A FINAL REPORT ON COMPREHENSIVE REVIEW AND RESTRUCTURING OF GOVERNMENT MINISTRIES, DEPARTMENTS AND AGENCIES (MDAS)

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<p>| 1.  | State House |
| 2.  | Uganda Media Center |
| 3.  | Office of the President |
| 4.  | Secretariat of Ethics and Integrity |
| 5.  | Office of the Prime Minister |
| 6.  | Ministry of Water and Environment |
| 7.  | Directorate of Public Prosecutions |
| 8.  | Ministry of Agriculture, Animal Industry and Fisheries |
| 9.  | National Animal Genetic Resource Centre and Data Bank |
| 10. | Ministry of Tourism, Wildlife and Antiquities |
| 11. | Ministry of Energy and Mineral Development |
| 12. | National Population Council |</p>
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<td>Uganda Export Promotion Board</td>
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<td>16.</td>
<td>Ministry of Finance, Planning and Economic Development</td>
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<td>Judicial Service Commission</td>
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<td>Uganda Human Rights Commission</td>
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<td>Health Service Commission</td>
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<td>Judicial Service Commission</td>
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<td>Uganda Law Reform Commission</td>
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<td>Kampala Capital City and Metropolitan Affairs</td>
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<td>Dairy Development Authority</td>
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<td>National Drug Authority</td>
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<td>Uganda National Health Research Organization</td>
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<td>Uganda Investment Authority</td>
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<td>National Forestry Authority</td>
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<td>Ministry of Trade, Industry and Cooperatives</td>
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<td>Uganda Industrial Research Institute</td>
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<td>Uganda Wildlife Authority</td>
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<td>Ministry of Lands, Housing and Urban Planning</td>
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<td>Ministry of Gender, Labour and Social Development</td>
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<td>Education Service Commission</td>
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<td>Ministry of Internal Affairs</td>
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<td>Uganda Registration Bureau</td>
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<thead>
<tr>
<th>Acronym</th>
<th>Description</th>
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<tr>
<td>ASI</td>
<td>Adam Smith International</td>
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<tr>
<td>BOU</td>
<td>Bank of Uganda</td>
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<tr>
<td>CBA</td>
<td>Cost Benefit Analysis</td>
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<td>DPM</td>
<td>Deputy Prime Minister</td>
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<td>DRDCs</td>
<td>Deputy Resident District Commissioners</td>
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<td>DSC</td>
<td>Deputy Secretary to Cabinet</td>
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<td>EA</td>
<td>East Africa</td>
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<td>EAC</td>
<td>East African Community</td>
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<td>EFT</td>
<td>Electronic Funds transfer</td>
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<td>F&amp;A</td>
<td>Finance and Administration</td>
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<td>FINMAP</td>
<td>Financial Management and Accountability Program</td>
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<td>GoU</td>
<td>Government of Uganda</td>
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<td>HOPS</td>
<td>Head of Public Service</td>
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<td>ICT</td>
<td>Information, Communication and Technology</td>
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<td>ING</td>
<td>Information and National Guidance</td>
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<td>IFMIS</td>
<td>Integrated Financial Management Information System</td>
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<td>IFMS</td>
<td>Integrated Financial Management System</td>
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<td>JAF</td>
<td>Joint Assessment Framework</td>
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<td>JBSF</td>
<td>Joint Budget Support Framework</td>
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<td>LGSIP</td>
<td>Local Government Sector Investment Plan</td>
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<tr>
<td>M&amp;E</td>
<td>Monitoring and Evaluation</td>
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<td>MAAIF</td>
<td>Ministry of Agriculture, Animal Industry and Fisheries</td>
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<td>MoH</td>
<td>Ministry of Health</td>
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<td>MoGLSD</td>
<td>Ministry of Gender, Labour and Social Development</td>
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<td>MoTIC</td>
<td>Ministry of Trade Industry and Cooperatives</td>
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<td>MoTWA</td>
<td>Ministry of Tourism Wildlife and Antiquities</td>
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<td>Ministries, Departments and Agencies</td>
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<td>MDGs</td>
<td>Millennium Development Goals</td>
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<tr>
<td>MEACA</td>
<td>Ministry of East African Community Affairs</td>
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<td>MIU</td>
<td>Manifesto Implementation Unit</td>
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<td>MoES</td>
<td>Ministry of Education and Sports</td>
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<td>MoPS</td>
<td>Ministry of Public Service</td>
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<td>MoFA</td>
<td>Ministry of Foreign Affairs</td>
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<td>MoFPED</td>
<td>Ministry of Finance, Planning and Economic Development</td>
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<td>MoPS</td>
<td>Ministry of Public Service</td>
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<td>MTEF</td>
<td>Medium Term Expenditure Framework</td>
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MTTI: Ministry of Tourism, Trade and Industry
NDP: National Development Plan
NPA: National Planning Authority
NTB: Non-Tariff Barrier
OP: Office of the President
OPM: Office of the Prime Minister
OVP: Office of the Vice President
PEAP: Poverty Eradication Action Plan
PPP: Public Private Partnerships
PRSP: Public Sector Reform Program
PS: Permanent Secretary
PSC: Public Service Commission
PSM: Public Sector Management
PSMWG: Public Sector Management Working Group
PSO: Private Sector Organisation
PSR: Public Sector Reform
PSR: Public Sector Reform
PSRRC: Public Service Review and Re-organisation Commission
RDCs: Resident District Commissioners
SWAP: Sector Wide Approach
UMC: Uganda Media Centre
UN: United Nations
UPPC: Uganda Printing and Publishing Corporation
VP: Vice President
OPM: Office of the Prime Minister
PM: Prime Minister
H.E.: His Excellency
NDP: National Development Plan
GCW: Government Chief Whip
DHOPs: Deputy Head of Public Service
PS: Permanent Secretary
MDAs: Ministries, Departments, Agencies
LGs: Local Governments
NGOs: Non Governmental Institutions
PMs DU: Prime Ministers Delivery Unit
DMEI: Directorate of Monitoring, Evaluation and Inspection
DSCI: Directorate of Strategic Coordination and Implementation
PCC: Policy Coordination Committee
SWF: Sector Wide Framework
TIICC: Technical Implementation Coordination Committee
PIRT: Presidential Investor Round Table
JAF: Joint Assessment Framework
EXECUTIVE SUMMARY
0. EXECUTIVE SUMMARY

0.1 BACKGROUND
Since 1998, Government of Uganda has been undergoing reforms to enable Government Ministries, Departments and Agencies (MDAs) respond to the Constitutional changes; the liberalisation and Decentralisation policies, and various sets of President’s Manifestos that have been in place. In addition, the reforms have had to take cognisance of the International/Regional/national obligations as expressed in the Sustainable Development Goals (SDGs), the Vision 2040; the National development Plan [NDP I (2010/11 -2014/15) and NDP II (2015/16 -2019/20)], Sector Strategic Plans and the other new policies that has over time come on board.

The changes in time and space since 1998 present a series of shifts in policy and legal framework; plans, programs and priorities of Government to address socio-economic issues, global trends and changing technologies. Regional Integration initiatives have also ushered in new demands and challenges, both at national regional and international levels; which call for appropriate response. The review and re-organization (restructuring) of Government Ministries, Departments and Agencies (MDAs) is one of the major components of the Public Service Reforms that was earmarked by Government, to efficiently and effectively address the challenges brought about by these changes.

Due to these changes, some MDAs were operating under new and redefined mandates and roles, some of which were conflicting and over lapping. There were jurisdictional ambiguities, inefficiencies, obscurity in accountability, performance gaps inadequate manpower and wastage of resources, across Ministries, Departments and Agencies. This state of affairs prompted a re-examination and a comprehensive review of Government Institutions to address these issues.

It is in light of the above, the Ministry of Public Service (MoPS), decided to conduct Adam Smith International and its consortium partners, UMACIS, DCI and Incafex, to carry out a comprehensive review of Ministries, Departments and Agencies (MDAs) of the Government of Uganda. The project commenced in July 2010 and was originally planned to run for 17 months, ending in December 2011. However, due to the coming on board of other legal and policy changes along way; issues of funding; and the time lag in the approval process, the exercise was only concluded in April, 2015.

0.2 TERMS OF REFERENCE FOR THE REVIEW
The comprehensive review, as defined in the Terms of Reference [TOR], sixty two (62) Government Ministries, Departments and Agencies [MDAs] were to be reviewed and restructured. The 62 MDAs were broken down into 21 Ministries and Departments/Offices and 41...
Agencies which were to be reviewed in two phases. However, the actual number of MDAs handled during the exercise was only 52 due to the coming on board of new laws and policies and guidance for the IGG.

For example the restructuring recommendations on the Education and Sports Sectors was not incorporate in this Report due to the advice of the Inspector General of Government on the "Alleged Irregularities in the Recruitment Exercise of the Ministry of Education and Sports". In addition Lands and Housing Sector was left out due to number of policy shifts.

0.3 PURPOSE AND OBJECTIVES OF THE EXERCISE

The purpose of the exercise was to conduct a Comprehensive review and re-organisation of Government Ministries, Departments and Agencies; through a critical examination of their legal, policy, institutional and functional framework, staffing and operational systems; with a view of identifying inconsistencies, weaknesses, duplications, performance gaps and functional ambiguities; and formulate recommendations for redress. In addition, the review was to analyse issues of efficiency in the Public Service and identify cost savings options that could yield resources to be committed to key service delivery Sectors of Government.

The Specific objectives of the exercise were:

(i) To establish the extent to which the respective mandates, roles, functions, structures, staffing, working linkages and strategies of any specific Ministry, Department or Agency are in tandem with the expressed Government policies, laws, national and international obligations, global and technical trends, with a view of re-aligning them for improved quality of life and increased accessibility to public services;

(ii) To establish the extent to which the Governing Laws and Acts setting up the Ministries, Department and Agencies facilitate and promote effective and harmonious working linkages with other existing Government Institutions, towards the achievement of National Development Goals;

(iii) To establish the degree and extent of divergence from the stated mandate and structural organization, and to advise on how best to restructure and reorganize the institutional arrangements and operational systems; taking into account of the National and International Obligations, Global and Technological trends; and the need for improved quality of life and increased accessibility to public services.

(iv) To review the establishment of Ministries, Departments and Agencies with a view of achieving effective and efficient deployment of staff; and identifying cost savings which will facilitate implementation of pay reform and support the increasing demand for efficiency in service delivery.

(v) To make recommendations that will remove inconsistencies/contradictions, duplications unnecessary overlaps and weaknesses in the legal and policy framework, structures and staffing norms in Ministries, Departments and Agencies.
0.4 JUSTIFICATION FOR THE NEW REVIEW

There are various factors that led to the comprehensive Review and Restructuring of MDAs in Uganda.

(i) Despite the achievements gained as a result of the various reforms by Government of Uganda, there are still inadequacies and performance gaps arising from obsolete, duplicated and newly enacted laws, changes in policy framework, emerging new roles and responsibilities in different sectors, arising from the Oil and Gas Sector, new disease trends and epidemics in the Health Sector, technological advancements, the demands and obligations of the East African Integration and East African Common Market, to mention but a few. Uganda as a Country has been losing a lot of money due to inadequacies in the policy, legal and institutional frameworks, to address issues in a number of Sectors, such as Health, Energy, and Water and Environment.

(ii) Cabinet Extract 78 (CT 2013) in Section 3 (i) and (iii) directed the then 2nd Deputy Prime Minister and Minister of Public Service to urgently carry out a review of strategic functions and full scope of the Public Service with the aim of determining the optimal size of the Public Service and the required competencies of the Public Servants as a first step before the review of salaries and wages of Public Servants; and to restructure and right size the Civil Service respectively;

(iii) Cabinet decision 106(CT 2015) directed the preparation and submission to Cabinet a Paper detailing the framework for operationalising the Delivery Unit to be established under the Office of the Prime Minister. The review was meant to mainstream this Cabinet decision in the structure;

(iv) Since 1998, there have been changes in the Legal and policy framework; Sector Strategic plans, Priorities and Programmes of Government and global trends. In addition, there are emerging new challenges and demands resulting from Regional Integration initiatives; the National Development Plan I; the increased use of Information and Communication Technology; and other technological advancements. Furthermore, issues raised in the African Peer Review Mechanism, of 2009 (Country Report); and the Sustainable Development Goals (SDGs-2015); call for the Public Service to review and establish the extent to which the respective mandates, roles, functions, structures, staffing, working linkages and strategies of any specific Ministry, Department and Agency are in tandem with the expressed Government Policies, Laws, National and International Obligations, global and technological trends.

(v) The socio-economic changes and environmental dynamics have resulted into Ministries, Departments and Agencies operating under Laws, mandates and roles, which are overlapping and in some instances having contradictions and inadequacies. These inconsistencies have manifested in jurisdictional ambiguities, low efficiency and effectiveness; obscurity in accountability; unwarranted performance gaps and wastage of resources across Government;

(vi) The need to strategically Link MDAs the Country’s overarching Policy Framework is very important for Government. The Comprehensive Review of structures of Ministries,
Departments and Agencies was linked to and needed to directly contribute to achievement of the County’s overarching Policy Framework as explained below:

0.5 APPROACH AND METHODOLOGY

There were five principles that guided the approach to the review: (i) Engaging senior leadership across government to drive the reform process; (ii) Delivering quick wins to provide demonstrable progress; (iii) Using a sector approach to cluster MDAs in a logical manner; (iv) Working within Government systems and initiatives to ensure ownership; and (v) Providing practical advice to deliver realistic and implementable solutions.

The policy and legal framework governing each Ministry, Department and Agency was studied to assess/compare the objectives and functions to the objectives stated in the laws, legislations and regulations; their effectiveness in achieving objectives set out in the National Development Plan 2010/11---214/15), and Acts and legislations under which they operate.

0.6 SUMMARY OF KEY ISSUES AND FINDINGS

(i) Un-harmonised legal and policy Framework;
(ii) Duplicated mandates and functions across MDAs;
(iii) Uncoordinated movements in implementation of Government Programmes;
(iv) Inadequate capacity in terms of Staffing levels and competences;
(v) Inadequate Staff Development Plans by MDAs;
(vi) Inadequate funding;
(vii) Weak Inspectorate and monitoring mechanism across Government to enforce adherence to legal, policy and national standards;
(viii) Inadequate controls to support effective accountability for performance and resources.
(ix) Inadequate collaboration linkages among MDAs to support harmonious execution of Government Programmes

0.7 RECOMMENDATIONS

Following the data analyses and consultations made, the following major recommendations were made to address the identified challenges for each Ministry, Department or Agency within a Sector as follows:

(i) Out-dated, un-harmonised and duplicated legal frameworks were recommended for abolition, harmonisation or review.
(ii) The Mandates, Visions, Missions, statements of some Ministries, Departments and Agencies have been redefined and key roles and functions clearly delineated for each of the reviewed Ministry, Department and Agency.
(iii) The Structure of each reviewed Ministry, Department and Agency has been rationalised and refocused to deliver on its mandate in relation to the Policies, Laws, National, Regional and International Obligations under which it operates.
(iv) The reviewed Ministries, Departments and Agencies have been provided with appropriate staffing numbers and levels to deliver on their mandates.

(v) The Kampala Capital City Act, 2010 should be amended immediately to clarify and delineate the roles and responsibilities of the Minister, the Load Mayor and the Executive Director.

(vi) The management of the Metropolitan Planning Authority be put in place as soon as possible.

(vii) The Uganda Veterans Assistance Board Act, 1992 be repealed as a Result of the creation of the Veterans’ Portfolio under the Ministry of Defence and Veterans’ Affairs.

(viii) The Uganda People’s Defence Forces Act, 2005 be reviewed to clearly spell out aspects regarding the management of Military Veterans.

(ix) The National Council of Science and Technology Act, Cap 209 Section 1(f) which defines “Minister” as the Minister responsible for Planning and Economic Development be reviewed to reflect the Minister responsible for Science, Technology and Innovation.

(x) The Uganda Industrial Research Institute Act 2002 which defines the Minister as Minister responsible for Industry be reviewed to reflect the Minister responsible for Science, Technology and Innovation.
MAIN TEXT
1.0 INTRODUCTION

1.1 BACKGROUND
Since 1998, Government of Uganda has been undergoing reforms to enable Government Institutions respond to the Constitutional changes; the liberalisation and Decentralisation policies, and various sets of President’s Manifestos that have been in place. In addition, the reforms have had to take cognisance of the International/Regional/national obligations as expressed in the Sustainable Development Goals (SDGs), the Vision 2040; the National development Plan [NDP I (2010/11 -2014/15) and NDP II (2015/16 -2019/20)], Sector Strategic Plans and the other new policies that has over time come on board.

The changes in time and space since 1998, imply a series of shifts in policy and legal framework; plans, programs and priorities of Government to address socio-economic issues, global trends and changing technologies. Regional Integration initiatives have also ushered in new demands and challenges, both at national regional and international levels; which call for appropriate response.

The review and re-organization (restructuring) of Government Ministries, Departments and Agencies (MDAs) is one of the major components of the Public Service Reform Programme (PSRP) that was earmarked by Government, to efficiently and effectively address the challenges brought about by these changes.

The idea behind this arrangement is that PSRP provides a springboard for improving efficiency and effectiveness of the Public Service; to steer the Country towards achievement of the development goals and rapid economic growth, poverty eradication and prosperity for all. The need to increase accessibility to public services, the popularisation of Information and Communications Technology and other technological advancements; the changing priorities and programmes in Government; the implementation of the need to achieve the objectives and the Sustainable Development Goals (SDGs); the National Development Plan (NDP II); the Sector Strategic Plans; and the National Resistance Movement Manifesto 2006 and 2010; resulted into the creation of new and re-organization Ministries, Departments and Agencies. Because of this, some MDAs are operating under new and redefined mandates and roles, some of which are conflicting and overlapping. The resultant effect is that jurisdictional ambiguities, inefficiencies, obscurity in accountability, performance gaps and wastage
of resources, across Ministries, Departments and Agencies, have prompted a re-examination and a comprehensive review of these Institutions.

It is in light of the above, the Ministry of Public Service (MoPS), decided to conduct a comprehensive review and restructuring exercise of Government Ministries, Departments and Agencies. Adam Smith International and its consortium partners, UMACIS, DCI and Incafax, were contracted by the Ministry to carry out a comprehensive review of Ministries, Departments and Agencies (MDAs) of the Government of Uganda. The project commenced in July 2010 and was originally planned to run for 17 months, ending in December 2011. However, due to the coming on board of other legal and policy changes along way; issues of funding; and the time lag in the approval process, the exercise was only concluded in April, 2015.

### 0.8 TERMS OF REFERENCE FOR THE REVIEW

The comprehensive review, as defined in the Terms of Reference [TOR], sixty two (62) Government Ministries, Departments and Agencies [MDAs] were to be reviewed and restructured. The 62 MDAs were broken down into 21 Ministries and Departments/Offices and 41 Agencies which were to be reviewed in two phases. The distribution of these institutions between the two phases was based on the Joint Budget Support Framework (JBSF), sector based and took cognisance of the then on-going reviews and restructuring exercises within these MDAs. The distribution was as shown in the tables below:

**Table 1: Phase I Ministries and Agencies**

<table>
<thead>
<tr>
<th>Cluster</th>
<th>MDAs</th>
<th>MTEF sectors</th>
</tr>
</thead>
<tbody>
<tr>
<td>• Health sector focus</td>
<td>Ministry of Health + 7 Agencies</td>
<td>Health</td>
</tr>
<tr>
<td>• Environment and land use focus</td>
<td>Ministries of Lands, Housing and Urban Development + 1 Agency</td>
<td>Lands Housing and Urban</td>
</tr>
<tr>
<td></td>
<td>Ministry of Water and Environment + 2 Agencies</td>
<td>Water and Environment</td>
</tr>
<tr>
<td>• Economy and livelihoods focus</td>
<td>Ministry of Agriculture, Animal Industry and Fisheries + 4 agencies</td>
<td>Agriculture</td>
</tr>
</tbody>
</table>
## Table 2: Phase II Ministries and Agencies

<table>
<thead>
<tr>
<th>Cluster</th>
<th>MDAs</th>
<th>MTEF Sector</th>
</tr>
</thead>
<tbody>
<tr>
<td><strong>1. Justice focus</strong></td>
<td>Ministry of Justice and Constitutional Affairs +7 Agencies (inc Judiciary)</td>
<td>Justice Law and Order</td>
</tr>
<tr>
<td><strong>2. Defence and security focus</strong></td>
<td>Ministry of Internal Affairs + 2 Agencies; Ministry of Defence</td>
<td>Justice Law and Order; Security</td>
</tr>
<tr>
<td><strong>3. Works focus</strong></td>
<td>Ministry of Works and Transport + 1 Agency</td>
<td>Works and Transport</td>
</tr>
<tr>
<td><strong>4. Public sector management</strong></td>
<td>Ministry of Local Government + 1 Agency; Ministry of Foreign Affairs</td>
<td>Public Sector Management</td>
</tr>
<tr>
<td><strong>• cross-cutting focus</strong></td>
<td>Ministry of Information and Communication Technology; Ministry of Gender Labour and Social Development</td>
<td>Information and Communication Technology; Social Development</td>
</tr>
</tbody>
</table>
1.3 JUSTIFICATION FOR THE NEW REVIEW

There are various and credible factors that led to the comprehensive Review and Restructuring of MDAs in Uganda.

