service Commissions with the Directorate For Ethics Participating. All district tender committees

have also been trained in ethics, integrity and accountability.

### **Setting Standards for Ethical Conduct in Public Service**

- The Directorate has produced a strategy for developing Codes of Conduct for policy makers and members of Professional Associations.
- We have also developed a framework for developing a National Integrity Values and Ethical Standards (NIVES) and have collected preliminary opinions on the matter.
- The URA, the Ministry of Health and the Ministry of Public service have developed Codes of Conduct for staff.
- The Local Governments Associations have already launched a good governance Charter for their members.
- We have embarked on the process of developing performance indicators for the Identified core functions of Governments that must perform well if corruption is to be curbed.

### **Strengthening Communication about Corruption and Ethics**

A series of measures to strengthen the ability of Government to communicate about corruption matters are being made:

- A strategy for anti-corruption information management is under preparation;
- A strategy for an anti-corruption Information, Education and Communications (IEC) is being finalised; and
- A small study to set up a local area network for communication amongst the members of the IAF has been carried out.  
These will help us to share our experiences quickly

### **Raising Public Awareness**

- The Directorate for Ethics and Integrity has conducted several awareness creation programs through seminars and workshops at the centre and in local governments for specified categories of public officers and radio talk shows for the general public.
- The IGG reaches the public through phone in radio talk shows and through his expanded regional coverage.
- The Directorate for Ethics and Integrity has covered all districts and many Public Offices including accounting officers of Uganda's mission abroad sensitising them on Issues of the ethics and integrity.

## Priority Eight

*Enabling the development of a strong civil society capable of monitoring government and holding it accountable.*

### Coalition Building

The Directorate spearheads the recruitment of more agencies and institutions into the fight against corruption using a coalition building workshops strategy:

The first workshop held in March 2000, was intended to create a platform for cooperation among all sectors against corruption. Its main achievements were:

- Inclusion of other non-governmental actors (Media, Civil Society etc.);
- Definition of the roles of the various actors;
- Separation of reactive from proactive approaches; and
- Development of a framework for action.

The purpose of the [May 2001 Workshop](#) was to foster further stakeholder participation by bringing in the private sector to respond to the high rising cost of doing business in Uganda. . Its main achievements include:

- Active involvement of the private sector in issues of good governance;
- Exposure of the high costs of doing business in Uganda attributable to corruption;
- Agreement on the selection and ranking of the core functions of Government that must work well to curb corruption;
- Identification of the need for performance indicators to monitor and control the core functions of government; and
- The need for joint measurement of progress.

The aim of the [2002 coalition workshop](#) was to increase Local Governments' Participation in the National Effort to Fight Corruption and Enhance Good Governance.

The workshop brought together the key actors from both the centre and Local Governments to share knowledge, experiences and lessons on the state of accountability and governance in Local Governments;

- We identified key issues in and/or challenges to the process of consolidating decentralisation and good governance in Local Governments;
  - We outlined the major causes of the identified issues and/or challenges;
  - We proposed initiatives/interventions to address the issues and/or challenges identified; and
  - We proposed decided on the way forward in building harmony between the centre and Local Governments in fostering good governance in the whole country. The detailed report on the workshop is available.
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- The results above have informed the development of the strategy for mainstreaming ethics and integrity in Local Governments, which we are already implementing
  - Coalition building has helped us to increase our participating partners from

five to over twenty in the last three years under the interagency forum (IAF)

- The IAF co-operates proactively with Civil Society Organisations (CSOs), the Private Sector and the Media to promote a nation-wide coalition to combat corruption and to promote integrity in public life.

## **Achievements outside the Priority Areas**

### **Coordinating Participation in International Anti-Corruption Fora**

- The Directorate has been effectively coordinating participation in international anti-corruption forums organised by the African Union, the Commonwealth, the Global Coalition for Africa, the International Anti-Corruption Conference, New Economic Partnership for African Development (NEPAD), and the World Customs Organisation (WCO).