(vii) Despite the achievements gained as a result of the various reforms by Government of Uganda, there are still inadequacies and performance gaps arising from obsolete, duplicated and newly enacted laws, changes in policy framework, emerging new roles and responsibilities in different sectors, arising from the Oil and Gas Sector, new disease trends and epidemics in the Health Sector, technological advancements, the demands and obligations of the East African Integration and East African Common Market, to mention but a few. Uganda as a Country has been losing a lot of money due to inadequacies in the policy, legal and institutional frameworks, to address issues in a number of Sectors, such as Health, Energy, and Water and Environment as expounded below:

(a) Uganda loses approximately USD 20-30 million from signature Bonuses from Oil Companies per annum; revenue on fuel amounting to USD 713.87 Million per annum; and Royalties, Mineral Licensing Fees and Publication amounting to USD 10.26 per annum, due to inadequate structures and staff to implement protocols in the Oil and Gas Sector;

(b) Weak structures in the Health Sector have led to escalation of non-communicable diseases such as diabetes, hypertension and cancer, whose treatment cost the Country over USD 300 Million per annum;

(c) Inappropriate organisational structures in the Water and Environment Sector have led to:
   - Massive deforestation estimated at 92,000 hectares per annum leading to loss of UG Shs. 1.038 trillion annual contribution of the Forestry Subsector to the economy; Government’s continued expenditure of Ug. Shs 17.5 trillion annually on importation of timber; and the current annual contribution of the Forestry Sector to the economy of USD 546 million (about 6% of the GDP) through tourism, agriculture and energy will be lost.
   - Degradation of wetlands which has resulted in declining water levels and pollution of water sources which costs the Country USD 11 billion on water purification and loss of USD 429 billion worth of fish export, to mention but a few.
Cabinet Extract 78 (CT 2013) in Section 3 (i) and (iii) directed the then 2\textsuperscript{nd} Deputy Prime Minister and Minister of Public Service to urgently carry out a review of strategic functions and full scope of the Public Service with the aim of determining the optimal size of the Public Service and the required competencies of the Public Servants as a first step before the review of salaries and wages of Public Servants; and to restructure and right size the Civil Service respectively;

Cabinet decision 106(CT 2015) directed the preparation and submission to Cabinet a Paper detailing the framework for operationalising the Delivery Unit to be established under the Office of the Prime Minister. The review was meant to mainstream this Cabinet decision in the structure;

Since 1998, there have been changes in the Legal and policy framework; Sector Strategic plans, Priorities and Programmes of Government and global trends. In addition, there are emerging new challenges and demands resulting from Regional Integration initiatives; the National Development Plan I; the increased use of Information and Communication Technology; and other technological advancements. Furthermore, issues raised in the African Peer Review Mechanism, of 2009 (Country Report); and the Sustainable Development Goals (SDGs-2015); call for the Public Service to review and establish the extent to which the respective mandates, roles, functions, structures, staffing, working linkages and strategies of any specific Ministry, Department and Agency are in tandem with the expressed Government Policies, Laws, National and International Obligations, global and technological trends.

(xi) The socio-economic changes and environmental dynamics have resulted into Ministries, Departments and Agencies operating under Laws, mandates and roles, which are over lapping and in some instances having contradictions and inadequacies. These inconsistencies have manifested in jurisdictional ambiguities, low efficiency and effectiveness; obscurity in accountability; unwarranted performance gaps and wastage of resources across Government. It is in light of the above, that the Ministry of Public Service conducted a Comprehensive Review and Restructuring of Government Ministries, Departments and Agencies. The exercise was conducted through a critical examination of the legal, policy, structural, functional and operational framework within which each Government entity operates. The aim was to improve efficiency and effectiveness of the Public Service so that it can steer the County towards achievement of the development goals, rapid economic growth, poverty eradication and prosperity for all.

(xii) The need to strategically Link MDAs the Country’s overarching Policy Framework is very important for Government. The Comprehensive Review of structures of Ministries, Departments and Agencies was linked to and needed to directly contribute to achievement of the County’s overarching Policy Framework as explained below:

(a) The Uganda Vision 2040 “A Transformed Ugandan Society from a Peasant to a Modern and Prosperous Country within 30 years” is conceptualized around strengthening the fundamentals of the economy to harness the abundant opportunities around the Country; particularly in the areas of Oil and Gas, Tourism, Minerals, Information and Communications Technology, Trade, Water Resources, Industrialization and Agriculture. The realization of this vision requires provision of appropriate organizational structures, staffing numbers and levels in these priority Sectors to support their effective performance.

(b) The Second National Development Plan (NDP II), under the Public Sector Management (PSM), provision 636-Intervention 14.4.2, Objective number 3 (i) focuses on improving Public Service management, operational structures and systems for effective and efficient service delivery; through reviewing and developing management and operational structures and systems for effective and efficient service delivery in the Public Service.

(c) The National Development Plan II (1.3) emphasises, weak Public Sector Management especially the weak and limited institutional and technical capacity to plan and deliver on the institutional mandates as one of the key
implementation challenges of National Development Plan I, hence the need to strengthen the Institutional capacity of Ministries, Departments and Agencies.

(d) Furthermore, provisions 2.3 of the Public Service Transformation Paper highlights comprehensive review and restructuring, as a strategy to mitigate problems of inefficiency caused by inefficient structures and processes that cause duplication of roles, generic resource wastage and generate a redundant workforce.

1.4 SCOPE OF THE EXERCISE

Although the original plan was to review and restructure sixty two (62) MDAs, the actual number handled during the exercise was only 52 MDAs. It should be noted that the restructuring recommendations on the Education and Sports Sectors have not been incorporate in this Report due to the advice of the Inspector General of Government as reflected in paragraph 9.4 on page 20 of the IGG Report on “Alleged Irregularities in the Recruitment Exercise in the Ministry of Education and Sports”. In this regard, the IGG directed for the structure of the Ministry of Education and Sports to be reviewed afresh to address issues the raised.

Therefore, the Comprehensive Restructuring Exercise reviewed and derived recommendations for the following Ministries, Departments and Agencies:

Table 3: Actual MDAs that were Restructured during the Exercise

<table>
<thead>
<tr>
<th>MINISTRY/ AGENCY</th>
<th>MINISTRY/ DEPARTMENT/ OFFICE/ AGENCY</th>
</tr>
</thead>
<tbody>
<tr>
<td>(1) State House;</td>
<td>(11) Mulago National Referral Hospital;</td>
</tr>
<tr>
<td>(2) Office of the President (OP);</td>
<td>(12) National Drug Authority;</td>
</tr>
<tr>
<td>(3) Uganda Media Centre;</td>
<td>(13) Butabika National Referral Hospital;</td>
</tr>
<tr>
<td>(4) Ministry of East African Affairs;</td>
<td>(14) Uganda Blood Transfusion Service (UBTS);</td>
</tr>
<tr>
<td>(5) Ministry of Foreign Affairs;</td>
<td>(15) Uganda National Health Research Organisation-(UNRO);</td>
</tr>
<tr>
<td>(6) Ministry of Agriculture, Animal Industry and Fisheries;</td>
<td>(16) Health Service Commission;</td>
</tr>
<tr>
<td>(7) Diary Development Authority;</td>
<td></td>
</tr>
</tbody>
</table>
### MINISTRY/DEPARTMENT/OFFICE/AGENCY

| (8) | National Animal Genetic Resource Centre and Data Bank; |
| (9) | Uganda Coffee Development Authority –(UCDA); |
| (10) | Ministry of Health; |
| (1) | Population Secretariat-(POPSEC); |
| (2) | National Planning Authority (NPA); |
| (3) | Ministry of Water and Environment (MWE); |
| (4) | National Forestry Authority (NFA); |
| (5) | National Environmental Management Authority (NEMA); |
| (6) | Ministry of Public Service (MoPS); |
| (7) | Public Service Commission; |
| (8) | Ministry of Energy and Mineral Development (MEMD); |
| (9) | Ministry of Trade, Industry and Cooperatives; |
| (10) | Export Promotion Board; |
| (17) | Ministry of Finance, Planning and Economic Development (MFPED); |
| (18) | Uganda Investment Authority (UIA); |
| (19) | Uganda National Council of Science and Technology(UNCST); |
| (20) | Uganda Bureau of Statistics (UBOS); |

### MINISTRY/DEPARTMENT/OFFICE/AGENCY

| (11) | Uganda Industrial Research Institute; |
| (12) | Ministry of Tourism, Wildlife and Antiquities; |
| (13) | Uganda Tourist Board; |
| (14) | Uganda Wildlife Authority; |
| (15) | Ministry of Lands, Housing and Urban Development (MLHUD); |
| (16) | Uganda Land Commission; |
| (17) | Ministry of Works and Transport; |
| (18) | Ministry of Justice and Constitutional Affairs; |
| (19) | Law Reform Commission; |
| (20) | Uganda Human Rights Commission; |

### 1.5 PURPOSE AND OBJECTIVES OF THE EXERCISE

The purpose of the exercise was to conduct a Comprehensive review and re-organisation of Government Ministries, Departments and Agencies; through a critical
examination of their legal, policy, institutional and functional framework, staffing and operational systems; with a view of identifying inconsistencies, weaknesses, duplications, performance gaps and functional ambiguities; and formulate recommendations for redress. In addition, the review was to analyse issues of efficiency in the Public Service and identify cost savings options that could yield resources to be committed to key service delivery Sectors of Government.

The Specific objectives of the exercise were:

(vi) To establish the extent to which the respective mandates, roles, functions, structures, staffing, working linkages and strategies of any specific Ministry, Department or Agency are in tandem with the expressed Government policies, laws, national and international obligations, global and technical trends, with a view of re-aligning them for improved quality of life and increased accessibility to public services;

(vii) To establish the extent to which the Governing Laws and Acts setting up the Ministries, Department and Agencies facilitate and promote effective and harmonious working linkages with other existing Government Institutions, towards the achievement of National Development Goals;

(viii) To establish the degree and extent of divergence from the stated mandate and structural organization, and to advise on how best to restructure and reorganize the institutional arrangements and operational systems; taking into account of the National and International Obligations, Global and Technological trends; and the need for improved quality of life and increased accessibility to public services.

(ix) To review the establishment of Ministries, Departments and Agencies with a view of achieving effective and efficient deployment of staff; and identifying cost savings which will facilitate implementation of pay reform and support the increasing demand for efficiency in service delivery.

(x) To make recommendations that will remove inconsistencies/contradictions, duplications unnecessary overlaps and weaknesses in the legal and policy framework, structures and staffing norms in Ministries, Departments and Agencies.

1.6 APPROACH AND METHODOLOGY

1.6.1 Overall approach and methodology

There were five principles that guided the approach to the review: (i) Engaging senior leadership across government to drive the reform process; (ii) Delivering quick wins to provide demonstrable progress; (iii) Using a sector approach to cluster MDAs in a logical
(iv) Working within Government systems and initiatives to ensure ownership; and
(v) Providing practical advice to deliver realistic and implementable solutions.

The methodology aimed at addressing the stakeholder’s expectations, based on the Terms of Reference (TORs) and objectives the comprehensive review. The Directorate of Management services in the Ministry of Public service worked closely with Adam and Smiths International (ASI), to ensure that the interests of the Ministry were taken care of and build capacity of the Ministry to enable it independently carry out such reviews in future.

The methodology adapted had specific reference to the contexts of other African countries, including Rwanda and Southern Sudan).

The starting point for a functional review was to analyse how far the legal and policy framework existed and supported achievement of the mandate and functions of different Government organizations. This part of the analysis was particularly relevant in the Ugandan context, because many ministerial mandates and functions have evolved over time, and not always keeping in pace with changes in National, Regional and International Laws and Obligations. It is critical to note that such a mis-match may make it difficult to execute specific mandate of different institutions.

More so, the analysis was guided by Ugandan policy on the appropriate functions to be carried out at different levels of government. The Sixth Schedule of the Constitution of Uganda (1995), specifies functions and services that were reserved for Central Government after the launching of Decentralisation Policy. They include National Policy Formulation, National Planning, Inspection, Setting of National Standards, Providing Technical Support; and Regulating the Execution of Sector functions.

In the same spirit, the Local Government Act (1997); as amended in 2007; specifies further Central Government responsibilities as Monitoring, Inspection, Coordination, and Provision of Technical Support, Supervision; and Training; where necessary.

Further analysis was done to assess MDAs functions to establish whether there were any overlaps, duplications, inconsistencies and gaps. Where these were found existent, recommendations were made to address the anomalies. The existing structures were analysed to assess how far they reflected and supported the functions that the organizations were mandated to carry out. Analysis of the staff establishment and staff
competencies was carried out, to assess whether Government Departments and Agencies had the right skills mix to carry out their functions efficiently and effectively.

The overview of the functional review analysis is demonstrated in the following diagram:
The reviews also assessed a range of key operational systems, leadership and management systems, performance management, human resource management, planning and budgeting, and customer engagement systems in all MDAs, including the use of ICT, to improve efficiency and effectiveness in service delivery.

Finally, cost implications were assessed, and overall fiscal implications for the MTEF (wage and non-wage) were analysed and recommendation provided. The Team also
carried out a cost benefit analysis (CBA) and efficiency gains analysis of the recommendations made for each MDA.

1.6.2 At Institutional Level

(1) The policy and legal framework governing each Ministry, Department and Agency was studied to assess/compare the following:

(i) Objectives and functions of the Ministry, Department and Agency to the objectives stated in the Acts establishing it, its legislations and regulations.
   (a) The effectiveness of each Ministry, Department and Agency’s major functions in achieving objectives set out in the National Development Plan 2010/11---214/15), and Acts and legislations under which they operate.
   (b) The objectives in the Acts of one Ministry, Department and Agency’ vis-à-vis those provided in the Acts of other Ministries, Departments and Agencies to ensure that there is no duplication.
   (c) Assess how well the objectives in the Acts, Legislations of a Ministry Department and an Agency are aligned to the Sector objectives.
   (d) Identify inhibitors to effective performance of a Ministry, Department and Agency which are embedded in the Acts, Legislations, and Regulations and recommend appropriate amendments.

(ii) Determine whether their policies were guided by and are aligned to the National Development Plan as the overall national policy framework.

(iii) Sector policies and strategies for each Ministry, Department and Agency were analysed to ascertain whether they were related to the role of a particular Ministry, Department and Agency and promoted achievement of Sector objectives.

(2) The National and International obligations were identified and studied to ensure that they were incorporated within the policy framework of the Ministries, Departments and Agencies.

(3) The functions of Ministries, Departments and Agencies were scrutinized to establish their:
   (a) Linkage to the mandate,
   (b) Inconsistencies with the mandate,
(c) Overlaps and duplications with those of other Ministries, Departments and Agencies vertically and horizontally.

(d) Existence of performance gaps, opportunities for divestiture (Public, private partnership), abolition, transfers and mergers of functions where necessary.

(4) The structures of Ministries, Departments and Agencies were assessed to establish:

(a) Their adequacy to address the challenges of the day in relation to new policies, legislations, strategic objectives, national and international obligations and National Development Plan’s objectives.

(b) Alignment with the key functions of the particular Ministry, Department and Agency.

(c) Whether the structures address issues of span of control;

(d) Whether the structures provide sufficient focus on key technical areas of the respective Ministry, Department and Agency.

(e) How far the structures reflect and support the functioning and operations of the particular Ministry, Department and Agency.

(f) Functions and services that are not provided for and/or are poorly delivered/executed, establishing the actual causes and recommending remedial actions.

(5) The staffing numbers and levels were reviewed to assess:

(a) Adequacy to deliver on the mandate of the Ministry, Department and Agency;

(b) Areas of over establishment which can be scaled down to reduce on wastage of resources;

(c) Performance gaps which require more staff;

(d) Skills and competences required for the effective performance of the Ministry, Department and Agency;

(6) A questionnaire was administered to the staff of each Institution to determine the status of operational systems, processes and efficiency in the areas of leaderships and management, human resource management, planning and budgeting, customer satisfaction, performance management systems, Information and Communications Technology (ICT) and impact of Integrated...
Pay and Personnel System (IPPS), Integrated Financial Management System (IFMS), Electronic Funds Transfer (EFT) on the workload.

The framework for this analysis is shown in the figure below:

**Figure 1: McKinsey’s 7S Model**

(7) Consultations were made in all the Institutions under review as follows:
(a) Focus group discussions were held with staff and top management of each Institution to validate findings from interviews and questionnaires and build consensus on critical restructuring issues that affect their
functionality and roles; and foster ownership of the final outcomes of the exercise.

(b) Validation and consensus workshops were held with Senior and Top management of each Institution to present, discuss and build consensus on the key findings, the attendant recommendations and the resultant comments were incorporated in the draft final reports.

(c) All Draft Final reports were presented to Senior and Top management of the Ministry of Public Service as the client to ascertain that all terms of reference had been addressed; and seek approval of recommendations before submission to Cabinet for final approval.

(8) Both qualitative and quantitative cost benefit analyses were undertaken on the attendant recommendations to:

a) Determine the cost implications (increment or decrement) of each of the restructuring recommendations;

b) Determine the cost implications of running the restructured Institutions in the context of the Medium Term Expenditure Framework with regard to wage;

c) Make a forecast of the monetary implications that will be achieved as a result of a more efficient and effective Service;

Development of cost benefit analyses was guided by the following general principles: -

a) Establishing efficiency in terms of raising productivity and enhancing value for money through reducing inputs for the same output, and getting greater outputs or improved quality in return for a proportionately smaller increase in resources.

b) That efficiency gains may be generated through delivering services in partnership with other Agencies and Private Sector in joint ventures.

c) That efficiency gains may not necessarily be realized in the short term, but medium to long term investments.

Finally, cost options were assessed, and overall fiscal implications for the Medium Term Expenditure Framework (wage and non-wage) were provided and a cost benefit analysis (CBA) of the recommendations made for each Ministry Department and Agencies.
(9) Provision of staff was based on Workload available and to be executed at different levels;

(10) Functional Homogeneity was applied to consolidate and house related functions under one roof to create, synergies in management, coordination, supervision and reporting relationships in each Ministry Department and Agency.

(11) Other considerations during the exercise included: Regional and International commitments, Affordability and Efficiency, implementation of Results Oriented Management, Internal and External linkages of organisations and the Public/Private Partnerships in service delivery.

Basing on the principles highlighted above and the analyses of the findings, the mandate, functions, organizational structure, staffing numbers and levels and wage cost implications of the recommended structure for each Institution were determined. The following Chapter provides details of these recommendations.
2.0 HISTORICAL PERSPECTIVE TO THE PUBLIC SECTOR REFORMS

2.1 PUBLIC SERVICE REFORMS AND THE POLICY AND LEGAL FRAMEWORK

The recent history of Public Sector Reforms (PSR) in Uganda can be traced back to the work of the Public Sector Review and Re-organisation Commission (PSRRC) of early 1990’s. Two other documents which have had a significant impact on PSR are the Decentralization Policy; and the constitution of Uganda, of 1995. In addition, the overarching Poverty Eradication Action Plan (PEAP), which ran from 1997 to 2009, also placed requirements on the Public Service that drove reform in the positive direction.

2.1.1 Phases of the Recent Public Service Reforms

The last two decades of PSR can be divided into three periods:

- 1992-97, Civil Service Reform; which focused on the reduction of the civil service and genesis of performance management systems;
- 1997-2002, Public Service Reform; which further developed performance management systems; sought to rationalise; harmonize Ministries and Agencies and supported the decentralization programme; and
- 2005-10, period of Public Service Reform, which was more focused on integration of new public Sector Management Tools; Re-orientation to citizen focused service delivery and Restructuring of MDAs to fit the country’s emerging priorities and commitments.

2.1.2 Transition of Policy and its Impact on Public Service Reforms

Within the sector of PSR, the Public Sector Reform Programme (PSRP) framework (2005-10) guided the transition from the PEAP, which ended in 2009, to the first five-year National Development Plan (NDP-2010/11 to 2014/15). This transition demanded a review to ensure alignment with the new national plan and hence the rationale for this review.

As earlier noted the National Development Plan is the national planning framework through which government business is transacted. While its implementation is not uniform across government, its theme of ‘growth, employment and socio-economic transformation’ is one that all programmes will need to orient towards. The NDP defines four strategic sectors of the economy: Primary Growth, Complimentary, Social and Enabling. The NDP will form a fundamental blueprint and guiding tool for this review.
(i) **Policy Coordination Mechanisms and Public Service Reforms**

The PSRP focused on enhancing the role of the Public Service in service delivery, garnering ownership from within government and support from citizens and facilitating a coordinated approach with the Development Partners. Therefore the strategic principles of the PSRP included a Sector Wide Approach (SWAp), the use of Public Private Partnerships (PPP), transparency and accountability in service delivery; and value for money in the use of resources. The African Peer Review Mechanism report of 2009 provides a useful tool to measure this review against. It also supported the rationale for a comprehensive review to align functions and mandates.

Public Sector Reforms are coordinated through a number of fora. Key to these is the political leadership through the Cabinet Sub-Committee on Policy Coordination, which facilitates top-level political coordination and oversight of all Government Policies. At strategic level, leadership aspects are handled through a Coordination Steering Committee, which comprises Permanent Secretaries and is chaired by the Head of Public Service. At operational level the Public Sector Management Working Group, the PSR Working group and their linkages with the mirrored Development Partner group are key to provision of service delivery in the country. Finally the Ministry of Public Service itself is responsible for technical leadership, coordination and management of PSR.

With the adoption of a Sector Wide Approach, partnership principles demand that all investments be channelled through funding frameworks that support one sector plan. Uganda has established the Joint Budget Support Framework (JBSF) for such investment and the Joint Assessment Framework (JAF) for its monitoring and assessing progress. These are coordinated through the Ministry of Finance, Planning and Economic Development (MoFPED) and the Office of the Prime Minister (OPM) and link with the Medium Term Expenditure Framework.

(ii) **Decentralisation Policy**

Decentralization, devolution and regionalization of Government functions is a cornerstone of Government Policy. Key considerations in this case are: the need to recruit and retain staff of a suitable calibre, the effective supervision, monitoring and evaluation of delivery and performance management to enforce standards in government service delivery.
2.2 REGIONALISATION AND GLOBALISATION

The growing strength of East African Community mechanisms places obligations on the Government of Uganda regarding implementation and regulation. Much of this is being managed through the Ministry of East African Community Affairs, with support from the Ministry of Foreign Affairs and Ministry of Internal Affairs, but there are significant sector obligations that must be met. There are also a number of regional, continental and international agreements, protocols and conventions that Uganda has signed up to and ratified that require a realignment of the public service.

Two other significant developments must be considered, firstly the availability and development of ICT systems that should allow for a more efficient and effective government machine. Uganda is fully committed to adopting ICT across the MDAs to ensure effective delivery of services. Secondly the discovery of Oil and Gas means that this is a priority sector for government engagement.
3.0 SITUATION ANALYSIS

3.1 LEGAL AND POLICY ISSUES

3.1.1 Legal Mandates of MDAs

The changes in legal and policy framework have resulted into Ministries, Departments and Agencies (MDAs) operating under Laws, mandates and roles, which are overlapping and in some instances having contradictions and inadequacies. These inconsistencies have manifested in jurisdictional ambiguities, low efficiency and effectiveness; obscurity in accountability; unwarranted performance gaps and wastage of resources across Government. It is in light of the above, that the Ministry of Public Service conducted a Comprehensive Review and Restructuring of MDAs. The exercise was conducted through a critical examination of the legal, policy, structural, functional and operational framework within which each Government entity operates. The aim was to improve efficiency and effectiveness of the Public Service so that it can steer the Country towards achievement of the development goals, rapid economic growth, poverty eradication and prosperity for all.

However, owing to most recent changes in Policies, Laws, and new demands on structural developments, which include: the broadened Scope of Ministry of Education and Sports to include Science and Technology; and the enactment of the Citizens Registration Act, 2015 and other Bills/Acts, some MDAs were excluded from this exercise; pending further re-examination. These are: Ministry of Education and Sports and the affiliated Agencies; the Directorate of Citizenship and Immigration; Uganda Registration Services Bureau; Uganda National Council for Science and Technology; Uganda Tourism Board and Uganda Land Commission.

Consequently, only 48 Ministries, Departments and Agencies out of over 50 reviewed Entities were presented to Cabinet for approval.

3.1.2 Obsolete Laws and Policies

During the review, it was established that some Ministries, Departments and Agencies are operating under obsolete/ out dated or duplicated/un-harmonised legal frameworks. These have resulted into conflicting or overlapping mandates,
roles and responsibilities, obscurity in accountability, performance gaps and wastage of resources. For example:

(i) The Health Sector operates under the Mental Treatment Act, 1938 (Cap 279), which is obsolete.

(ii) The Metropolitan Physical Planning Authority established under Kampala Capital City Authority Act 2010, and reporting to the Minister responsible for Presidency is unable to effectively execute its Mandate which can be better reinforced by the Ministry responsible for Physical Planning and Urban Development.

There was need to make recommendations to address these anomalies and/or irregularities.

3.1.3 Policy Framework

Comprehensive Review of structures of Ministries, Departments and Agencies is linked to and will contribute to achievement of the County’s overarching Policy Framework. The Uganda Vision 2040 “A Transformed Ugandan Society from a Peasant to a Modern and Prosperous Country within 30 years” is conceptualized around strengthening the fundamentals of the economy to harness the abundant opportunities around the Country; particularly in the areas of Oil and Gas, Tourism, Minerals, Information and Communications Technology, Trade, Water Resources, Industrialization and Agriculture. The realization of this vision requires provision of appropriate structures, staffing numbers and levels in these priority Sectors to support their effective performance.

The Second National Development Plan (NDP II), under the Public Sector Management (PSM), provision 636-Intervention 14.4.2, Objective number 3 (i) focuses on improving Public Service management, operational structures and systems for effective and efficient service delivery; through reviewing and developing management and operational structures and systems for effective and efficient service delivery in the Public Service.

The National Development Plan II (1.3) emphasises, weak Public Sector Management especially the weak and limited institutional and technical capacity to plan and deliver on the institutional mandates as one of the key implementation challenges of National Development Plan I, hence the need to strengthen the Institutional capacity of Ministries, Departments and Agencies.
Furthermore, provisions 2.3 of the Public Service Transformation Paper highlights comprehensive review and restructuring, as a strategy to mitigate problems of inefficiency caused by inefficient structures and processes that cause duplication of roles, generic resource wastage and generate a redundant workforce.

3.2 STRUCTURAL ISSUES

Structures of most Ministries, Departments and Agencies are inadequate in addressing the new challenges in relation to the new Policies and Laws; and the National, Regional and International Obligations are not geared towards the achievement of objectives of the National Development Plan.

(a) A case in point is the structure for the Ministry of Water and Environment which is too inadequate to handle/supervise all issues of wetlands

(b) The organisation of the Health Sector/Ministry is not geared towards prioritising Mental Health, Maternal Health or non-communicable diseases (cancer, diabetes and hypertension), current critical health factors in our communities.

(c) Operationalization of Uganda Civil Service College requires provision of appropriate levels and number of positions.

(d) Current staffing numbers and levels for some Ministries, Departments and Agencies are inadequate in enabling them deliver satisfactorily on their mandates. For example, the staffing number and levels of National Environment Management Authority and of Ministry of Energy and Mineral Development are too inadequate to address the issues arising from oil and gas exploration and production.

As a mitigating measure, there was:

(i) Demand for adjustment of the structures and staffing levels to match the growing demographic trends to enable increased accessibility of services to the Population;

(ii) Inevitable need to control the size of the Public service to enable Government enhance pay of Public Servants and maintain affordable structures;

(iii) Need to increase the wage bill against commensurate increases in non-wage funding to facilitate delivery of quality services;

(iv) Need to re-orient MDAs structure to the changing Government policies, laws, strategies, Programmes, technological advancements, Regional and Global trends that have resulted into continuous demands for reviews and
re-organisation of Government Institutions, leading to uncontrolled size of the Public Service.

To address the significant issues which were raised during the consultations, the analysis adopted the following standards:

(i) Recommended structures and staffing levels were based on workload and functional analysis and the capacity of Government to afford, taking into account other financial obligations of Government;

(ii) Continuous restructuring is inevitable to ensure that various Institutions of Government remain responsive, relevant and competent, Nationally and Globally;

(iii) Salary disparities in the Public Service will be addressed by the Salary Review Commission which is slated to be presented to Cabinet.

3.3 CROSSCUTTING ISSUES AND FINDINGS ON NEWLY CREATED MINISTRIES

(i) There is ambiguity in the Kampala Capital City Act, 2010 in relation to the roles of the Office of the Minister for Kampala, The Lord Mayor and the Executive Director, requiring the Act to be amended immediately.

(ii) The Metropolitan Planning Authority established under Kampala Capital City Authority Act 2010, and reporting to Minister responsible for Kampala Capital City is unable to effectively execute its Mandate due to absence of the Management structure.

(iii) The Uganda Veterans Assistance Board Act, 1992 is obsolete as a result of the creation of the Veterans ‘Portfolio under the Ministry of Defence and Veterans’ Affairs.

(iv) The Uganda People’s Defence Forces Act, 2005 does not clearly spell out aspects regarding the management of Military Veterans.

(v) The National Council of Science and Technology Act, Cap 209 Section 1(f) which defines “Minister” as the Minister responsible for Planning and Economic Development no longer applies with the creation of the Ministry of Science, Technology and Innovations.

(vi) The Uganda Industrial Research Institute Act 2002 which defines the Minister as Minister responsible for industry no longer applies with the creation of the Ministry of Science, Technology and Innovations.
3.4 TECHNOLOGICAL ADVANCEMENT AND USE OF ICT

The new trends and advancement in technology world over demand that Institutions adopt use of technology as an enabling tool to improve productivity and service delivery. It was established that various MDAs had made commendable attempts towards use of ICT to improve services delivery. However, there was still a number of issues to sort out to fully operationalise the ICT component. These include establishment of communications strategy by different MDAs, provision of functional user ICT facilities such as computers and e-registration services; and training the staff on efficient and effective use of ICT Facilities.

3.5 PERFORMANCE MANAGEMENT

The principal of result oriented management demands that effective and systematic performance management systems be mainstreamed in the operations of MDAs to facilitate increased productivity and performance. Performance Management is critical in supporting Managers of MDAs to control the outcome of their organizations. The most common forms of performance measurement are through performance agreements and performance appraisals.

However, the zeal and commitment to perform should be considered from both the institution and the individual employees' point of view. Therefore, the focus should be on the kind of strategies put in place to improve performance and boost motivation of individual performers in MDAs. This process is important in determining key result areas and performance indicators against which:

(a) Periodic reporting on performance or constraints to relevant authorities is made;
(b) Defined period as to when a Department or Section should sit and prepare mandatory submission of the outcomes of the meetings is set;
(c) Clearly defined roles and responsibilities of each individual in MDAs; and
(d) Develop a Client Charter.
Whereas most MDAs have Client Charters in place, the performance management at both individual and Institution level is still a big challenge. It was established that a big number of the staff rarely fill the performance appraisal forms; and most of the employees especially at lower levels did not have neither clear Job Descriptions, nor schedules of duties.

### 3.6 PRIVATE PUBLIC PARTNERSHIP (PPP)

Over time, many Countries have recognized the importance of Private Public Partnership (PPP) as a strategy to improve performance in organizations. For this reason, policies that guide the operations of MDAs need to mainstream PPP into their operations as a way of enhancing service delivery. This will enable MDAs interface with Private Enterprises to adopt more efficient management styles or mobilize resources necessary for providing quality services to the people of Uganda.

It was observed that this concept had been implemented in various sectors; including Education, Health, water and environment, Lands and Urban Development; where Private Institutions have partnered with Government Institutions to provide services to Ugandans.

### 3.7 PROCUREMENT AND ASSETS DISPOSAL FUNCTION

In line with the Public Procurement and Disposal (PPDA) Act, every self-accounting institution is require to have a Public Procurement and Disposal Unit; whose role is to coordinate the procurement and disposal activities; to ensure that the required logistics are in place, for the smooth functioning of the Institution. UNEB is one of such Institutions.

To actualize this requirement, Regulation 43 (1) provides that where the procuring and disposing entity has a Board of Directors or a Governing Body; the Accounting Officer shall work in consultation with the Board of Directors or Governing Body, in execution of his or her functions and powers under these regulations. The Accounting Officer in this regard over sees the whole procurement process while the Head of Procurement Unit provides secretariat services to the contracts committee. The recommended structures for MDAs have put this legal requirement into consideration.
3.8 FUNCTIONAL ANALYSIS

3.8.1 Coordination Role

The Coordination function offers an important opportunity to MDAs to “add value” to the management and supervision of service delivery in their areas of jurisdiction. The coordination function is mainly exercised through executing the responsibility of ensuring coherence in policies, regulations and standards different Sectors.

This is done in cognizance of the constitutional mandates and roles of other participating Government MDAs in provision of services to Ugandans. This includes providing technical guidance and support supervision; extending finances for the planned for activities; and monitoring their utilization and performance of service delivery; depending on different mandates with regard to the National Strategies and Plans and programmes.

3.8.2 Monitoring and Evaluation Role

The Monitoring and Evaluation role enables the MDAs to track progress on implementation of strategies and programmes, against the agreed work plans and targets. Critical to note is that monitoring and evaluation requires continuous research and engagement with other participating institutions and individuals; to obtain productive and relevant feedback to inform the decision making process.

3.8.3 Advocacy Role

MDAs have to take lead in advocating for improved and high quality service delivery, through instituting strategies that support best practices in service delivery. This includes sensitizing and dissemination relevant Information to all stakeholders.

3.8.4 Accountability Role

MDAs have got a duty to manage and deliver quality, timely and fraud services to Ugandans. This entails good governance through promotion of transparent, accountable, effective, efficient and economic use of resources in delivering on different mandates by different MDAs. In this case, MDAs address a wide range of issues that directly impact on service delivery; improving the quality of life of Ugandans; and ultimately contributing to the economic growth and development.

3.8.5 Administrative Role

MDAs have a responsibility of providing financial, administrative support, human resource management and other resources to enable different Departments,
Divisions and Units execute their mandates. The Finance and Administration Departments provide the much needed support services to the operational Departments, Divisions and Units in MDAs.

3.8.6 Planning Function

The function of Planning is core and critical in any operational MDA because it focuses on coordinating the planning and budgeting process, vis-a-vis the available activities to be executed. As part of this function, monitoring and evaluation of the overall performance; research and innovation and drafting project proposals for different programmes in the Institution is of critical importance. Therefore, there is need to strengthen and build capacity of this function in all MDAs to facilitate realisation of this role.

3.8.7 Auditing Role

The Internal Audit function is instrumental in ensuring value for money and checks and balance in the operations of all MDAs. Besides, it is a legal requirement that every self-accounting institution of Government should have an Internal Audit Unit capable of detecting fraud, loopholes and unfavourable financial management systems within the organization, and advise management accordingly.

3.9 COMPETENCE PROFILING

3.9.1 Competencies for Different Leadership and Management Levels

Effective Leadership and management of MDAs must employ strategies to post good performance results and sustainability of individual Missions, based on knowledge of the different organization; their environment; and future trends. To achieve this, the Management of MDAs must play an integral part in the growth and evolution of the Institutions; through provision of strategic direction, coordination of various programmes, and motivation of individuals to actively participate in the affairs of their employers.

The requisite competencies for the different Managerial levels are reflected in the table below:
Table 5: Requisite Competencies for Managers of Different MDAs

<table>
<thead>
<tr>
<th>FUNCTIONAL AREA</th>
<th>ROLE</th>
<th>CORE TECHNICAL COMPETENCIES</th>
</tr>
</thead>
<tbody>
<tr>
<td>Top Management Level</td>
<td>To provide strategic leadership in the management of MDAs in implementing Government and Board policies, plans, programmes and projects;</td>
<td>(i) Ability to understand, commit to, and advocate for the mission, vision, and goals of MDAs;</td>
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<tr>
<td></td>
<td></td>
<td>(ii) Excellent/ Visionary leadership, Team Work, public relations, enterprising and innovative with commitment to Institutional growth and development Leadership, Change and Risks Management Skills;</td>
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<td></td>
<td></td>
<td>(iii) Organizing, planning and Management of MDAs Plans and Projects;</td>
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<td>(iv) Ability to develop and implement policies, procedures, rules and regulations governing the overall staff development program;</td>
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<td>(v) Management of Human Resources Management</td>
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<td>(vi) Ability to apply IT and IEC Technology;</td>
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<td></td>
<td></td>
<td>(vii) Have in-depth knowledge of financial planning and management;</td>
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<td>(viii) Ability to build and leverage internal and external networks and partnerships to advance the mission, vision, and goals of MDAs;</td>
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<td></td>
<td>(ix) Ability to create an environment that promotes access, inclusion, and equity for members in all MDAs and its major stakeholders to actively participate in their activities and programmes;</td>
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<tr>
<td>FUNCTIONAL AREA</td>
<td>ROLE</td>
<td>CORE TECHNICAL COMPETENCIES</td>
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<td></td>
<td></td>
<td>(x) Capability to break down silos and mitigate internal politics within MDAs;</td>
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<td></td>
<td>(xi) Promote an environment that nurtures innovation across Government and MDAs; and encourages and supports professional development.</td>
</tr>
<tr>
<td>Senior / Middle</td>
<td>To provide professional leadership in the coordination and</td>
<td>(i) Ability to support development of a vision and a strategic direction for MDAs with a solid understanding of the challenges and opportunities presented by MDAs strategic environment;</td>
</tr>
<tr>
<td>Management Level</td>
<td>implementation of Government and Board policies, plans, programmes and projects;</td>
<td>(ii) Ability to Communicate effectively; consult, network and advise effectively both at individual and team levels;</td>
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<td>(iii) Capacity to negotiate, building and sustaining institutional collaboration and working linkages with other relevant institutions.</td>
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<td></td>
<td>(iv) Demonstrated capacity in financial management, budgeting and accountability,</td>
</tr>
<tr>
<td></td>
<td></td>
<td>(v) Ability to create an environment that promotes access, inclusion, and equity for all members of MDAs and its major stakeholders;</td>
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<td></td>
<td>(vi) Capacity to manage the welfare staff in MDAs;</td>
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<td>(vii) Self-motivated, enthusiastic and flexible enough in addressing different situations;</td>
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<td></td>
<td></td>
<td>(viii) Demonstrated capacity in Implementation of critical projects and programmes in MDAs;</td>
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<td></td>
<td></td>
<td>(ix) Ability to apply IT in information and records management, research and publication.</td>
</tr>
<tr>
<td><strong>FUNCTIONAL AREA</strong></td>
<td><strong>ROLE</strong></td>
<td><strong>CORE TECHNICAL COMPETENCIES</strong></td>
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</tbody>
</table>
| Operational Management Level | To provide technical advice and support supervision in the implementation of plans programmes and projects in MDAs; | (i) Ability to understand and communicate effectively in regard to the needs of the staff;  
(ii) Have knowledge of alternative approaches to address shortages and challenges in institutional operations.  
(iii) Manage conflict and challenges in ways that contribute to the long-term viability of MDAs;  
(iv) Have confidence, respond responsibly and tactfully to Senior and Junior staff’s instructions and demands;  
(v) Engage with public outlets in a proactive manner that most effectively advocate for the operations of MDAs;  
(vi) Ability to provide necessary information and resources to internal teams to ensure achievement of commitments of MDAs;  
(vii) Ability to create a climate in MDAs for exchange and collaboration internally;  
(viii) Capacity to leverage technology and deliver programs and/or services. |
Table 6: Analysis of Competence-Proficiency Levels for Different Specialist Levels.

<table>
<thead>
<tr>
<th>PROFICIENCY LEVEL</th>
<th>BEHAVIORAL/GENERAL COMPETENCIES</th>
<th>TECHNICAL COMPETENCIES</th>
</tr>
</thead>
</table>
| 1- Expert         | • Applies the competencies of exceptionally difficult situations.  
                   • Serves as a key resource and advises others | • Applies competence in excessively difficult situation.  
                   • Serves as a key resource and advises others.  
                   • Demonstrates comprehensive expertise.  
                   • Understanding of concepts and processes. |
| 2- Advanced       | • Applies competence in a considerably difficult situation.  
                   • Generally requires little or no guidance. | • Applies competence in considerably difficult situations.  
                   • Generally requires little or no guidance.  
                   • Demonstrated broad understanding of concepts and processes. |
| 3. Intermediate   | • Applies competency in difficult situations.  
                   • Requires occasional guidance. | • Applies the competence in difficult situations.  
                   • Requires occasional guidance  
                   • Demonstrates understanding in concepts and processes. |
| 4- Basic          | • Applies competence in somewhat difficult situations.  
                   • Requires frequent guidance. | • Applies competence in somewhat difficult situations.  
                   • Requires frequent guidance.  
                   • Demonstrates familiarity with concepts and processes. |
| 5-Awareness       | • Applies competence in the simplest situations.  
                   • Requires close and extensive guidance. | • Applies the competence in the simplest situation.  
                   • Requires close and extensive guidance.  
                   • Demonstrates awareness of concepts and processes. |
Table 7: Requisite Cross-Cutting Competencies Specific to MDAs Operational and Management Levels

<table>
<thead>
<tr>
<th>CRITICAL BEHAVIOURAL/GENERAL COMPETENCIES FOR ALL THE FUNCTIONAL AREAS</th>
</tr>
</thead>
<tbody>
<tr>
<td>(i) Demonstrate strategic thinking and creativity when dealing/seeking solutions to problems.</td>
</tr>
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<td>(ii) Capacity to deal effectively with pressure; remains optimistic and persistent, even under adversity; and recovers quickly from setbacks</td>
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<tr>
<td>(iii) Ability to treat others with courtesy, sensitivity, respect and responds appropriately to the needs and feelings of different people in different situations.</td>
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<tr>
<td>(iv) Ability to understand and keep up-to-date on local, national, and international policies and trends that influence the organization’s relevance and performance both internally and in the external environment.</td>
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<tr>
<td>(v) Demonstrate team building, team work and team management skills.</td>
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<tr>
<td>(vi) Demonstrate negotiation and flexibility skills with capacity to influence others and outcomes of negotiations</td>
</tr>
<tr>
<td>(vii) Capacity to communicate effectively both orally and in written form to clients and supervisors.</td>
</tr>
<tr>
<td>(viii) Demonstrate concern for client/customer service and satisfaction</td>
</tr>
<tr>
<td>(ix) Ability to hold self and others accountable for measurable high-quality, timely, and cost effective results in accordance with set objectives and priorities.</td>
</tr>
</tbody>
</table>
3.10 STRUCTURAL COST IMPLICATIONS AND BENEFIT ANALYSIS

In this process, the total expected benefits that will accrue as a result of implementing the recommendations of this report and the total expected cost involved were examined. Both the benefits and the costs are expressed in terms of financial values, and adjusted to reflect the period of time over which the costs and benefits are incurred or realized.

While the structural monetary costs were relatively easy to determine in terms of wage cost implications and other office materials, the financial value of the qualitative benefits was difficult to quantify. The more tangible benefits of implementing the recommendations manifest themselves in terms of reduction in operational costs or as an increase in revenues due to improvements in operational processes.

The non-tangible benefits includes the level of flexibility and ability of the organization to adapt quickly/swiftly to the volatile environment; take more binding decisions; attract more funding; take advantage of new technologies to market its products and services; collaborate with strategically positioned Institutions; and access wider market, among others.