### **African Union Convention on Preventing and Combating Corruption**

- Uganda effectively participated in the process developing and enactment of the African Convention on Preventing and Combating Corruption.

The following are other achievements that were realised outside our plans that require special mention here.

- The Ministry of Education and Sports has conducted a Study to Track the Use of and Accountability for UPE Capitation Grants.

The results show that:

- Expenditure on Scholastic Materials was 50%;
- Expenditure on co-curricular activities tended to be below the limit, by a margin of about 4% points.
- Expenditure on Management tended to over-shoot the ceiling by a large margin.

This highlights another area that needs attention in our next planning period.

### **Commissions of Inquiry and White Papers**

The following commissions of inquiry were conducted:

#### **Commission of Inquiry into the Conduct of the Police Force**

Government produced a White Paper to implement the results.

A new Inspector General and a Deputy were appointed with anew CID Chief.

Termination of employment of other officers was done.

Police itself has implemented 64% of what was assigned to it.

#### **Commission of Inquiry Into Closure of Banks**

The Commission of Inquiry into the closure of banks set up by the MFPED completed and submitted its report to the appointing authority that are reviewing it for further action.

### **Commission of Inquiry into Helicopter Purchases**

The Commission of Inquiry into Helicopter Purchases by Defence was completed. Cabinet has adopted the recommendations in the white paper and directed relevant institutions to implement them.

### **Commission of Inquiry into the Alleged Exploitation of DRC's Natural Resources**

The Commission of Enquiry into the Alleged Exploitation of DRC's Natural Resources was completed. Cabinet has adopted the recommendation in the resultant white paper and directed their implementation.

The reports for both commissions are to be published.

### **Commission of Inquiry Into the Uganda Revenue Authority**

This Commission is yet to finalise its work.

## **Constraints to Combating Corruption**

The achievement of the above has not been without constraints

Uganda's capacity to wage an effective anti-corruption campaign is constrained by a number of factors as highlighted below:

### **Institutional Capacity**

- All the organisations involved in fighting corruption lack the requisite human, financial, technical or physical means to carry out its mandate.

### **Weak Legal Environment**

- The current legal framework for anticorruption is out dated. The process of reviewing, reforming and enacting laws continues to be slow but we are doing our best to consolidate these laws.

### **The lack of skilled personnel**

- The anticorruption agencies have difficulty in retaining skilled personnel, particularly the professionals, because of very low emoluments.

### **Insufficient Funds**

- The limited national resource envelope greatly affects the Anti-Corruption agencies. As a result many activities were not carried out.

### **Case Backlog**

- The court are hampered by the size of the backlog of corruption cases as one of the key issues affecting their out put. They also suffer insufficient operational and maintenance budgets, inadequate tools and insufficient staff development funds.

### **Weak Information Management**

- The anti-corruption agencies have yet to develop a strong information base to

enable them effectively plan, monitor and evaluate their activities. This is one of the major plans for the year.

- We need assistance to strengthen systems for records management and information sharing, in order to facilitate investigation, to assist in case tracking, and to maintain baseline performance statistics.

#### **Future Plans**

- We plan to review our performance and develop a new plan for 2003/2006. The next plan will be a reflection of our past experience, the findings and analysis of the Second National Integrity Survey, the Judiciary's corruption survey, the recommendations of the Commissions of Inquiry and the White Papers mentioned earlier.

The Plans will also be informed by such other documents as:

- The Country Financial Accountability Assessment,
- The Country Procurement Assessment Report,
- The Public Expenditure Review and
- The Poverty Eradication Action Plan (PEAP) and its related instruments.

I wish on behalf of the interagency forum and accountability sector to thank all members of the two forums for the untiring efforts to realise what I have just enumerated.

I wish also to salute the civil society and the media for playing their role despite the hardships and constraints.

Special thanks go to all our development partners who in different ways facilitated our activities.

[Thank you for listening to me](#)