It was very important to reflect the wage cost implications and other qualitative benefits for purposes of informing the decision making process in MDAs. More so, register the requirements of implementing the recommendations in this report and the overall impact on the socio-economic development of MDAs.
Table 8: Some of the Costs and Benefits Associated With Implementing the Approved Structures of MDAs

<table>
<thead>
<tr>
<th>ITEM</th>
<th>COST</th>
<th>BENEFIT</th>
<th>TYPE OF BENEFIT</th>
</tr>
</thead>
<tbody>
<tr>
<td>1. Quantitative Benefits/Costs</td>
<td></td>
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<tr>
<td>(i) Infrastructure</td>
<td></td>
<td></td>
<td>Quantitative</td>
</tr>
<tr>
<td>(ii) Human Resource</td>
<td></td>
<td></td>
<td>Quantitative</td>
</tr>
<tr>
<td>(iii) Provision of Office Facilities</td>
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<td></td>
<td>Quantitative</td>
</tr>
<tr>
<td>(iv) Training and Capacity Building</td>
<td></td>
<td></td>
<td>Quantitative</td>
</tr>
<tr>
<td>2. Qualitative Benefits</td>
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<td></td>
<td></td>
</tr>
<tr>
<td>(i) Optimal Utilization of Resources</td>
<td></td>
<td></td>
<td>Both qualitative and Quantitative</td>
</tr>
<tr>
<td>(ii) Increased Numbers of people who access quality services</td>
<td></td>
<td></td>
<td>Qualitative</td>
</tr>
<tr>
<td>(iii) Increased trust in the eyes of Ugandans</td>
<td></td>
<td></td>
<td>Qualitative</td>
</tr>
<tr>
<td>(iv) Reduced corruption</td>
<td></td>
<td></td>
<td>Qualitative</td>
</tr>
<tr>
<td>(v) Timely response and provision of services</td>
<td></td>
<td></td>
<td>Qualitative</td>
</tr>
<tr>
<td>(vi) Increased Funding</td>
<td></td>
<td></td>
<td>Qualitative</td>
</tr>
<tr>
<td>(vii) Harmonious Collaboration</td>
<td></td>
<td></td>
<td>Qualitative</td>
</tr>
<tr>
<td>Linkages with key stakeholders</td>
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<td></td>
<td></td>
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<tr>
<td>(viii) Improved management and operational systems in MDAs</td>
<td></td>
<td></td>
<td>Qualitative</td>
</tr>
<tr>
<td>(ix) Timely decision Making</td>
<td></td>
<td></td>
<td>Qualitative</td>
</tr>
<tr>
<td>(x) Improved communication and flow of relevant information in MDAs</td>
<td></td>
<td></td>
<td>Qualitative</td>
</tr>
<tr>
<td>FACTOR</td>
<td>BENEFITS</td>
<td>OUTCOME/IMPACT</td>
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</tr>
</tbody>
</table>
| 1) A Rational Structures for MDAs | Provision of a rational structures will enable MDAs to:  
(i) Have capacity to attract and retain the employees, especially the highly specialized cadres;  
(ii) Reduce on use of Part-timers whose loyalty and commitment to the Institutions is questionable;  
(iii) Build staff morale and increase their commitment to work;  
(iv) Provide equal and fair compensation to all the staff based on the Salary Structure;  
(i) Clearly define and delineate functions, roles and responsibilities;  
(ii) Establish clear reporting and supervisory arrangements in MDAs;  
(v) Provide MDAs with ability to determine requisite staffing numbers, levels and competencies; | • Increased Productivity;  
• Stability in employment;  
• Minimal employees unrest and labour industrial actions;  
• Best practices in performance management;  
• Optimal utilization of Human Capital;  
• Efficient and effective service delivery |
| 2) Enhanced Research and Skills Development in MDAs | Enhanced research and Development function will provide MDAs with: | • National self-reliance;  
• Knowledge generation and Technological Transfer to users |
<table>
<thead>
<tr>
<th>FACTOR</th>
<th>BENEFITS</th>
<th>OUTCOME/IMPACT</th>
</tr>
</thead>
<tbody>
<tr>
<td></td>
<td>(i) Opportunity to become the leaders and centers of excellence in Uganda and beyond; (ii) Efficiency in implementing the research agenda on issues specific to their performance within limited resources; (iii) Ability to develop new products and services in MDAs relevant to the local and wider international market needs; (iv) Enhanced competitiveness and specialization;</td>
<td>nationally, regionally and internationally; • Competiveness in the local and international markets</td>
</tr>
<tr>
<td>3) Opportunities for Income Generating Projects and Enterprises</td>
<td>Focusing MDAs operations on Income generating Projects will create: (i) Ability to generate extra income to fund a wide spectrum of activities; (ii) Capacity to provide unique and highly specialized products and services that may be beyond the capacity of other Competing Institutions;</td>
<td>• Reduced dependence syndrome; • Corporate Image and social responsibility; • Competitive Advantage/edge over other service providers;</td>
</tr>
</tbody>
</table>
3.11 SUMMARY OF KEY ISSUES AND FINDINGS

(x) Harmonised legal and policy Framework;
(xi) Duplicated mandates and functions across MDAs;
(xii) Uncoordinated movements in implementation of Government Programmes;
(xiii) Inadequate capacity in terms of Staffing levels and competences;
(xiv) Inadequate Staff Development Plans by MDAs;
(xv) Inadequate funding;
(xvi) Weak Inspectorate and monitoring mechanism across Government to enforce adherence to legal, policy and national standards;
(xvii) Inadequate controls to support effective accountability for performance and resources.
(xviii) Inadequate collaboration linkages among MDAs to support harmonious execution of Government Programmes
4.0 RECOMMENDATIONS

4.1 MAJOR RECOMMENDATIONS

(xi) Following the data analyses and consultations made, the following major recommendations were made to address the identified challenges for each Ministry, Department or Agency within a Sector as follows:

(xii) Out-dated, un-harmonised and duplicated legal frameworks were recommended for abolition, harmonisation or review.

(xiii) The Mandates, Visions, Missions, statements of some Ministries, Departments and Agencies have been redefined and key roles and functions clearly delineated for each of the reviewed Ministry, Department and Agency.

(xiv) The Structure of each reviewed Ministry, Department and Agency has been rationalised and refocused to deliver on its mandate in relation to the Policies, Laws, National, Regional and International Obligations under which it operates.

(xv) The reviewed Ministries, Departments and Agencies have been provided with appropriate staffing numbers and levels to deliver on their mandates.

(xvi) The Kampala Capital City Act, 2010 should be amended immediately to clarify and delineate the roles and responsibilities of the Minister, the Lord Mayor and the Executive Director.

(xvii) The management of the Metropolitan Planning Authority be put in place as soon as possible.

(xviii) The Uganda Veterans Assistance Board Act, 1992 be repealed as a Result of the creation of the Veterans’ Portfolio under the Ministry of Defence and Veterans’ Affairs.

(xix) The Uganda People’s Defence Forces Act, 2005 be reviewed to clearly spell out aspects regarding the management of Military Veterans.

(xx) The National Council of Science and Technology Act, Cap 209 Section 1(f) which defines “Minister” as the Minister responsible for Planning and Economic Development be reviewed to reflect the Minister responsible for Science, Technology and Innovation.

(xxii) The Uganda Industrial Research Institute Act 2002 which defines the Minister as Minister responsible for Industry be reviewed to reflect the Minister responsible for Science, Technology and Innovation.
4.2 SPECIFIC KEY ISSUES AND RECOMMENDATIONS PER MINISTRY DEPARTMENT AND AGENCY MDAs

4.2.1 STATE HOUSE

4.2.1.1 Key Issues
(i) The current organization structure and staff establishment of State House do not adequately support the Presidency in meeting the increasing demands in the services for which they are responsible.

(ii) Planning, Procurement Internal Audit and Information and Communication Technology Units are lacking from the approved structure of State House yet they are very critical to its effective performance.

4.2.1.2 Specific Recommendations State House
(i) Mandate
“To provide at all times support to H.E. the President and Vice President in order to facilitate effective and efficient performance of their Constitutional and administrative responsibilities as well as to cater for their welfare and security, including that of their families. “

(ii) Vision
“His Excellence the President and Vice President secure and supported technically, administratively and domestically to the highest possible standards at all times.”

(iii) Mission
“To provide support, facilitate and create a conducive environment for H.E. the President and H.E. the Vice President to enable them deliver on their Constitutional mandate and achieve effective and efficient performance on responsibilities.”

(iv) Key Functions
(1) Providing communication channels between the H.E. the President, the Vice President and Government, Foreign Diplomats and the general Public.
(2) Providing the necessary information, professional and other support to H.Es the President and the Vice President.
(3) Providing public relations, including Press Services for H.Es the President and Vice President.
(4) Providing protocol services for the H.Es President and Vice President.
(5) Providing security and protection to H.Es the President, Vice President and their families.
(6) Assisting H.Es the President and the Vice President to follow up the implementation of Government decisions.

(7) Providing administrative support to facilitate the work of H.Es the President and Vice President.

(8) Providing domestic services to the H.Es the President and Vice President.

(v) Structure
State House will be headed by a Principal Private Secretary to H.E. the President as its Chief Executive. However, the State House Comptroller will be the Accounting Officer for State House. The organisational structure for State House will comprise the following:

(a) The Private Office of H.E the President
The Private Office of the H.E the President will be headed by the Principal Private Secretary (PPS) to H.E the President; and will comprise the following Directorate, Departments and Units:

- Department of Protocol and Diplomacy;
- Office of the First Lady;
- Household Department;
- Department of Media and Press;
- Directorate of Political and Economic Affairs, consisting of:
  - Department of Political Affairs; with the following functional areas
    - Political Mobilisation;
    - Land; and
    - Youth and Sports
  - Department of Economic Affairs; with the following functional areas:
    - Research
    - Trade and Investment

(b) The Private Office of H.E the Vice President
The Private Office of the H.E the Vice President will be headed by the Principal Private Secretary (PPS) to H.E the Vice President; and will comprise the following Departments and Units:

- Protocol Unit;
- Household Unit;
- Press Unit;
- Mobilisation Unit; and
Economic Affairs Unit.

(c) The Office of the State House Comptroller
The Office of the State House Comptroller is the technical arm of State House; headed by the State House Comptroller as the Accounting Officer.

This Office will comprise Directorates, Departments and Units:
1. **Directorate of Monitoring and Government Effectiveness**: which will comprise the following:
   - Social Services; with the following functional areas:
     - Education
     - Health
     - Agriculture
   - Infrastructure; with the following functional areas:
     - Works
     - Transport
     - Energy

2. **Directorate of Special Programmes**: which will comprise of the following Departments and Units:
   - Department of Poverty Alleviation;
   - Department of Welfare;
   - Legal Affairs Unit;
   - Small and Medium Enterprises (SMEs) Unit;
   - Agriculture and Value Addition Unit;
   - Medical and Health Services Unit; and
   - Presidential Farms Unit.

3. **Department of Presidential Jet**;
4. **Department of Presidential Helicopter**.
5. **Department of Estates and State Lodges**;
6. **Department of Transport and Engineering**;
7. **Department of Finance and Administration**: which will comprise of the following Divisions and Units:
   - Human Resource Management Division
   - Finance and Accounts Division
- Administrative Support Services Division;
- Planning Unit; and
- Information and Communications Technology (ICT) Unit;
- Procurement and Disposal Unit;
- Internal Audit Unit;
- Presidential Security; which will comprise of:
  - Special Forces Command (SFC); and
  - Bio-Safety Unit (Formerly Science and Technology).

(vi) Establishment
The approved establishment for State House is 1,112 positions.

(vii) Cost Implications
The approved wage bill cost implications is **Ug. Shs. 13,225,000,000/=**

4.2.2 OFFICE OF THE PRESIDENT (OP)

4.2.2.1 Key Issues
(i) The functions of coordination, implementation, monitoring and evaluation being undertaken in Office of the President are duplicated in the Office of the Prime Minister [OPM], National Planning Authority and Ministry of Finance, Planning and Economic Development (MoFPED). These duplications breed conflicts between the concerned institutions and waste government resources;

(ii) The Office of the President has the major role of coordinating all governance entities at the centre of Government; and all functions related thereto carried out by those institutions. However, the coordination function is not given the emphasis it deserves.

(iii) The Office of the President has many fragmented functional Units whose mandates overlap creating management and coordination problems.

(iv) Some departments in the Office of the President duplicate Structures of other Ministries, Departments and Agencies resulting into functional overlaps and gaps in service delivery;

(v) The functions and activities of Presidential Advisers and Resident District Commissioners (RDCs) under Office of the President are not well coordinated;

(vi) The re-designation of the Cabinet Secretariat as the parent
Institution for Policy Analysts cadre has widened the role and responsibility of the Cabinet Secretariat beyond the historical mandate of providing secretariat services and carrying out policy coordination.

4.2.2.2 Specific Recommendation for Office of the President

(i) Mandate:
“To uphold the Constitution and sovereignty of the Republic of Uganda, provide leadership in the initiation, formulation, coordination and monitoring of public policies, maintain territorial integrity and good international relations with other countries, and mobilize and politicize the masses towards self-governance, progress and development.”

(ii) Vision:
“A secure, well governed and developed nation.”

(iii) Mission:
“To provide leadership in Public Policy Management and Governance for socio-economic and national development”.

(iv) Key Functions
(1) Provide visionary leadership in public policy management and governance for National Development’;
(2) Prepare and deliver Presidential Address at the beginning of each session of Parliament, and address on the State of the Nation;
(3) Implement and monitor programmes and special programs promised in the Presidential manifesto and provide feedback information to implementers;
(4) Carry out research on the performance of the economy and provide quick first-hand information to the Presidency;
(5) Monitor implementation of the Elections Manifesto by Ministries, departments, Agencies and Local Governments and affiliated Institutions;
(6) Table Cabinet Memoranda from Ministries, Departments and Agencies before the Cabinet for discussion and approval; set clear guidelines for effective policy development across government and building policy capacity of Cabinet and of Ministries, Departments and Agencies;
(7) Maintain a system of information gathering, analysis and storage and dissemination as well as management of public advocacy of Government policies and programmes;
(8) Coordinate and monitor all security operations and intelligence in the country.

(v) Structure
The Office of the President will continue to house the Office of the Head of Public Service /Secretary to Cabinet and the Deputy Head of Public Service/ Deputy Secretary to Cabinet.

The approved structure for OP will be headed by the Head of Public Service who will be responsible for entire Public service and be the Secretary to Cabinet Affairs. The Head of Public Service will be assisted by a Deputy Head of Public Service; who will also be the Deputy Secretary to Cabinet.

The technical structure will be under the leadership of the Permanent Secretary, who will be the Accounting Officer. The approved Structure for OP will been re-organised as follows:

(a) Office of the Head of Public Service/Secretary to cabinet
The Head of Public Service/ Secretary to Cabinet will be responsible for the Cabinet Secretariat, and will be assisted by the Deputy Head of Public Service and Deputy Secretary to cabinet.

The Cabinet Secretariat will have the following Departments and Unit:
- Department of Cabinet Administrative Services
- Department of Policy Development and Capacity Building and
- Resource Centre Unit.

(b) Main Office of the President
The main Office of the President will be headed by a Permanent Secretary Office of the President; who will be responsible for the following functional areas:

8. **Directorate of Socio-Economic Monitoring and Research;** which will be headed by a Director, with the following Departments and Unit;
   - Economic Monitoring and Evaluation; and
   - Department of Socio-Economic Research; and
   - Manifesto Implementation Unit;

9. **Department of Presidential Awards Scheme;** which will be headed by a Chancellor, and will comprise the following Divisions:
   - Selection Division; and
   - Ceremonies and Awards Division.
10. **Department of Field Administration and Advisory Services;** which will be headed by a Commissioner, and will coordinate and be a clearing house for the activities of the following Offices:
   - Presidential Advisors
   - Resident District Commissioners; and
   - Deputy Resident District Commissioners

11. **Department of National Leadership Institute,** with the following Divisions:
   - Finance and Administration Division
   - Registration and Instruction Division
   - Estates Management Unit and
   - Library, Information and Communications Technology Services Unit.

12. **Department of Finance and Administration;**
   - Administrative Support Services;
   - Finance and Accounts; and
   - Resource Centre.

13. **Stand Alone Departments and Units:**
   - Department of Finance and Administration;
   - Department of Patriotism Secretariat;
   - Human Resource Management Division;
   - Planning Unit;
   - Procurement and Disposal Unit; and
   - Internal Audit Unit.

14. **Technical Support Department for the Office of the Minister Responsible for Kampala Capital City Authority.** Technical Support Department will comprise the following Technical Staff:
   - Under Secretary
   - Principal Legal Officer
   - Principal Urban Development Officer.

15. **Affiliated Institutions under the Office of the President**
   - Kampala Capital City Authority (KCCA);
   - Uganda Aids Commission;
   - Uganda Media Centre; and
• The Uganda Printing and Publishing Board;

(vi) **Staff Establishment**
The approved establishment is 984 posts, including the National Leadership Institute (NALI).

(vii) **Cost Implications**
The approved wage cost implications is Ug. Shs. 10,689,313,140; including the wage for the National Leadership Institute (NALI).

(viii) **Other recommendations**
(a) The Principal Private Secretary and other Presidential Private Secretaries should document the Presidents’ directives so as to get them formalized under his signature as soon as possible to ensure their due implementation with proper reference;
(b) The Public Service Act be reviewed to reflect the President as a Public Service appointing authority;
(c) The Manifesto Implementation Unit be merged with the Directorate of Research and Economic Affairs;
(d) Due to the expanded mandate and functions of the Cabinet Secretariat, a Cabinet sub-committee headed by the Minister for Presidency be created to follow up implementation of Cabinet decisions and Presidential directives.

4.2.3 **ETHICS AND INTEGRITY**

4.2.3.1 **Key Issues**
(i) The nomenclature and name of the Institution is “the Directorate of Ethics and Integrity”. Structurally, having Directorates within a Directorate is a misnomer;
(ii) Absence of an enabling law empowering and giving clout to DEI to take relevant decisions and enforce compliance on Anti-corruption and building of ethical values. In this case, DEI relies on the good will and mutual cooperation of Partner Institutions. DEI is faced with a bigger challenge of not only ensuring that the law works, but also continuously assessing the relevancy and efficacy of the laws, and advocate for appropriate changes;
(iii) There is absence of an appropriate communication strategy to support effective communication, information dissemination and obtaining useful feedback from major stakeholders;
Limited capacity in terms of staffing levels, requisite skills, competencies and facilities to handle the wider mandate of DEI. There is no capacity to carry out effective planning, research; to enforce the Anti-Corruption laws and rebuild ethics in society; provide technical support in information and communications technology, statistical data to support effective service delivery in DEI;

Although the issue of poor remuneration to Government Officer is cross cutting, it is important to note that it causes low staff morale, and is counteractive fighting against corruption and building of ethical values in Government Institutions and the Public; and

The sensitivity and influence of decisions and actions taken by Religious Bodies on society and communities have far reaching implications, not only on the moral values and principles, but also on the peace and security of the Country.

4.2.3.2 Strategic Framework
(i) Mandate
The current Directorate of DEI derives its mandate from Article 99 (4) of the Constitution which empowers the President to create Government Offices and designate responsibilities to any Institution to perform. DEI was established with a mission to coordinate National efforts to fight against corruption and empower the Ugandan society to uphold moral values and principle. The approved Secretariat of Ethics and Integrity should assume the same mandate.

(ii) Vision
“A well governed and prosperous society that cherishes moral values and principles”

(iii) Mission
“To provide leadership in rebuilding ethics and integrity in the Ugandan society and coordinate national efforts against corruption”

(iv) Core Values
Values are fundamental moral foundation for conduct, growth and development at both personal and institutional level. EIS has core values that enhance its institutional culture and fosters a conducive working environment. The Secretariat therefore will continue to uphold the values of Integrity, Transparency, Honesty, Accountability, Impartiality, Confidentiality, Fidelity to the Law and Professionalism.

(v) Structure
The Secretariat will be headed by a Permanent Secretary; who will be responsible for the following functional areas:
(a) **Directorate of Ethics**  
- Department of Ethics Policy and Standards (EP&S)  
- Department of Ethics Compliance (EC)  
- Pornography Code Committee Support Unit

(b) **Directorate of Religious Affairs**  
- Religious Affairs - Policy and Standards;  
- Religious Affairs- Monitoring and Evaluation;

(c) **Directorate of Legal affairs**  
- Ethics Legal Drafts and Development; and  
- Ethics Legal Compliance

(d) **Stand Alone Departments and Units**  
- Department Of Finance And Administration  
- Information and Communications (IC) Division  
- Human Resources Management (HRM) Division  
- Procurement and Disposal Unit  
- Internal Audit Unit  
- Policy and Planning Unit

(e) **Affiliated Institutions under SEI**  
- Leadership Code Tribunal; and  
- Pornography Code Committee.

(vi) **Staff Establishment and Cost Implications.**  
The approved establishment for SEI is 63 posts; and the wage cost implications for SEI is UG. Shs. 593,861,676/=.

(vii) **Other Recommendations**  
(a) Design and implement special programmes for disadvantaged regions to limit imbalances in social and economic development in Uganda;  
(b) Liaise with respective Anti-corruption and Anti-graft offices and departments in investigation and prosecution of corruption cases and cases of abuse of office, power or authority;
4.2.4 UGANDA MEDIA CENTRE

4.2.4.1 Key Issues
(i) The Uganda Media Centre derives its existence from the Presidential Directive, related to Cabinet Decision CT (2005) 135, and a Concept Paper that operationalised this directive with clear functions, but lacks clearly defined policy framework for strategic direction and the requisite clout to support its efficient and effective delivery of the required services;
(ii) Whereas at inception it was clear that the Uganda Media Centre would be under the political supervision of the Minister of State for Information and National Guidance, it is not clear how the Media Centre relates to the Directorate of Information and Guidance.
(iii) Currently, Uganda Media Centre is politically supervised by the Minister for the Presidency; and its autonomy is only defined in terms of accessing, utilizing and accounting for its resources.
(iv) The Uganda Media Centre lacks a Policy Making Body leading to no clear responsibility centre for management and evaluation of its operations;
(v) The existing structure and staffing level and competencies for the Uganda Media Centre can no longer adequately support the Institution to achieve the targeted outputs;
(vi) The Uganda Media Centre has not repositioned itself with regard to the use of modern technology in disseminating Government and Country’s position and views in the Media; and
(vii) Working linkages between the Uganda Media Center and other key Stakeholders responsible for reporting on matters of Government in Ministries, Departments and Agencies, Local Governments and International arena are weak and the operational linkages are not clearly defined.

4.2.4.2 Key Recommendations
(i) Mandate
“To disseminate accurate and useful information, counteract and address serious distortion of the image of Government, its programmes and achievements; and mitigate the negative consequences emanating from any negative reporting”.

(ii) Vision
“.A Well Informed, Appreciative and Enlightened Community about the Programs and Achievements of Government and the Country”.

(iii) Mission
“To protect, preserve and uphold the image of Government and Uganda as Country, through timely Dissemination of Relevant and Useful Information in the Media, for Socio-Economic Development”

(iv) Key Functions
Initiate the formulation and oversee the implementation of the strategic, tactical and operational plans, strategies and programmes to advance and ensure effective implementation of Uganda Media Centre’s mandate;

(1) Coordinate the implementation of the Uganda Media Centre’s plans, strategies and operations and other resolutions, aimed at improving and protecting the positive image of Government, the Presidency and the Country at large;

(2) Support and advise H.E the President; Ministries, Departments, Agencies and Local Governments on all matters regarding the Media and building a positive image for Government and the Country;

(3) Develop and promote collaboration linkages between Uganda Media Centre and other Media Organizations in the regional and global arena;

(4) Outsource, mobilize, manage and account for Uganda Media Centre’s resources and carry out priority focused planning for purposes of directing and guiding the Centre’s operations;

(5) Monitor and evaluate Uganda Media Centre’s activities and performance to ensure timely responsiveness, accurate, clear and complete reporting and information dissemination on policies, plans, programmes and services;

(6) Develop the media protocols and guidelines for Government, the Public and other Stakeholders, including International Media relations.

(7) Develop and maintain effective systems and regulations on implementation, administration, management of policy decisions as provided by the Uganda Media Centre’s Policy Advisory Committee;

(8) Develop, maintain and manage an information technology system that ensures reliable and secure transmission of relevant information for proper operations of Uganda Media Centre.

(v) Structure
At strategic management level, the Uganda Media Centre will be under the Political Leadership of the Minister for the Presidency;
The Center will be under the leadership of the Executive Director; supported by the Deputy Executive Director;
Technical structure for the Uganda Media Centre has been reorganized as follows:
(a) Department of Electronic Media;
(b) Department of Media Research and Political Analysis
(c) Department of Media Support; and
(d) Department of Media Liaison and Special events;

(vi) **Staff establishment and Wage Cost Implications**
The approved staff establishment is **24 posts** and the wage bill cost implications is **Ug. Shs 390,000,000/=**

### 4.2.5 OFFICE OF THE PRIME MINISTER (OPM)

#### 4.2.5.1 Key Issues

(i) The expansive, sensitive and complex nature of the job of the Prime Minister of leading Government Business in Parliament, coordination and implementation of Government Policies across Government, driving Government agenda to achieve strategic development results in the priority areas of Government, and projecting a positive image of Government and Office through proactive dissemination of relevant information on Government projects and programmes to the media, public and international community requires a robust structure;

(ii) The current M&E framework lacks the required specialized and high level of competencies to handle issues from Institutions and Accounting Officers from Government Agencies, Private Sector, Local Governments and other Public Institutions;

(iii) Inadequate capacity of the Executive Office and its supporting arms both at political and technical level to take charge of organizing and synchronizing the legislative programme with Government Business and prioritizing the bills in line with the identified priorities of Government to enable the Executive/Cabinet monitor the progress of implementation and guide Parliament in scheduling the work of Committees;

#### 4.2.5.2 Specific Recommendations

(i) **Mandate**
The mandate of the executive Office of the Prime Minister is derived from article 108A (1) and (2) a-b of the Constitution of Republic of Uganda, which states:

(1) There shall be a Prime Minister who shall be appointed by the President with the approval of Parliament…;
(2) The Prime Minister shall:
(a) Be the leader of Government Business in Parliament and be responsible for coordination and implementation of Government Policies across Ministries, Departments and other Public Institutions;
(b) Perform such other functions as may be assigned to him/her by the President or as may be conferred on him/her by the Constitution or by law.

In line with Article 108A of the Constitution of Uganda, the mandate of the Office of the Prime Minister can be summarized as: **being the leader of Government Business in Parliament and being responsible for the Coordination and Implementation of Government Policies across Government Ministries, Departments, Agencies and other Public Institutions.**

(ii) Vision
The Vision of the Office of the Prime Minister will be **“A Public Sector Which Is Responsive and Accountable in Steering Uganda towards Rapid Economic Growth and Development”**.

(iii) Mission Statement
The Vision of the Office of the Prime Minister will be **“To Instil and maintain efficient and effective institutional framework and systems in Government that enable Uganda to rapidly develop”**.

(iv) Strategic Objectives
The implementation of the OPM strategic framework shall be guided by the following strategic objectives:

(a) Provision of leadership in Government Business in Parliament;
(b) Monitoring and evaluation of implementation of Government Policies, Programmes and Projects across Government;
(c) Instillation and definition of the National Character and common values for Uganda;
(d) Development and review of policies and guidelines for pacification and development in the county to promote equity and fairness in advancement towards economic growth and development; and
(e) Development and enhancement of collaboration linkages with other similar Institutions and Agencies within and beyond Uganda for purposes of providing appropriate leadership in Government Business and

(v) **Broad/Key Functions and Outputs for the Office of the Prime Minister**

To operationalise the strategic objectives, the OPM will carry out the following broad functions:

1. Leading Government Business in Parliament;
2. Coordinating, Monitoring and evaluating implementation of Government Policies, Programmes and Projects across Government;
3. Driving the Government Strategic Agenda in Vision 2040 and NDP II to achieve strategic development results in the priority areas of Government;
4. Propagating the National Vision, defining the National Character, Values and Common good for development;
5. Coordinating development of capacity for prevention, preparedness and response to natural and human induced disasters and Refugees;
6. Coordinating and monitoring the implementation of Special Government Policies and Programmes aimed at the pacification and development of Karamoja, Northern Uganda, Luwero, Rwenzori, Bunyoro and Teso regions;

(vi) **Structure**

The Office of the Prime Minister will be headed by a Permanent Secretary as the Chief Executive and Accounting Officer. The structure of the Office of the Prime Minister has been reorganized as follows:

(a) **The Executive Office of the Prime Minister**;

The Executive Office will comprise of the following:

- The Office of the Second Deputy Prime Minister;
- The Office of the Government Chief whip;
- The Office of the Minister for General Duties;
- The Office of the Permanent Secretary
- The Delivery Unit;
- The Communications Unit;
- The Parliamentary Liaison Unit; and
- Executive Office Administrative and Office Support Services;

(b) **Directorate of Strategic Coordination and Implementation (DSCI)**; with the following Departments:
• Department of Strategic Coordination – Economic Infrastructure and Competitiveness;
• Department of Strategic Coordination – Governance, Justice and Security; and
• Department of Strategic Coordination – Social Services and Rural Development;

(c) **Directorate of Monitoring and Evaluation**, with the following Departments and one Division:
• Department of Monitoring and Evaluation - Local Governments;
• Department of Monitoring and Evaluation – Government Ministries;
• Department of Monitoring and Evaluation – Governments Agencies, NGOs & Other Public Institutions; and
• Division of Quality Assurance

(d) **The Directorate of Disaster Preparedness, Management and Refugees;**
with the following Departments and Unit;
• Department of Disaster Preparedness and Management; and
• Department of Refugees Management;

(e) **Stand Alone Departments and Units are;**
• Department of Finance and Administration;
• Department Of Pacification and Development;
• Human Resource Management Division
• Policy and Planning Division;
• Legal Affairs Unit;
• Internal Audit Unit; and
• Procurement and Disposal Unit.

(f) **Affiliated Institutions**
• Uganda Broadcasting Corporation
• New Vision Corporation

(vii) **Staff establishment and Cost implications**
The approved establishment is 421 posts. And the approved wage bill cost implications is Ug. Shs. **2,395,673,508/=**

(viii) **Other Recommendations**
(a) The Public Service Act of 2008 that recognizes the Office of the Prime Minister as the Parent Ministry to the Policy Analysts Cadre should be reviewed to reflect the new position recommended in this Report;

(b) The recommended structure has been strengthened and re-aligned with responsibilities, roles and functions of the Executive Office-Office of the Prime Minister, as per Article 108A of the Constitution;

(c) The implementation of the recommended structure should be staggered over a period of five years to allow gradual corresponding adjustments in budgetary provisions. Recruitment of the recommended staff should consider the most critical positions at the beginning, and gradually increase as and when required and affordable;

4.2.6 MINISTRY OF EAST AFRICAN AFFAIRS (MEACA)

4.2.6.1 Key Issues

(i) The mandate of the Ministry has fluctuated from a political one (promoting Uganda’s interests) to a coordinating function, which is not well understood by all Stakeholders.

(ii) Currently, there is no Sector Policy on Regional Integration hence it is difficult for Uganda to monitor or gauge to what extent Uganda as a country it is benefiting from the various East African Community programmes and decisions. The absence of the national yardstick to measure such benefits hinders meaningful commitment of human and financial resources to the Regional Integration Agenda;

4.2.6.2 Key Recommendations

(i) Mandate

“To steer Uganda’s regional integration agenda in accordance with the objectives of the Treaty for the Establishment of the East African Community”.

(ii) Vision

“A prosperous Ugandan people in a secure and federated East Africa”

(iii) Mission

“To spearhead and coordinate Uganda’s participation in the East African integration processes and programmes; secure and safeguard Ugandans benefits from the East African Community integration”.
(iv) **Key Functions**

1. Provide leadership in implementing Uganda’s Regional Integration policies in East Africa;
2. Follow up, monitor and evaluate the implementation of the East African Community policies, programs and projects in Uganda;
3. Liaise with the Private Sector, Civil Society and other Stakeholders on East African Community Cooperation matters;
4. Coordinate the harmonisation of East African Sectoral policies and programs;
5. Establish and maintain linkages between East African Community Organs with Institutions and Government Ministries, Departments and Agencies in Uganda;
6. Carry out policy research and impact assessment; and prepare policy briefs to inform Government of Uganda on key issues of East African Community;
7. Take lead in negotiations of the East African Community Common Market and Customs Union on behalf of the Country;

(v) **Structure.**

The Ministry will be headed by a Permanent Secretary as the Chief Executive and Accounting Officer.

The structure of the Ministry has been reorganized as follows:

(a) **Directorate of Regional Integration, Economic Production and Infrastructure,** with the following Departments:
   - Department of Economic Affairs; and
   - Department of Production and Infrastructure.

(b) **Directorate of Regional Integration, Social and Political Affairs,** with the following Departments:
   - Department of Social Affairs; and
   - Department of Political Affairs;

(c) **Support Department and Units**
   - Department of Finance and Administration;
   - Human Resource Management Unit;
   - Procurement and Disposal of Assets Unit;
   - Internal Audit Unit;
   - Policy Analysis Unit
• Planning Unit;
• Legal affairs Unit; and
• Communication Unit.

(vi) Establishment and Wage Cost Implications
The approved establishment for the Ministry is 96 posts and the wage cost implications is **Ug. Shs 1,118,238,936/=**.

### 4.2.7 MINISTRY OF FOREIGN AFFAIRS

#### 4.2.7.1 Key Issues

(i) The mission statement is not well aligned to the Ministry’s vision of “a Secure Uganda with prosperous people”; nor does it bring into focus the three pillars of the national interest; i.e. Peace and security, development and well-being of Ugandans.

(ii) With only 30 Embassies and High Commissions and one Consulate, whereby one Mission is responsible for covering a number of countries, i.e. the Embassy in Moscow covers eight countries, there is limited regional and international coverage to tap existing opportunities as it is difficult to have effective coverage of all strategic locations.

(iii) There is no policy framework in place for guiding and managing Diaspora’s contributions to the country’s social, economic, technological and political development yet about 1.5 million Ugandans live and work abroad and make significant remittances to the country every year, estimated at US $ 1 billion through formal and informal channels which contributes about 8% of the Gross Domestic Product.

(iv) Despite a Cabinet decision and Presidential directive in 2006 which required Uganda Property Holdings Limited (UPHL) to transfer all Uganda’s properties abroad and register them in the names of the Ministry of Foreign Affairs the directive has not been fully implemented since Uganda Property Holdings Limited has continued to retain ownership and management of a number of commercial properties exposing the properties to confiscation as they do not have diplomatic immunity and protection.

(v) While the National Security Council, 2000 (Cap. 301) provides for the representation of the Minister of Foreign Affairs on the National Security Council, it emerged that the Minister does not sit on the Council yet security and diplomatic matters are intricately interrelated in that when situations get out of hand, as a result of overt or covert military operations and other security activities, they are salvaged through diplomatic efforts.
(vi) The Uganda Citizenship and Immigration Control Act confers all powers of control of immigration to the Board and the Director of Immigration without any reference to the Ministry of Foreign Affairs. However, handling immigration has a lot of implication for the implementation of the foreign policy, in that the Ministry of Foreign Affairs officials serving as Foreign Service Officers in Uganda’s Missions Abroad have the responsibility of issuing Passports and other travel documents, yet this responsibility is not acknowledged by the Law.

4.2.7.2 Key Recommendations

(i) **Mandate**

“‘To promote and protect Uganda’s interests abroad and undertake programmes that underpin the implementation and management of Uganda’s foreign policy’’.

(ii) **Vision**

“A secure Nation with prosperous people”

(iii) **Mission**

“To enhance national security, development, the country’s image abroad and well-being of Ugandans”.

(iii) **Structure**

The Ministry will be headed by the Permanent Secretary who will be the Chief Executive and Accounting Officer.

The structure of the Ministry has been reorganized as follows:-

(a) **Directorate of Protocol and Public Diplomacy**, with the following Departments and Unit:

- Department of Public Diplomacy;
- Department of Protocol Services; and
- Department of Consular Services.

(b) **Directorate of Regional and International Political Affairs**, with the following Departments:

- Department of Regional Peace and Security;
- Department of International Political Cooperation; and
- Department of International Law and Social Services.

(c) **Directorate of Regional and International Economic Affairs**, with the following Departments:
Department of Regional Economic Cooperation;
Department of Economic International Cooperation; and
Department of Diaspora;

(d) Support Departments and Units
- Department of Missions Abroad;
- Department of Finance and Administration;
- Policy Analysis and Planning Division;
- Human Resource Section;
- Records Management Unit;
- Property Management Unit;
- Procurement Unit and Disposal Unit;
- ICT and Communications Unit; and
- Internal Audit Unit.

(iv) Establishment
The approved staff establishment is 413 posts and the wage bill cost implications is Ug. Shs.5,443,590,120/=.

(v) Other Recommendations
(a) Implement the Cabinet decision to have all properties abroad transferred from Uganda Property Holdings Ltd to the Names of the Ministry of Foreign Affairs so as to give them appropriate diplomatic immunity and protection.
(b) Expedite enactment of the ‘Overseas Properties and Immunities’ law in order to operationalize financing mechanisms for acquisition of properties abroad and to provide for their management and development;
(c) The Ministry of Foreign Affairs should be represented and actively involved in the National Security Council meetings. This will make it possible to have effective coordination and implementation of security and diplomatic policies; and
(d) Amend the Uganda Citizenship and Immigration Control Act to provide for active participation in immigration control by the Ministry of Foreign Affairs. In the meantime, the Minister of Foreign Affairs should liaise with the Minister of Internal Affairs so as to cause the National Citizenship and Immigration Board to deal with immigration and work permits of Envoys and their Spouses in a manner that upholds diplomatic etiquette and the principle of reciprocity.
4.2.8 MINISTRY OF AGRICULTURE, ANIMAL INDUSTRY AND FISHERIES

4.2.8.1 Key Issues

(i) The continued execution of the fisheries function at Departmental level has adversely undermined its importance;

(ii) While the Agricultural Sector is wide and complex with many Partners and crosscutting issues, the Ministry lacks a mechanism for attending to and addressing these issues;

(iii) Liberalisation of trade in agricultural commodities and products across borders has increased the risk of agricultural diseases and pests within the country; and

(iv) The function of agricultural regulation and certification is weak because it is being managed at a Division level.

4.2.8.2 Key Recommendations

(i) Mandate

“To promote and support sustainable and market oriented agricultural production, food security and household incomes”

(ii) Vision

“A competitive, profitable and sustainable Agriculture sector.”

(iii) Mission

“To transform subsistence farming to commercial agriculture”.

(iv) Key Functions

1. Formulate, review and implement national policies, plans strategies, regulations and standards and enforce laws, standards along the value chain of crops, livestock and fisheries.

2. Control and manage epidemics and disasters, and support the control of sporadic and endemic diseases, pests and vectors.

3. Regulate the use of agricultural chemicals, veterinary drugs, biological planting and stocking materials as well as other inputs.

4. Support the development of Infrastructure and use of water for agricultural production along livestock, crop, and fisheries chain.

5. Strengthen coordination of Local Governments Production Departments, Non-Governmental Organisations and Private Sector in provision of agricultural extension.

6. Establish sustainable systems to collect, process, maintain and disseminate agricultural statistics and information.
(7) Support provision of planting and stocking materials and other inputs to increase production and commercialisation of agriculture for food security and household incomes.

(8) Develop infrastructure to support production, quality/assurance and value addition along the livestock, crop and fisheries commodity chain.

(9) Monitor, evaluate and harmonise activities in the Agricultural sector including Local Governments.

(10) Strengthen human and Institutional capacity and mobilise financial and technical resources for delivery of agricultural services.

(11) Develop and promote collaborative mechanisms nationally, regionally and internationally on issues pertaining to the Sector.

(v) Structure
The Ministry of Agriculture, Animal Industry and Fisheries will be headed by a Permanent Secretary as the Chief Executive and Accounting Officer.

The structure of the Ministry has been reorganised as follows:

(a) **Directorate of Animal Resources**, with the following Departments
- Department of Animal Production;
- Department of Animal Health; and
- Department of Entomology.

(b) **Directorate of Crop Resources**, with the following departments
- Department of Crop Production;
- Department of Crop Protection; and
- Department of Crop Inspection and Certification.

(c) **Directorate of Fisheries Resources**, with the following Departments;
- Department of Aquaculture Management and Development;
- Department of Fisheries Resource Management and Development; and
- Department of Fisheries Control, Regulation and Quality Assurance.

(d) **Directorate of Agricultural Extension Services**, with the following Departments
- Department of Agricultural Extension and Extension Skills Management; and
- Department of Agricultural Investment and Enterprises Development.
(e) **Support Departments and units:**
- Department of Finance and Administration;
- Department of Human resource management;
- Department of Agricultural Planning and Development;
- Agricultural Infrastructure, Mechanisation and Water for Agricultural Production Unit;
- Internal Audit Division;
- Procurement and Disposal of Assets Unit; and
- Communications Unit.

(f) **Affiliated Agencies**
- National Agricultural Research Organization
- Diary Development Authority
- National Animal Genetic Resource Centre and Data Bank
- Uganda Coffee Development Authority –UCDA
- Cotton Development Organization;
- National Agricultural Advisory Services; and
- Coordination Office of Control for Trypanosomiasis in Uganda (COCTU).

(vi) **Approved Establishment and Wage Cost Implications**
The approved staff establishment is 725 and the wage bill cost implications is **Ug. Shs. 8,711,046,072/=**

**4.2.9 DIARY DEVELOPMENT AUTHORITY**

4.2.9.1 **Key Issues**
(i) There are overlaps and inconsistencies in the Municipal Ordinance and the Dairy Industry Act Cap 85 of 1998 with regard to inspection and enforcement function between Diary development Authority, and Uganda Bureau of Statistics, Kampala Capital City Authority and other Authorities.
(ii) The mandates of the Diary Development Authority, National Agricultural Genetic Resource Centre and Data Bank, Ministry of Trade, Industry and Cooperatives (Cooperatives Act) overlap in relation to standards, enforcement, research and development.

4.2.9.2 **Key Recommendations**
(i) **Mandate**
“To provide dairy development and regulatory services that will ensure increased production and consumption of milk, sustainable and profitable dairy industry sector that will contribute to economic development and improved nutritional standards in Uganda.”

(ii) **Vision**

“To be a center of excellence in quality dairy production and productivity in the Region”

(iii) **Mission**

“To achieve a dynamic, well regulated, profitable and sustainable Diary Industry in Uganda”

(iv) **Key Functions**

1. Register and license Dairy Farmer Groups, Milk Processors and Traders;
2. Support Dairy Farmers Marketing Organisations;
4. Control and regulate dairy related imports and exports;
5. Implement Government policies designed to promote the Dairy Sector;
6. Support dairy development activities such as extension, breeding research, training, dairy products development and general marketing promotion including dairy export;
7. Coordinate diary regulatory and development activities;
8. Arbitrator in any conflicts between Companies and Processors dealing in dairy products;
9. Coordinate all dairy processing and marketing promotional activities such as Seminars, Trade Fairs and Workshops; and
10. Advise Government on research priorities and outputs of the Dairy Sub Sector.

(v) **Structure**

The Diary Development Authority will be headed by an Executive Director as the Chief Executive and Accounting Officer.

The structure of the Agency has been reorganised as follows:

(a) **Department of Diary Development**;
(b) **Department of Quality and Regulatory Service**;
(c) **Department of Finance and Administration**;
(d) **Planning Unit**;
(e) Internal Audit Unit; and
(f) Procurement and Disposal of Assets Unit.

(vi) Approved Establishment and Wage Cost Implications
The approved staff establishment is 37 posts and the wage bill cost implications is Ug. Shs.1,570,000,000/=.

(vii) Other Recommendations
(a) Review and harmonize the Municipal Ordinances and the Dairy Industry Act, Cap 85 of 1998 to streamline the inspection and enforcement function between Dairy Development Authority, Uganda National Bureau of Standards; and Kampala Capital City Authority (KCCA) and other Urban Authorities.
(b) Review the mandates of Dairy Development Authority, National Animal Genetic Resource Centre and Data Bank, National Agricultural Advisory Services and provisions under the Cooperatives Act in relation to provision of extension services and registration of Farmer Groups and Associations, respectively.

4.2.10 NATIONAL ANIMAL GENETIC RESOURCE CENTRE AND DATA BANK

4.2.10.1 Key Issues
(i) Low budgetary allocations despite the fact that it generates millions of Uganda Shillings from sale of semen, genetic materials, liquid nitrogen and associated equipment, eggs and embryos on behalf of Government.

4.2.10.2 Key Recommendations
(i) Mandate
“To increase livestock productivity through Genetic improvement and management of Animal Breeding”.

(ii) Vision
“A centre of excellence for Animal Breeding improvement and management.”

(iii) Mission
“To play a leading role in establishing a comprehensive National Animal Breeding Programme in Uganda”.

(iv) Key Functions
(1) Produce, procure and sell semen, eggs, ova, embryos and their associated equipment;
(2) Manage the Centre’s farms for production and selection of superior sires;
(3) Produce and sell founder brood stock of fisheries resources;
(4) Open nucleus breeding schemes and reproducing extension services to Farmers on the farms of the Centre and offer for sell properly bred and recorded good quality livestock to farmers;
(5) Rear sire studs for production and sale of semen;
(6) Produce, procure and sell liquid nitrogen and associated equipment;
(7) Serve as a National Animal Genetic Data Bank and Central Livestock Registry;
(8) Serve as the National Genetic Resources Evaluation Centre and Laboratory;
(9) Quarantine and evaluate imported genetic material;
(10) Offer specialised training and collaborating research on genetic improvement and characterisation of breeds and production environments;
(11) Develop guidelines for livestock breeding extension services; and
(12) Provide guidance on breeding and multiplication of improved livestock breeds.

(v) Structure
The National Agricultural Genetic Resource Centre and Data Bank will be headed by an Executive Director as the Chief Executive and Accounting Officer.

The structure of the Agency has been reorganised as follows:
(a) Department of Production;
(b) Department of Breeding;
(c) Department of Data Bank Management;
(d) Department of Finance and Administration;
(e) Internal Audit Unit;
(f) Procurement and Disposal of Assets Unit; and
(g) Marketing Unit;

(vi) Approved Establishment and Wage Cost Implications
The approved staff establishment is 316 posts and the wage bill cost implications is Ug. Shs. 2,467,668,504/=.

(vii) Other Recommendations
(a) The Centre units should be allowed to retain a percentage of the funds generated from sale of semen, genetic materials, liquid nitrogen and associated equipment, eggs and embryos.
4.2.11 UGANDA COFFEE DEVELOPMENT AUTHORITY - UCDA

4.2.11.1 Key Issues
(i) There are weak linkages between Uganda Coffee Development Authority, the Ministry of Agriculture, Animal Industry and Fisheries and other Agencies within the Agriculture Sector such as National Agriculture Research Organisation.

4.2.11.2 Key Recommendations
(i) **Mandate**
“To promote and oversee the management of Coffee Industry as a whole”.

(ii) **Vision**
“Making Uganda a distinguished producer of high quality coffee.”

(iii) **Mission**
“To oversee the Coffee Industry by supporting research, promoting production, controlling the quality and improving the marketing of coffee”

(iv) **Key Functions**
a. Issue certificates in respect of grades and quantity of coffee;
b. Register all Organisations and Bodies applying to market coffee in accordance with guidelines issued by the Minister of Agriculture, Animal Industry and Fisheries and on the advice of the Board, set the quality control standards under which coffee is sold;
(5) Certify all coffee exports;
(6) Collect, maintain and disseminate statistical data in respect of all aspects of the Coffee Industry;
(7) Advise Government on the mechanism of determining the minimum price for the sale of coffee;
(9) Research and make extension arrangements through the Ministry of Agriculture, Animal Industry and Fisheries or any other Organisation established in the country for the purpose of improving coffee production.
(10) Realign coffee sub-sector policies with the macro-economic policies of Government;
(11) Liaise with other International Coffee Organisations to administer stamps of the Organisation;
(12) Liaise with other International Organisations to promote Uganda’s coffee on the world market;
(13) Supervise the coffee sub-sector including related industries and advise Government on coffee sub-sector policies;
(14) Organise training for technicians, coffee processors and quality controllers.

(v) Structure
Uganda Coffee Development Authority will be headed by a Managing Director as the Chief Executive and Accounting officer.

The structure of the Agency has been reorganised as follows:

(a) Department of Production;
(b) Department of Quality and Regulation Services;
(c) Department of Strategy and Business Development;
(d) Department of Finance and Administration;
(e) Internal Audit Unit;
(f) Human Resource Management Unit; and
(g) Procurement and Disposal of Assets Unit.

(vi) Establishment
The approved staff establishment is 59 posts and the wage bill cost implications is Ug. Shs.1,921,216,999/=. 

(vii) Other Recommendations
(a) Strengthen working linkages between Uganda Coffee Development Agency, the Ministry of Agriculture, Animal Industry and Fisheries, and other Agencies within the Agriculture sector.

4.2.12 MINISTRY OF HEALTH

4.2.12.1 Key issues
(i) The Mental Health Treatment Act, 1938 (Cap 279 is outdated
(ii) Mulago Referral hospital lacks legislation for operationalising it as an Autonomous Institution.
(iii) The Ministry has not operationalised the Uganda National Research Organization Act, 2009; thus weakening coordination of research in the Health sector.
(iv) The office of the Director General of Health Services (DGHS) though created by Article 172 of the Constitution, has no law that establishes and defines its functions.
4.2.12.2 Key Recommendations

(i) **Mandate**

“To ensure that the people of Uganda have affordable access to quality health services so as to contribute to the attainment of social justice, poverty eradication and national development.”

(ii) **Vision:**

“A healthy and productive population that contributes maximally to national socio-economic growth and development.”

(iii) **Mission:**

“To facilitate the attainment of a healthy and productive life by the people of Uganda through the promotion of high quality health service delivery”.

(iv) **Key Functions**

1. Implement national health related programs;
2. Initiate formulate national policies, laws, regulations and standards in the Health Sector;
3. Develop and disseminate guidelines and standards on Health systems; provision of pharmaceutical; clinical and nursing services; immunization, and implementation of large national health programs;
4. Ensure health standards are met and develop capacity for service delivery in Local Governments;
5. Ensure proper management and use of drugs;
6. Oversee National and Regional Referral hospitals and semi-autonomous Agencies of the Ministry;
7. Coordinate inter-sectoral fora for effective health service delivery;
8. Coordinate Regional and International Health related issues;
9. Enforce regulations, standards and practice of Medical Practitioners and the Public Health Act; and.
10. Carry out health related research, training and capacity building.

(v) **Structure**

The Ministry is headed by a Permanent Secretary as the Chief Executive and Accounting Officer.

The structure of the Ministry has been reorganised as follows:

(a) **Office of the Director General of Health Services**;
(b) **Directorate of Clinical Health Services**, with the following Departments:
- Department of Nursing;
- Department of Integrated Curative Services;
- Department of Pharmacy;
- Department of Infrastructure and Maintenance; and
- Department of Uganda National Ambulance Service.

(c) **Directorate of Planning and Development**, with the following Departments:
- Department of Planning and Policy; and
- Department of Quality Assurance and Inspection.

(d) **Directorate of Public Health**, with the following Departments:
- Department of Health Promotion, Communication and Environment;
- Department of Maternal and Child Health;
- Department of Disease Prevention and Control;
- Department of Integrated Epidemiology, Surveillance and Response;
- Department of Non-Communicable Diseases; and
- Department of Community Health.

(e) **Support Departments and units**:
- Department of Finance and Administration;
- Department of Human Resource Management;
- Internal Audit Division;
- Policy Analysis Unit;
- Procurement and Disposal of Assets Unit;
- Communications and Public Relations;
- Management Services Division;
- Environmental Health and Hygiene; and
- Global Health.

(f) **Affiliated Institutions**
- Mulago National Referral Hospital;
- National Drug Authority;
- Butabika National Referral Hospital;
- Uganda Blood Transfusion Services;
- Uganda National Health Research Organisation
• Uganda Heart Institute;
• Uganda Cancer Institute;
• National Medical Stores;
• Health Service Commission;
• Regional Referral Hospitals; and
• Central Public Health Laboratories.

(vi) **Establishment**
The approved staff establishment is **763 posts** and the wage bill cost implication is Ug. Shs 8,933,372,771/=.

(vii) **Other recommendations**
(a) The legislations to operationalise the autonomous status of Mulago National Referral hospital and to define the legal status and responsibilities of the Office of the Director-General of Health Services should be developed.
(b) A policy and legal framework should be put in place to operationalise the semi-autonomous status of the Regional Referral hospitals and their Boards be empowered for the effective delivery of referral and specialized health care services.
(c) Uganda National Ambulance Service Department has been created to coordinate all pre hospital emergency care and injuries.
(d) The secondment of Medical Doctors to non-government, not-for-profit making Hospitals be continued and their establishment be provided for in the structure of the Ministry of Health.
(e) A clear policy and regulations on secondment of Doctors to Private Hospitals be developed to ensure transparency; and professional and career growth of these health workers.

4.2.13 **MULAGO NATIONAL REFERRAL HOSPITAL**

4.2.13.1 **Key Issues**
(i) There is inadequate legal framework to govern the operations of the Hospital and ensure that it conforms and adheres to the broad nationwide health policies such as the Second National Health Policy 2010 and its operational modalities;
(ii) The powers of the Hospital and its mandate as well as its relationship with the Ministry of Health are not clear;
(iii) The National Development Plan, the Health Sector Strategic and Investment Plan as well as the National Health Policy do not give due recognition to the specialized and super-specialized services offered at Mulago National Referral Hospital;

(iv) The Directorate of Private Patients Services has been created in the structure of the Hospital;

(v) Mulago National Referral Hospital does not have capacity to undertake support-supervision of Regional and District hospitals;

(vi) Mulago National Referral Hospital is over burdened by non-referral cases due to few lower Health Facilities in Kampala Capital City Authority.

4.2.13.2 Key Recommendations.

(i) Mandate

“To provide super-specialized health care, training and conduct research, in line with the requirements of the Ministry of Health.”

(ii) Vision:

“To be a centre of excellence in healthcare delivery, teaching and research.”

(iii) Mission:

“To provide state-of-the-art health care services, teaching and research facilitation”.

(iv) Key Functions

1. Provide preventive, promotive, outpatient and inpatient services, in-service training, and support to research on healthy community-based programmes;

2. Provide comprehensive specialist health services, teaching and research;

3. Develop policies, strategies and plans for operations of the hospital;

4. Strengthen management capabilities and performance of the Hospital;

5. Provide an integrated care package at the tertiary level;

6. Promote a staff culture of knowledge, attitude, practices and behaviour;

7. Develop and sustain technical and support services capacity;

8. Enhance the public relations function;

9. Strengthen and streamline health related collaborative relationships nationally and internationally;

10. Participate and contribute to the implementation of Government Health policy; and

11. Strengthen Human Resource Management policies and practices;
(v) **Structure**

Top Management: The hospital will be directed by a Board of Directors with the Executive Director as a member/Secretary to the Board.

The Hospital is headed by an Executive Director as the Chief Executive and Accounting officer; assisted by a Deputy Executive Director.

The structure of the Hospital has been reorganised as follows:

(a) **Directorate of Paediatrics’ and Child Health Services**, with the following Departments:
- Department of Paediatric Infectious Diseases;
- Department of Paediatric Neonatology;
- Department of Paediatric Neurology;
- Department of Paediatric Haematology
- Department of Paediatric Nutrition;
- Department of Paediatric Endocrinology;
- Department of Paediatric Cardiology;
- Department of Paediatric Nephrology,
- Department of Paediatric Gastronology;
- Department of Paediatric Emergency and Critical Care; and
- Department of Respiratory and Allergy.

(b) **Directorate of Medical Services**, with the following Departments and Units:
- Department of Adult Infectious Diseases;
- Department of Adult Cardiology;
- Department of Adult Dermatology;
- Department of Adult Pulmonology;
- Department of Adult Gastronology;
- Department of Adult Herpetology;
- Department of Adult Neurology;
- Department of Adult Endocrinology;
- Department of Adult Nephrology;
- Department of Adult Psychiatry;
- Department of Pharmaceutical Services;
- Department of Pharmaceutical Care;
- Health Information Unit;
- Nutrition Unit; and
• Pharmaceutical Unit;

(c) **Directorate of Nursing Services**, with the following Departments and Units:
• Department of Nursing Administration;
• Department of Clinical Nursing, with the following Units;
  ✓ Nursing Education Standards;
  ✓ Nursing Area managers (PNO/SNO);
  ✓ Sterilisation; and
  ✓ Infectious Control.

(d) **Directorate of Surgical Services**, with the following Departments:
• Department of Rehabilitative Services;
• Department of Urology;
• Department of Ear, Nose and Throat;
• Department of Burns and Reconstructive Surgery;
• Department of Ophthalmology;
• Department of Accidents and Emergency;
• Department of Anaesthesia and Theatres;
• Department of Dentistry and Maxilla Facial Surgery;
• Department of Breast and Endocrine Surgery;
• Department of Upper GIT and Hypotabilliary;
• Department of Cardiothoracic Surgery;
• Department of Neuro Surgery; and
• Department of Organ Transplant.

(e) **Directorate Obstetrics and Gynaecology**, with the Departments:
• Department of Maternal and Feutal Medicine;
• Department of Reproductive Medicine and Family Planning;
• Department of Uro- Gynaecology; and
• Department of Gynae Oncology.

(f) **Directorate of Diagnostic Services**, with the following Departments :
• Department of Radiology;
• Department of Clinical Laboratories; and
• Department of Pathology.
(g) **Directorate of Administration and Corporate Affairs**, with the following Departments;

- Department of Finance and Administration, with the following Units:
  - Treasury Unit;
  - Private Services Finance Unit;
  - Management Accounting Unit;
  - Operations Unit;
  - Finance Accounting Unit;
  - Health Insurance Services Unit;
  - Security Unit;
  - Corporate Affairs Unit;
  - Public Relations Unit
  - Catering and Dietetics Unit;
  - Laundry Unit;
  - Transport and Ambulance Services Unit;
  - Resource Mobilisation Unit;
  - Chaplaincy Unit;
  - Special Programme Unit;
  - Partnership and Liaison Unit;
  - Patient Affairs and Communications Unit; and
  - Medical Social Work Unit.

- Department of Information and Communications Technology, with the following Units:
  - Information technology (IT) Systems; and
  - ICT Workshop Management Unit.

- Department of Biomedical Engineering, with the following Units:
  - Surgical Equipment Maintenance Unit;
  - Imaging Equipment Maintenance Unit;
  - General Equipment Maintenance Unit;

- Department of Technical Services, with the following Units:
  - Mechanical Engineering Unit;
  - Environmental Services Unit;
  - Civil Engineering Unit;
  - Electrical Engineering Unit;
  - Equipment Repair Unit; and Medical Workshop Unit.
• Department of Planning, with the following Units:
  ✓ Work Plans and Budgeting Unit;
  ✓ Business Development Unit;
  ✓ Research and Development;
  ✓ Monitoring and Evaluation Unit;
  ✓ Medical Records Unit;
  ✓ Data Base Unit; and
  ✓ Health and Safety Unit.

• Department of Quality Assurance, research and Innovations
  • Internal Audit Unit
  • Procurement and Disposal of Assets Unit

(h) **Department of Human Resource**, with the following Divisions;
  • Division of Human Resource Management;
  • Division of Human Resource Development; and
  • Division of Compensation and Industrial Relations.

(vi) **Establishment and Cost Implications**
The approved staff establishment is **2,468 posts** and the wage bill cost implication is **Ug. Shs 56,120,807,066**.

(viii) **Other Recommendations**
(a) Mechanisms should be put in place for strengthening collaboration linkages between Mulago National Referral Hospital and other Health Institutions which offer super-specialized health care. This should be augmented with strategies for exploiting tele-medicine opportunities

(b) Formalize relationships with Institutions that have close ties with Mulago National Referral Hospital in the areas of training, research and provision of healthcare services.
4.2.14 NATIONAL DRUG AUTHORITY

4.2.14.1 Key Issues
(i) The National Drug Policy and Authority Act Cap 206 (Laws of Uganda 2000 Edition) does not provide for effective enforcement and deterrent penalties on non compliance of standards and regulations on drugs;
(iii) The responsibilities and working linkages between “the National Drug Authority” (Board of 20 members), the Secretariat and the Heads of Departments are unclear

4.2.14.2 Key Recommendations
(i) Mandate
“To regulate food and food products, food supplements, medicines, medical devices, public health products, cosmetics, blood and biological products”.
(ii) Vision
“A world-class Centre of excellence in regulation of food, medicines and other health related products”
(iii) Mission
“To protect the health of Consumers against hazards associated with food, drugs, herbal drugs, cosmetics and medical devices.”

(iv) Key Functions
(1) Register food products and drugs;
(2) Regulate inspections and enforcement;
(3) Licences Health/Medical Drug Manufacturers, Wholesalers,
(4) Retailers and Pharmacists;
(5) Regulate Pharmaco-vigilance activities;
(6) Process and regulate importation and exportation of drugs;
(7) Control the market of drugs and food products;
(8) Control drug promotions and advertisements;
(9) Control quality of drug products;
(10) Disseminate information on pharmaceutical products and their rational use; and
(11) Regulate clinical trials.

(v) Structure
National Drug Authority will be headed by an Executive Secretary/Registrar who will be the Chief Executive and Accounting Officer.

The structure of the Agency has been reorganised as follows:
(a) Department of Inspectorate;
(b) Department of Drug Quality Control;
(c) Department of Drug Assessment and Registration;
(d) Department of Drug Information;
(e) Department of Finance;
(f) Department of Legal and Corporate Services;
(g) Department of Administration and Human Resource;
(h) Procurement and Disposal of Assets Unit;
(i) Public Relations Unit;
(j) Internal Audit Unit; and
(k) Management Information Systems Unit;

(vi) Approved Staff Establishment and Wage Cost Implications
The approved staff establishment is 287 posts and the wage cost implication is Ug. Shs. 12,498,338,606/=.

(vii) Other Recommendations
(a) The feasibility of licensing drug importation in three different steps as wholesale license, annual import license and permits for all consignments should be reconsidered.
(b) The documented procedure related to the verification of proforma invoice for import of medicines should be amended in order to take into consideration the Donation Certificate.
4.2.15 BUTABIKA NATIONAL REFERRAL HOSPITAL

4.2.15.1 Key Issues
(i) The out-dated Mental Treatment Act, 1938 (Cap 279) does not support the Constitutional rights, National Development Plan objectives as well as the Health Policies and Strategies and, provision of Mental Health care services in Uganda.
(ii) There is lack of a policy framework for mental health care, training and research in Uganda.
(iii) The headship of the Technical Departments in the Hospital is not commensurate to the responsibilities of the posts.

4.2.15.2 Key Recommendations
(i) Mandate
“To provide super-specialized mental health care services, training in mental health and conduct mental health-related research.”
(ii) Vision
“A Population in a state of complete mental, physical, and social well being as a prerequisite for development and poverty eradication”.
(iii) Mission
“To offer super-specialized and general mental health services; conduct mental health training, mental health-related research and to provide support to mental health care services in the country for economic development.”

(iv) Key Functions
(1) Provide mental health care services and general outpatient services.
(2) Make inputs into Health policy and strategic plan formulation and reviews.
(3) Provide technical support and support supervision to Mental Health units in Regional Referral Hospitals, General Hospitals and other Health Centres.
(4) Participate in International, Regional and National initiatives and programs (World Health Organisation, United Nations Children Education Fund, East African Community and African Union)

(v) Structure
The Hospital is overseen by a Hospital Management Board with the Executive Director as a member and Secretary to the Board. The Executive Director is the Chief Executive and Accounting officer; and will be supported by a Deputy Executive Director.
The structure of the Hospital has been reorganised as follows:

1. General Outpatient Department
2. Pharmacy Services Department
3. Diagnostics and Therapeutics Department
4. Clinical Mental Health Department
5. Nursing Department
6. Community and Recovery Department
7. Medical Social Work Services Department
8. Clinical Psychology Department
9. Private Wing Division
10. Support Departments and Units:
   - Department of Finance and Administration;
   - Human Resource Management Division;
   - Information and Communication Technology Unit;
   - Internal Audit Unit;
   - Procurement and Disposal of Assets Unit;
   - Planning Unit;

(vi) Approved Establishment and Cost Implications.

The approved establishment is 533 posts and the annual wage bill cost implications is Ug. Shs 4,133,962,992.

(viii) Other recommendations

1. Approval of the Mental Treatment Bill need to be expedited.
2. A policy framework for mental health care, training and research in Uganda, be urgently developed.

4.2.16 UGANDA BLOOD TRANSFUSION SERVICE (UBTS)

4.2.16.1 Key Issues

(i) There is delay in the enactment of the Draft Bill on the Autonomy of the Uganda Blood Transfusion Services into an Act of Parliament to steer the Institutions’ activities.

(ii) There are no Hospital Blood Transfusion Committees to define Policies on consent of transfusion, refusal of transfusion and pre-transfusion testing orders, among others.
(iii) As a World Health Organisation Member State, Uganda lacks a National Regulatory Authority with administrative instruments to ensure control in the areas of quality and safety of blood products across the entire transfusion chain.

4.2.16.2 Key Recommendations

(i) **Mandate**

“To make available adequate quantities of safe blood and blood products for the management of all patients in need of blood.”

(ii) **Vision**

“An efficient, effective, well resourced, and accountable organization that supplies sufficient and safe blood, in line with the National and International Professional Standards.”

(iii) **Mission**

“To provide sufficient and efficacious blood components through voluntary donations for appropriate use in health care service delivery”.

(i) **Key functions**

(1) Expand the blood transfusion infrastructure to operate adequately within a Decentralized Health Care Delivery system.

(2) Increase the annual blood collection necessary to meet the blood requirements for all patients in the hospitals throughout the Country.

(3) Ensure continuous education and training of Health Workers on proper handling of donated blood.

(4) Test all blood for transfusion for transmissible infections and operate and effective Quality Assurance programme.

(v) **Structure**

The Agency is headed by an Executive Director who is the Chief Executive and Accounting Officer.

The structure of the Agency has been reorganised as follows:

(a) Quality Assurance Department,

(b) Planning, Monitoring and Evaluation Department

(c) Laboratory Services Department

(d) Blood Donor Services Department

(e) Regional Blood Bank Department
(f) **Support Department and Units**
- Finance and Administration Department
- Internal Audit Unit
- Procurement and Disposal of Assets Unit
- Human Resource Management Unit

(ii) **Approved Establishment and Cost Implications**
The approved establishment is **391 posts** and the wage bill cost implication is **Ug. Shs.3,382,035,636/=**

(iii) **Other Recommendations**
(a) A Regional Blood Bank for each Regional Referral Hospital be set up to enhance access to blood transfusion services at Health Centre IV.
(b) The Ministry of health should develop a policy on consent of transfusion, refusal of transfusion and pre-transfusion testing orders.
(c) As a member state of World Health Organisation, Uganda Should establish a National Regulatory Authority with administrative instruments to ensure quality control and safety of blood products across the entire transfusion chain.

### 4.2.17 UGANDA NATIONAL HEALTH RESEARCH ORGANISATION- UNHRO

#### 4.2.17.1 Key Issues
(i) The Uganda National Health Research Organisation Act, 2009 has not been operationalised.
(ii) The Uganda National Council of Science and Technology Act which is an older and more generic Act has not been aligned with the provisions of the Uganda National Health Research Organisation Act 2009

#### 4.2.17.2 Key Recommendations
(i) **Vision**
“To be a world class centre of Excellence in Health Research”

(ii) **Mission**
“To promote Biomedical, Applied, Behavioural and Health System Research so as to facilitate the achievement of the highest quality of health and socioeconomic development.”

(iii) **Key Functions**
(1) Identify, set up and enforce National Health Research policies and develop a National Health Research Plan for all Health Research Institutions in Uganda.

(2) Facilitate dialogue between the Policy Makers, Health Researchers, Health Providers and Communities to ensure that research is relevant to the needs of the people and that research findings are utilized by relevant Stakeholders.

(3) Facilitate consultations with Policy and Decision-Makers and Researchers and Communities in identification of health research priorities, which are consistent with the National Health Research Plan.

(4) Evolve, develop, implement and enforce an ethical code of conduct for health research in Uganda.

(5) Register and renew different types of health research in Uganda.

(6) Monitor, evaluate and terminate any research in progress which is not being done within established ethical conduct for health research.

(7) Appraise scientifically and ethically and give approval, in collaboration with the Nation Council of Science and Technology all research protocols related to health, before the commencement of any biomedical or other health related research.

(8) Coordinate and promote Multi-disciplinary and Inter-sectoral research collaboration in a bid to establish essential national health research which is consistent with the National Health Strategic Plan.

(9) Facilitate and coordinate the Constituent Institutes in the mobilization of resources for their approved research projects and the National Health Plan.

(10) Strengthen the research capacity in Health Research Institutions, including the Ministry of Health and the communities by building a quality human resource infrastructure which is capable of responding to the essential research demands in Uganda.

(11) Perform and conduct duties aimed at improving health research in Uganda within the overall objects of the Uganda National Health Research Organisation.

(12) Develop, and supervise all and strengthen health research institutes under the Ministry of Health.

(13) Receive research findings and results and disseminate such findings as deemed fit.

(iv) **Structure**
The Uganda National Health Research Organisation will be headed by the Director General who will be the Chief Executive and Accounting Officer and supported by the Deputy Director General.

The structure of the Uganda National Health Research Organisation has been reorganised as follows:

(a) Directorate of Research and Knowledge Translation;
(b) Directorate of Constituent Health Research Institutions;
(c) Directorate of Finance and Administration;
(d) Support Department and Units;
   - Department of Finance and Administration;
   - Internal Audit Unit; and
   - Procurement and Disposal of Assets Unit.

(v) Approved Establishment and Wage Cost Implications
The approved establishment is **22 posts** and the wage cost implications is **Ug Shs. 423,840,000/=**

(vi) Other Recommendations
(a) Amend the provisions of the Nation Council of Science and Technology Act to synchronise it with the Uganda National Health Research Organisation Act 2009.
(b) Efforts should be made by Uganda National Health Research Organisation to implement the national policy objectives in sync with Regional and International initiatives on health research to help the country realize the potential of harnessing health research in enhancing health improvements, and also expedite the transformation of Uganda into a Regional Centre for Health Research.

### 4.2.18 HEALTH SERVICE COMMISSION

#### 4.2.18.2 Key Issues
(i) The Health Service Commission Act 2001 is silent on how the Commission should liaise with the Ministry of Health, in ensuring that the Health Sector has adequate numbers of qualified staff.
(ii) The Local Government Act 1997 Section 59(3) provides for regular reports by the District Service Commission every four months and yet current government reporting is quarterly.
(iii) The Health Service Commission Act 2001 provides for District Service Commissions to follow Guidelines provided by Health Service Commission when appointing Health Workers and yet aggrieved Health Workers appeal to the Public Service Commission.

(iv) The mandate of disciplining Health Workers is duplicated by Health Professionals Councils.

(v) The current structure and staffing of the Commission cannot cope with the increased scope of responsibilities resulting from creation of new Districts and Urban Councils; and dealing with many complex Health Cadres which require research.

4.2.18.2 Key Recommendations

(i) Mandate
“To recruit and handle other Human Resource for Health matters relating to the entire Referral Health System and Institutions under the Commission’s jurisdiction”.

(ii) Vision
“A fully resourced health work force that is responsive, efficient and effective in Uganda’s social-economic transformation process”

(iii) Mission
“To build a fundamentally strong and competent human resource base for efficient and effective health service delivery”

(iv) Key Functions
(1) Advise the President of the Republic of Uganda in performing, in relation to the Health Service, his or her functions under Article 172 of the Constitution.

(2) Regularly appraise Parliament on the performance of the Commission through Annual Reports.

(3) Appoint persons to hold or act in any Office in the Health Service, including the power to confirm such appointments, exercise disciplinary control over those persons and remove them from office

(4) Review the Terms and Conditions of Service, Standing Orders, training and qualifications of members of the Health Service; and matters connected with their management and welfare and make recommendations on them to Government.

(5) Issue Guidelines to the District Service Commissions for recruitment of Health Professionals, discipline of Health Workers, and render advice to Districts as
may be required on matters regarding human resource management in the District Service.

(v) **Structure**
The Commission will be headed by the Chairperson supported by six full time Members of the Commission appointed by H.E. the President. The Secretariat will be headed by the Secretary deputized by the Deputy Secretary.

The structure of the Commission has been reorganized as follows:

- (a) Department of Recruitment and Selection Systems;
- (b) Department of Finance and Administration
- (c) Department of Human Resource Advisory Services
- (d) Procurement and Disposal Unit
- (e) Internal Audit Unit
- (f) Communications Unit
- (g) Human Resource Management Unit

(vi) **Establishment and Establishment**
The approved establishment is **72 posts** and the wage bill cost implication is **Ug Shs. 2,710,158,832/=**

(viii) **Other Recommendations**

(a) Amend the Local Governments Act to divest the mandate of appointing and promoting Health Workers in Local Governments from District Service Commissions to Health Service Commission.

(b) The mandate of handling appeals made by aggrieved workers should be diverted from the Public Service Commission to Health Service Commission.

**4.2.19 MINISTRY OF FINANCE, PLANNING AND ECONOMIC DEVELOPMENT (MFPED)**

**4.2.19.1 Key Issues**

(i) Major challenges arising from continuous fluctuations of the currency, the mega size of the National Budget; increased borrowing and huge debt burden; the increasing number, diversity and complexity of financial services and Institutions operating in the Country; as well as rising inflation to over 7% and the conglomeration of institutions (Government Institutions, Local
Governments, Non-Governmental Organisations, Multi-National Companies and Private Sector) operating in purview of the Ministry’s Mandate with diverse interests. Addressing the above challenges, inevitably calls for strengthening the Ministry’s capacity for providing effective and efficient strategic leadership and direction; oversight monitoring and evaluation roles; and comprehensive accurate information, in terms of its functionality, operations, structures and staffing complements.

(ii) The two critical functions of Internal Audit and Public Debt Management are not accorded due recognition and are being executed at relatively low status, with problems of under staffing and retention of the appropriately skilled staff.

(ii) The currently poor strategy for management of the huge debt, coupled by inadequate structure, staffing numbers and competencies for effective, timely and accurate reporting and advice to ensure informed decisions on debt matters adversely affects the scope for managing the Country’s debt more sustainably;

(iii) The Public Finance Act, 2014, has broadened the scope of responsibilities and put more demands on the job/office of the Permanent Secretary and Secretary to Treasury and also the Accountant General. The enhanced responsibilities include; management of accounts of all Votes; custody and safety of public money; custody of all government certificates of titles for investments and maintenance of the register, all financial management reporting in the entire Government including; Contingency Fund, Petroleum Fund, opening Accounts for Local Governments, Assets Management, consolidation of all Government accounts and producing statement of performance for Parastatals. However, the structures and establishment for these Offices remain inadequate to cope with the magnitude and complexity of the work load;

(iv) The current grading of the job of Accountant General at the level of a Director is anomalous, given its status of operation as well as the number and diversity of Departments under its jurisdiction. Statutorily, Accountant General is required to give general instructions to Accounting Officers for all Ministries, Departments, Agencies and Local Governments;

(v) Domiciling Savings and Credit Cooperative Organizations (SACCOs), under direct jurisdiction of Ministry of Finance, Planning and Economic Development is irregular and causes duplications amongst Ministries, since the Cooperative Societies’ Act Cap 112, vests the powers and authority to register, oversee and
regulate Cooperatives with the Commissioner responsible for Cooperatives, currently established in the Ministry for Trade, Industry and Cooperatives. Best practices internationally, dictate that the different categories of Cooperatives are supervised by a single Ministry or Authority to facilitate their effective and orderly development within the established principles;

(vi) In the daily execution of its functions, the Ministry handles intricate issues of a legal nature such as negotiating loans, requiring timely legal advice and services from the Ministry of Justice and Constitutional Affairs to guide the decision making processes. The absence of an established resident Legal Unit within the Ministry causes un-necessary delays in negotiations and may negatively impact on the capacity to negotiate favourable terms; and

(vii) Statisticians Cadre does not have a clear ‘home’ in form of a “parent ministry” for professional leadership and standards; career development; technical guidance; capacity building; and their coordination within/outside Public Service and Uganda National Bureau of Statistics (UNBS). This situation has adversely affected the quality of statistics produced by the various Ministries, Departments and Agencies, rendering it unfit for capture into the National Statistics.

4.2.19.2 Key Recommendations

(i) **Mandate**

“To mobilize financial resources, regulate their management and formulate policies that enhance overall economic stability and development.’

(ii) **Vision**

“A most effective and efficient Ministry capable of achieving the fastest rate of economic transformation”.

(iii) **Mission**

“To formulate sound economic policies, maximize revenue mobilization, ensure efficient allocation and accountability for public resource”.

(iv) **Key Functions**

(1) Mobilize local and external financial resources for public expenditure and sustainable development of the Country.

(2) Budget and manage Government resources sustainably.

(3) Regulate and enforce accountability standards of all Government fiscal resources.

(4) Regulate financial management and ensure efficiency in public expenditure.
(5) Oversee the national planning and strategic development initiatives for economic growth.
(6) Formulate and implement sound fiscal and financial policies that enhance stability and overall development of the economy.
(7) Custody and safety of public money and other fiscal resources.
(8) Prepare the annual fiscal budget and issue adequate regulations for its execution.

(v) Structure
The Ministry will be headed by the Permanent Secretary/Secretary to Treasury who will be the Chief Executive and Accounting officer.

(1) OFFICE OF THE DEPUTY SECRETARY TO THE TREASURY.
The structure of the Ministry has been reorganized as follows:-

(a) Directorate of Budget, with the following Departments:
   - Department of Public Administration;
   - Department of Budget Policy and Evaluation;
   - Department of Infrastructure and Social Services; and
   - Department of Projects and Public Private Partnership:

(b) Directorate of Economic Affairs, with the following Departments
   - Department of Macro Economic Policy;
   - Department of Tax Policy;
   - Department of Economic Development Policy and Research; and
   - Department of Financial Services.

(2) OFFICE OF THE INTERNAL AUDITOR GENERAL
The Office will be under the leadership of the Internal Auditor General; and will have the following Departments:

(a) Department of Internal Audit Management;
(b) Department of Information and Communications Technology and Performance Audit; and
(c) Department of Forensic and Risk Management.

(3) ACCOUNTANT GENERAL’S OFFICE
This Office will be headed by Accountant General who will be supported by an Assistant Accountant General at the level of a Director.

The Office will be comprised of three Directorates and one Department as follows:

(a) **Directorate of Financial Management Services;**
   - Department of Financial Management Services;
   - Department of Public Sector Accounts; and
   - Department of Management Information Services.

(b) **Directorate of Treasury Services and Asset Management,**
   - Department of Treasury Services;
   - Department of Procurement Policy and Management; and
   - Department of Assets Management.

(c) **Directorate of Debt and Cash Policy,** which will report directly to the Permanent Secretary /Secretary to Treasury; with the key role of providing policy advice and strategies on debt, based on accurate information and empirical data.

   The Directorate will consist of the following Departments:
   - Department of Debt Policy and Issuance;
   - Department of Cash Policy; and
   - Department of Development Assistance and Regional Cooperation.

(4) **Department of Treasury Inspectorate and Policy;**

(5) **Support Departments, Divisions and Units:**
   (a) Department of Finance and Administration;
   (b) Divisions of Human Resource Management (For Accountant General and the Ministry);
   (c) Division of Central Accounting;
   (d) Division of Planning and Policy Analysis;
   (e) Division of Procurement and Disposal
   (f) Division of Internal Audit;
   (g) Division of Communication and Records Management
   (h) Legal Unit
(a) Establishment and Cost Implications
The approved establishment is 565 posts and the wage bill cost implications is Ug. Shs. 6,586,851,120/= and the approved is Ug. Shs. 6,465,079,284/=.

(viii) Other Recommendations

(i) Directorates of Internal Audit and that of Debt and Cash Policy be created and the Directors report to Permanent Secretary/Secretary to Treasury.

(ii) The current Department of Aid Liaison renamed Development Assistance and Regional Cooperation be under the auspices of the Directorate of Debt and Cash Policy with the key role of mobilising grants and related development assistance.

(iii) In line with the Cooperative Act Cap 112, Savings and Credit Cooperative Organizations (SACCOs) are consolidated and remain a mandate of the Ministry of Trade, Industry and Cooperatives. The Ministry of Finance, Planning and Economic Development will remain with the overall function of regulating Micro Finance Institutions that are not Cooperatives.

(iv) The function of overall coordination policy and strategy formulation of (Micro, Small and Medium Enterprises (MSME) be relocated from the Ministry of Finance, Planning and Economic Development to its appropriate institutional home in the Ministry of Trade, Industry and Cooperatives (MTIC).

(v) The job of Accountant General be graded at U1SE level equivalent to that of Deputy Secretary to Treasury, in cognisance with the functions specifically prescribed in the Public Finance Act 2014. The Accountant General will earn the salary and enjoy all the benefits that accrue to the job graded at this level. The title of the job will remain Accountant General, and will not in any way clash with the role of Deputy Secretary to the Treasury.

(vi) A Legal unit be created in the Ministry, as an extended service provided by the Ministry of Justice and Constitutional Affairs, to provide timely legal services.

(vii) The parent Ministry of Statisticians be Ministry of Finance, Planning and Economic Development. The Ministry should develop the technical capacity of Statisticians and Stores Cadre in their various areas of specialization.

(viii) A Division of Statistics headed by an Assistant Commissioner Statistics be created under the Department of Macro Economic Policy to provide the formal linkage with the National Bureau of Statistics and to coordinate the
Statisticians and statistical operations within the Ministries, Departments, Agencies and Local Governments.

4.2.20 UGANDA INVESTMENT AUTHORITY (UIA)

4.2.20.1 Key Issues

(i) Uganda Investment Authority (UIA) established by an Act of Parliament (the Investment Code Act 1991) is mandated to promote, facilitate and supervise investments in the country. This mandate is akin to that of the Ministry of Trade, Industry and Cooperatives. It also executes functions that are similar to those of Uganda Export Promotion Board, The Uganda Industrial Research Institute and Uganda Tourist Board which are under the jurisdiction of Ministry of Trade, Industry and Cooperatives. Uganda Investment Authority’s current domicile in the Ministry of Finance, Planning and Economic Development, fragments the functions of investment, technology incubation, trade, Micro Small and Medium Enterprises as well as stifling the general performance of Trade and Investment Sector. The presence of the Minister of State responsible for investment in the Ministry of Finance, Planning and Economic Development has created the impression that the said Ministry, has the primary mandate and leading role in developing, implementing and coordinating the legal and policy framework, strategies and programmes for investment;

(ii) The big size of the Governing Board of Uganda Investment Authority (15 members) bogs down decision making as reaching consensus among a large Board takes a long time;

(iii) The procurement function and that of internal audit reporting office of the Deputy Executive Director contradicts the provisions of the Public Procurement and Disposal Act 2003, and the Audit Act that stipulate the reporting of procumbent and disposal unit to the Accounting Officer (Executive Director) and that of Internal Audit to the Board;

4.2.20.2 Key Recommendations

(i) Mandate

“To provide more favourable conditions for investment in the Country”

(ii) Vision

“Making Uganda a competitive investment destination that stimulates sustainable economic growth.”

(iii) Mission
“To advocate for and promote a competitive business environment to facilitate a steady flow of investment projects into Uganda on a sustainable basis”

(iv) **Key Functions**

1. Promote, facilitate and supervise investment in Uganda;
2. Receive all applications for investment licenses for investors intending to establish or set up business enterprises in Uganda under this code and to issue licenses and certificates of incentives in accordance with this code;
3. Secure all licenses, authorisations, approvals and permits required to enable any approval granted by the authority to have full effect;
4. Recommend to Government national policies and programmes designed to promote investment in Uganda;
5. Provide information on matters relating to investment in Uganda;
6. Assist potential investors in identifying and establishing business projects in Uganda;
7. Determine the terms and conditions which may be imposed in relation to the operation of a business enterprise;
8. Deal with complaints received on investments;

(iv) **Structure**

The Uganda Investment Authority will be headed by an Executive Director who will be the Chief Executive and Accounting Officer and deputised by Deputy Executive Director.

The structure of the Agency has been reorganised as follows:-

(a) **Directorate of Investment Facilitation and Aftercare**;
(b) **Directorate of Investment Promotion and Marketing**;
(c) **Directorate of Strategy and Business Climate**; and
(d) **Support Directorate and Units of**:
   - Directorate of Finance and Administration
   - Internal Audit Unit;
   - Procurement and Disposal of Assets Unit;
   - Policy and Planning Unit;

(v) **Establishment and Cost Implications**
The approved establishment is **55 posts** and the wage bill cost implications is **Ug. Shs. 2,219,034,096/=**.

(vi) **Other Recommendations**

(a) Relocate Uganda Investment Authority from the Ministry of Finance, Planning and Economic Development to the Ministry of Trade Industry and Cooperatives to build synergies between investment under Uganda Investment Authority, technology incubation under Uganda Industrial Research Institute, trade under Uganda Export Promotion Board, and Micro Small and Medium Enterprises; and Ministry of Trade, Industry and Cooperatives be reinstated as the lead Agency and main coordinator of matters of policy on investment and trade.

(b) The functions of Uganda Investment Authority, Uganda Export Promotion Board and Uganda Tourist Board be harmonized and merged because of their congruity and also for purposes of proper coordination.

(c) The size of the Board be downsized from 15 members to not more than 10 and keeping ex-officio membership to not more than 3.

(d) The Division of Land Development and infrastructure/Industrial Parks Development be divested to the Private Sector.

(e) The Investment Code Act Cap 92 be reviewed to realign it with the current Government Policies.

### 4.2.21 UGANDA BUREAU OF STATISTICS - UBOS

#### 4.2.21.1 Key Issues

(i) The Uganda Bureau of Statistics Act, 1998 (Cap.310), Section 3(3)(a) states that the Bureau may review all initiatives to collect data at the National and Local Governments levels and approve instruments developed for data collection. This means that any Ministry, Department and Agency could go ahead and collect data at National or Local Government level without the approval of Uganda Bureau of Statistics. This in effect creates duplication of effort development of methodologies for data collection.

(ii) The Treaty establishing the East African Community is silent on the legal framework for cooperation on statistics.

#### 4.2.21.2 Key Recommendations

(i) **Mandate**

“To produce statistical data through surveys and records, coordinate the National Statistics System and provide data for monitoring of government programmes.”
(ii) **Vision**
“To become a centre of excellence in statistics production.”

(iii) **Mission**
“To develop a coherent, reliable, efficient and demand-driven National Statistical System that supports management and development initiatives.”

(iv) **Key Functions**
(1) Production and dissemination of socioeconomic statistics;
(2) Coordination of National Statistical System;
(3) Promote standardisation in the collection, analyses and publication of statistics;
(4) Provide guidance, training and other technical support to other producer, providers and users of statistics.

(v) **Structure**
Uganda Bureau of Statistics will be headed by an Executive Director who will be the Chief Executive and Accounting Officer and deputised by Deputy Executive Director.

The structure of the Agency has been reorganised as follows:-

(a) Directorate of Population and Social Statistics;
(b) Directorate of Macro Economic Statistics;
(c) Directorate of Business and Industry Statistics;
(d) Directorate of Statistical Coordination Services;
(e) Directorate of District Statistics and Capacity Development;
(f) Directorate of Information Technology Services;
(g) Directorate of Agriculture and Environmental Statistics;
(h) Directorate of Social Economic Survey; and
(i) Support Directorate, Departments and Unit:
   - Division of Administrative Services
   - Division of Human Resource management
   - Division of Internal Audit;
   - Division of Finance and Accounts;
   - Division of Communications and Public Relations; and
   - Procurement and Disposal of Assets Unit

(vi) **Establishment and Cost Implications**
The approved establishment is **312 posts** and the wage bill cost implications is **Ug. Shs. 12,782,981,319/=**.

(vii) **Other Recommendations**

(a) There is need to establish a clear legal framework on compilation of regional statistics such as regional aggregates.

(b) A unit of East African Statistics should be created to work closely with, and in tandem with, the East African Community Secretariat as well as with the National Statistical Bureaus of the Member States to ensure that the Bureau effectively performs its functions.

(c) In future, Uganda Bureau of Statistics should be merged with the Population Secretariat for synergies.

(d) Outsource the function of collecting Micro level data/statistics for planning purposes at parish and village levels to a Private Firm.

(e) Uganda Bureau of Statistics should establish collaboration mechanisms with other data producers within the National Statistics System to ensure that the Bureau is the only source of official statistics in Uganda.

(f) Ministries and Agencies through their Statistics and Monitoring and Evaluation Departments should inform Uganda Bureau of Statistics of their plans to collect data at Regional and National level and to agree with the Bureau on the methodologies to be used in the surveys.

(g) Uganda Bureau of Statistics should set up an effective **one-stop centre** for accessing all Government surveys including business surveys and other national surveys that have been carried out by Government Institutions.

(h) The Bureau should outsource handling and storage of manual questionnaires, archival dataset within National Statistics System to enable it concentrate on core technical aspects of carrying out a population and housing census and quality assurance.

4.2.22 **NATIONAL POPULATION COUNCIL - NPC**

4.2.22.1 **Key Issue**

(i) There is currently no specific legislation defining Population Secretariat’s mandate and legal existence.

4.2.22.2 **Recommendations**

(i) **Mandate**
“To formulate and review the National Population Policy, ensuring policy and programme coherence, including alignment with appropriate international instruments and agreements”;

(ii) Vision
“An institution that is reputable and credible for the promotion and coordination of population policies and programmes in Uganda.’

(iii) Mission
“To improve the quality of life of the people of Uganda by influencing Government policies and programmes to address population trends and patterns”.

(iv) Key Functions
(1) Promote the integration of population variables in development planning at all levels in Uganda;
(2) Coordinate, monitor and evaluate the implementation of the National Population Policy and programme; and
(3) Mobilize resources for implementation of population policy and programme in the Country.

(v) Structure
Population Secretariat will be headed by an Executive Director who will be the Chief Executive and Accounting Officer.

The structure of the Agency has been reorganised as follows:

(a) Department of Policy and Planning;
(b) Department of Family Health;
(c) Department of Monitoring and Evaluation;
(d) Department of Information and Communications Technology;
(e) Support Departments and Units are;
   • Department of Finance and Administration
   • Department of Information Communication
   • Internal Audit Unit
   • Procurement and Disposal of Assets Unit

(vi) Approved Establishment and Cost Implications
The approved establishment is 85 posts and the wage bill cost implications is Ug Shs. 2,770,987,490/=
(viii) **Other Recommendations**

(a) A Unit of East African Community statistics be created to research into and deal with population-related issues such as labour mobility, HIV/AIDS and reproduction health problems that affect the people of the Region.

(b) Population Secretariat and the Uganda Bureau of Statistics should work closely together to provide relevant monitoring indicators for population programmes to avoid duplication.

### 4.2.23 NATIONAL PLANNING AUTHORITY (NPA)

#### 4.2.23.1 Key Issues

(i) The National Planning Authority operations do not comply with the provisions of operating as a Corporate Independent Body due interference in the planning process from the Ministry of Finance, Planning and Economic Development;

(ii) Whereas the legal framework is adequate and clear, there are overlaps in the mandate of National Planning Authority with the overall functions of the Ministry of Finance, Planning and Economic Development, Office of the President and Office of the Prime Minister in respect of planning specifically for Ministry of Finance, Planning and Economic Development, and Monitoring and Evaluation for the four institutions;

(iii) There is no clear mechanism on how the National Planning Authority exercises its mandate of advising H.E. the President on national planning issues and priority strategies that should propel the country into the right direction;

(iv) Although planning is an important function in Ministries, Departments and Agencies, its processes, procedures, practices and linkages with National Planning Authority are not clearly defined; which has a negative effect on the systematic process of MDAs and LGs;

(v) The Authority has not taken the issue of acting as a “national think tank; and providing strategic direction to the economy of Uganda” as a priority;

(vii) The full time operations of Board Members of Institution makes Board members get involved in the day to day activities carried out by the Secretariat. This is a “fertile ground” for unwarranted conflict between the Members of the Board and the Secretariat and a full time Board violates the rules of Corporate Governance;

#### 4.2.23.2 Key Recommendations
(i) **Mandate**

"To produce comprehensive and integrated development plans for the country elaborated in terms of vision and the long term and medium term plans."

(ii) **Vision**

"The Institution for National Development Planning propelling sustainable socio-economic transformation of Uganda."

(iii) **Mission**

"To produce a comprehensive and integrated development plans and strategies for socio-economic development of Uganda"

(iv) **Key Functions**

1. Coordinate and harmonise development planning in the country;
2. Monitor and evaluate the effectiveness and impact of development programmes and the performance of the economy of Uganda;
3. Advise the President on policies and strategies for the development of Uganda;
4. Support local capacity development for national planning and in particular provide support and guidance to the National and Local Bodies responsible for the decentralised planning process;
5. Study and publish independent assessments of key economic and social policy issues and options so as to increase public awareness, understanding and participation in the economic and social policy debate;
6. Liaise with the Private Sector and Civil Society in the evaluation of Government performance; and identify and fill gaps in Government policies and programmes;
7. Review high priority development issues and needs and make recommendations to realise them;
3. Ensure that all national plans are gender and disability sensitive; and
4. Design and implement programmes to develop planning Capacity in Local Governments.

(v) **Structure**

The National Planning Authority will be managed by a Board with the Executive Director as the Chief Executive and Accounting Officer of the Authority.

The structure of the Authority has been reorganised as follows:

(a) **Directorate Development Planning**, with the following Departments;
• Department of Strategic Planning;
• Department of Local Governments Planning; and
• Department of Manpower Planning and Development;
• Department of Production, Trade and Tourism Planning;
• Department of Population and Social Sector Planning; and
• Department of Infrastructure, Industry and Physical Planning.

(b) **Directorate of Research and Development Planning**, with the following Departments;
• Department of Research and Innovation;
• Department of Macro-Economics;
• Department of Monitoring and Evaluation;
• Department of Information and Communications Technology;
• Department of Governance and Public Sector Management; and
• Project Development Unit.

(d) **Support Department and Units**;
• Department of Finance and Administration;
• Department of Human Resource and Administration;
• Department of Internal Audit
• Communications and Public Relations Unit;
• Procurement and Disposal Unit;
• Corporate Planning Unit; and
• Legal Unit.

(vi) **Establishment and Cost implications**
The approved staff establishment is **157 positions** and the wage cost implications is Ug. Shs. 11, 533,643,952.

(vii) **Other Recommendations**
(a) The National Planning Authority Act 2002, should be reviewed with a deliberate focus on streamlining the overlaps in the mandate of the Authority with the overall functions of the Ministry of Finance, Planning and Economic Development, Office of the President and Office of the Prime Minister and clarifying on the mechanism by which this Institution advises HE the President of the Republic of Uganda; and clarifying on the status and operations of its Board;
(b) The list of the ex-official members be expanded to include other Bodies or personalities including Academicians for purposes of discussing and debating national issues thereby providing a mechanism for the “think tank” of the country;

4.2.24 MINISTRY OF WATER AND ENVIRONMENT (MWE)

4.2.24.1 Key Issues

(i) Coordination and implementation of climate change issues at a unit level has impeded the handling of the climatic issues.

(ii) The complex issues of Trans-boundary water affairs are not being adequately addressed due to low level under which it is managed.

4.2.24.2 Key Recommendations

(i) Mandate

“To develop and manage water resources of Uganda as well as promote an integrated and sustainable use of environment resources for socio-economic development”

(ii) Vision

“Sound management and sustainable utilisation of water and environmental resources for the betterment of the population of Uganda.”

(iii) Mission

“To promote and ensure the rational and sustainable utilization, development and effective management of water and environment resources for socio-economic development of the country.”

(iv) Key Functions

(1) Provide sustainable safe water supplies within easy reach and hygienic sanitation facilities based on management responsibility and ownership by the user households in rural areas;

(2) Promote and develop viable piped Water Supply and Sewerage/Sanitation Systems for domestic, industrial and commercial users in small towns, large towns and cities in Uganda;

(3) Develop and promote the effective use of facilities for water for production to Modernise agriculture and mitigate effects of climate change and for socio-economic development;

(4) Manage the water resources of Uganda in a wise, integrated, sustainable and coordinated manner so as to secure water of adequate quantity and quality
to meet all social and economic needs of present and future generations; and meet the needs of the environment;

(5) Develop capacity and promote sustainable harnessing and use of climate and weather resources for socio-economic development of Uganda;

(6) Establish and enforce Laws, Policies, Regulations, Standards and guidelines for sustainable use and management of the Environmental Natural Resources so as to improve the ability of the Natural Resources Base (NRB) to yield increases in economic, social and environmental benefits for all people especially the poor and vulnerable now and in future generation; and

(7) Coordinate and ensure compliance with Government policies, legislation, standards and regulations in the MWE and the affiliated agencies/institutions implementing programmes related to Water and Environment.

(v) Structure

The Ministry will be headed by a Permanent Secretary as the Chief Executive and Accounting Officer.

The structure of the Ministry has been reorganised as follows:

(a) **Directorate of Water Development**, with the following Departments:
   - Department of Urban Water and Sewerage Services;
   - Department of Rural Water and Sanitation;
   - Department of Water for Production; and
   - Department of Water Sector Liaison.

(b) **Directorate of Water Resources Management**, with the following Departments:
   - Department Water Resources Monitoring and Assessment;
   - Department Water Resources Planning and Regulation;
   - Department of International Trans-boundary and International Water Affairs; and
   - Department of Water Quality Management.

(c) **Directorate of Environment Affairs**, with the following departments:
   - Department of Environment Support Services;
   - Department of Forestry Sector Support; and
   - Department of Wetland Management.
(d) **Support Departments and Units** are:
- Department of Finance and Administration;
- Department of Policy and Planning;
- Department of Climate Change;
- Department of Water and Environmental Liaison;
- Human Resource management Division;
- Procurement and Disposal Unit;
- Internal Audit Unit; and
- Communications Unit.

(f) **Affiliated Institutions**
- National Environment Authority
- National Forestry Authority
- National Water and Sewerage Corporation
- Uganda National Meteorological Authority.

(vi) **Staff Establishment and Cost Implications**
The approved establishment is **700 posts** and the wage bill cost implications is **Ug. Shs. 8,293,298,256**.

### 4.2.25 NATIONAL FORESTRY AUTHORITY (NFA)

#### 2.4.25.1 Key Issues

(i) There is fast disappearance of forests under the control of Local Governments as compared to those in protected areas due to lack of rules and regulations for the forestry sub sector to empower the National Forestry Authority in the implementation of their functions.

(ii) Dispersion and fragmentation of responsibilities of the Forestry Sector has affected the protection and management of the forests in Uganda.

(iii) Duplication of roles and responsibilities between National Forestry Authority and Uganda Wildlife Authority regarding the protection and management of trees in game reserves has resulted into wastage of the meagre resources.

#### 2.4.25.2 Key Recommendations

(i) **Mandate**
“Sustainable management of Central Forest Reserves, supply of seed and seedlings and provision of technical support to stakeholders in the Forestry subsector”.

(ii) **Vision**
“A sufficiently forested, ecologically stable and economically prosperous Uganda.”

(iii) **Mission**
“To manage the central Forest reserves on a sustainable basis, and to supply high quality forestry-related products and services to Government, Local communities and the Private Sector.”

(iv) **Key Functions**
1. Develop and manage all central forest reserves;
2. Prepare and implement management plans for the Central Forest Reserves and to prepare reports on their state/condition;
3. Identify and recommend to the responsible Minister, areas for declaration as Central Forest Reserves including amendments of such recommendations;
4. Carry out and commission research for the purposes of conservation, development and utilisation of forests and for the conservation of biological resources and genetic resources;
5. Cooperate and coordinate with National Environment Management Authority and other leading Agencies in the management of Uganda’s Forest reserves;
6. Control and monitor industrial and mining developments in Central Forest Reserves in conjunction with other regulatory Authorities;
7. Develop and control the development of Tourist facilities in Central Forest Reserves in consultation with other lead Agencies;
8. Ensure the training of Forestry Officers and other Public Officers in the development and sustainable management of forests;
9. Establish procedures for the sustainable utilisation of Uganda forest resources by and for the benefit of the people of Uganda;
10. Enter into an agreement with any person for the provision of forestry services subject to such changes as may be agreed upon; and
11. Promote innovative approaches for the Local communities' participation in the management of Central Forest Reserves.

(v) **Structure**
The National Forestry Authority will be headed by an Executive Director as the Chief Executive and Accounting Officer.
The structure of the Authority has been reorganised as follows:

(a) Directorate of Corporate Affairs;
(b) Directorate of Natural Resources;
(c) Directorate of Plantations;
(d) Directorate of Community and Local Forests; and
(e) Support Directorate and Units:
   • Directorate of Finance and Administration;
   • Marketing Unit;
   • Law Enforcement Unit;
   • Public Relations Unit;
   • Procurement and Disposal Unit;
   • Internal Audit Unit; and
   • Legal Affairs Unit.

(vi) Staff Establishment and Cost Implications
The approved establishment for the National Forestry Authority is 304 posts and the wage cost implications is Ug. Shs.5,400,000,000.

(viii) Other Recommendations
(a) Efforts should be made to eliminate duplication of roles between National Forestry Authority and Uganda Wildlife Authority.

4.2.26 NATIONAL ENVIRONMENTAL MANAGEMENT AUTHORITY (NEMA)

4.2.26.1 Key Issues
(i) The oil discovery is a big concern for environmental management, unless it is effectively coordinated between National Environment Authority and Ministry of Energy and Mineral Development; it may result in environmental pollution.
(ii) There is lack of a dedicated Ministry/Department/Agency to oversee implementation of Multilateral Environmental Agreements.
(iii) There is lack of effective presence of National Environment Authority at the grassroots to address environmental concerns.

6.25.2 Key Recommendations
(i) Mandate
"To coordinate, monitor, regulate and supervise all environmental management issues in Uganda"
Vision

“An efficient Agency, with people in Uganda living in a clean, healthy, productive and sustainable environment.”

Mission

“To promote and ensure sound environmental management practices for sustainable socio economic development”

Key Functions

1. Develop environmental policies and strategies for the policy committees in Local Governments.
2. Undertake studies and submit reports and recommendations with respect to the environment.
3. Undertake research and disseminate information about the environment.
4. Promote public awareness through formal, non-formal and informal education about environmental issues.
5. Prepare and disseminate reports on the state of the environment once in every two years.
7. Ensure observance of proper safeguards in the planning and execution of all development projects.
8. Coordinate the implementation of Government policy and decisions on the environment.
9. Ensure the integration of the environmental concerns in overall national planning.
10. Liaise with key Stakeholders on issues of environment.
11. Review and approve environmental impact assessments in accordance with the National Environment Management Act.
12. Mobilise and monitor resources for environmental management.

Structure

The National Environment Management Authority will be headed by an Executive Director as the Chief Executive and Accounting Officer assisted by a Deputy Executive Director.

The structure has been reorganised as follows:
(a) **Directorate of District Support Coordination and Public Education**, with the following Departments:
- Department of Public Education; and
- Department of Support Coordination

(b) **Directorate of Environmental Monitoring and Compliance**, with the following Departments:
- Department of Inspection;
- Department of Environmental Assessment;
- Department of Oil and Gas;
- Specialised Units of Oil and gas Management.

(c) **Directorate of Policy, Planning, and Information**, with the following Departments:
- Department of Policy and Planning; and
- Department of Environmental Information Systems.

(d) **Directorate of Finance and Administration**
- Department of Finance and Accounts; and
- Department of Human resource and Administration.

(e) **Support Department and Units are**:
- Department of Legal and Compliance Affairs;
- Internal Audit Unit; and
- Procurement and Disposal Unit.

(vi) **Staff Establishment and Cost Implications**
The approved establishment for National Environment Management Authority is **99 posts** and the wage bill cost implications is **Ug. Shs. 5,117,357,712**.

(viii) **Other Recommendations**
(a) An Environment Management Policy linked to the National Oil & Gas policy be developed by the Ministry of Energy and Mineral Development in consultation with the National Environment Management Authority as exploration and development may result in environmental degradation.
(b) National Environment Management Authority should develop a Bio-diversity Safety Policy given the unique and growing challenges amidst the current set up in economic development.

(c) All Acts related to environmental protection should be harmonised under National Environment Management Authority.

(d) The National Environment Management Authority Act, 1995, should be revised to empower the Authority to be effective at national, district and community levels.

4.2.27 MINISTRY OF PUBLIC SERVICE (MoPS)

4.2.27.1 Key Issues

(i) The absence and/or lack of the Office of Deputy Head of Public Service (DHOPS), is affecting the Ministry’s role as a lead Agency in administration and management of the entire Public Service.

(ii) Critical functions of research, systems improvements, manpower planning and wage bill projections are either not being performed or are poorly performed. This is impacting negatively on the transformation process of the Public Service being undertaken by the Ministry.

(iii) The Public Service Act, 2008 gives the Minister of Public Service the oversight role and Authority to manage and administer Public Services and Pensions Management. However, this strategic role is not given the attention it deserves as the Ministry is pre occupied by non-core functions such as approving payment of honoraria allowances by other Ministries, the function that could be decentralised.

(iv) The status of Uganda Civil Service College lacks clarity and this has implications on planning and budgeting, recruitment of staff and ultimately its performance.

(v) The Ministry does not have a Strategic Plan to guide its operations. A strategic plan is critical in identifying priorities of the Ministry, which would in turn guide the needs and utilization of resources (human and non human).

4.2.27.2 Key Recommendations

(i) Mandate

“To formulate, review, human resource policy, develop structures, systems and standards to enhance efficiency and effectiveness of the Public Service.”

(ii) Vision
“A transparent and accountable Ministry in facilitating the Public Service transformation process.”

(iii) Mission

“To provide and monitor policies, structures, systems and standards that facilitates quality and timely delivery of Public Services.

(iv) Key Functions

(1) Formulate, review and monitor human resource policies, guidelines and standards in the Public Service.
(2) Provide technical advice and guidance on human resource management in the Public Service.
(3) Design and develop structures that enhance efficient and effective delivery of Public Services.
(4) Research and design measures/interventions that combat/or minimize inefficiency and wastage, promote efficiency and productivity.
(5) Design and re-engineer business processes in Public Service institutions.
(6) Carry out regular inspection in the Public Service to ensure adherence to established human resource management, standards, procedures and practices.
(7) Develop policies, guidelines, procedures, rules and regulations related to the management of records and information in the Public Service.
(8) Initiate and co-ordinate human resource planning programs in the Public Service.
(9) Guide, examine and organize the implementation of inspection regulations and strategies.
(10) Provide technical support and guidance to the Public Service on implementation of results-oriented management for individual and institutional performance.
(11) Provide technical support in the records and information management in the Public Service.
(12) Enhance the performance of Public service through capacity augmentation.

(v) Structure

The Ministry of Public Service will be headed by a Permanent Secretary as the Chief Executive and Accounting Officer.

The technical structure of the Ministry has been re-organized as follows:
(a) **Directorate of Human Resource Management**, will comprise the following departments:
- Department of Human Resource Policy;
- Department of Compensation;
- Department of Human Resource Planning and Development; and
- Department of Performance Management

(b) **Directorate of Management Services**, will comprise the following departments:
- Department of Institutional Assessment;
- Department of Systems Improvement; and
- Department of Research and Standards.

(c) **Directorate of Inspection and Quality Assurance**, will comprise the following departments:
- Department of Public Service Inspection; and
- Department of Records and Information Management;

(d) **Civil Service College-Uganda**

(e) **Support Departments and Units**, will comprise the following:
- Department of Finance and Administration
- Department of Planning, Monitoring and Evaluation:
- Human Resource Management Division;
- Policy Analysis Unit;
- Procurement and Disposal Unit;
- Internal Audit Unit; and
- Communications and Public Relations Unit.

(f) **Affiliated Institutions**
- Public Service Commission
- National Records and Archives Agency

(vi) **Staff Establishment and Cost Implications**
The approved establishment is 310 positions and the wage bill cost implications is Ug. Shs. 4,568,307,636.

(vii) **Other Recommendations**
(a) Non-core and/or routine functions should be devolved to other Central Government Institutions so that the Ministry can focus more on strategic issues and overall administration and management of Public Service. The functions to be decentralized include payroll management, Integrated Personnel and Payroll System (IPPS) and processing of pensions.

(b) The function of Management Services should be strengthened and elevated to a Directorate and will also spread out to major sectors of the Public Service to enable it adequately deliver on its broad mandate in a pro-active way rather than continue to operate in a reactive manner. Those sectors are Health, Education, Justice, Law and Order, Water and Environment and Local Government.

(c) There is urgent need to legally clarify the status of the Uganda Civil Service College to enable it discharge its functions more efficiently and effectively.

(d) The Ministry should expedite the process of finalizing the strategic plan, to guide its operations.

**4.2.28 PUBLIC SERVICE COMMISSION**

**4.2.28.1 Key Issues**

(i) There exists a legal overlap under the provisions of Article 166(1) (b) of the Constitution which mandates the Public Service Commission to appoint, promote and exercise disciplinary control over persons holding office in the Public Service of Uganda as provided in Article 172 of the Constitution. This Article is not entirely exclusive of provisions of Section 3(a) and 3(b) of the Education Service Act and Section 3 of the Health Service Commission Act 2001 as regards definition of who constitutes the Education or Health staff. The provisions thus leave gaps for the correct interpretation during implementation.

(ii) Arising out of the magnitude of work created by increased number of tasks to be executed, the current structure and establishment of Public Service Commission are not adequate to deliver on its expanded role and responsibilities.

(iii) Recruitment, appointment, and dispensation of disciplinary action in such a large number of Government institutions constitute a high workload for the Public Service Commission.
4.2.28.2 Key Recommendations

(i) Mandate
As by Articles 165, 166 and 172; of the Constitution the mandate of the Public service commission is “to advise the His Excellency the President on appointment of persons to ranks of head of department and above; to make appointments, confirmations in appointments, promotion of staff and to exercise disciplinary control over public servants appointed; to review the terms and conditions of service, Standing Orders and advise Government”.

(ii) Vision
“A Public Service staffed with high performing personnel!”

(iii) Mission Statement
“To ensure that the Public Service is staffed with employees of the right calibre in right numbers placed in the right jobs at the right time”.

(iv) Key Functions
(1) Advising H.E the President in the performance of his/her functions under Article 172 of the Constitution;
(2) Appointing, confirming in appointments, promoting staff and exercising disciplinary control over persons holding office in the Public Service as provided under Article 172 of the Constitution;
(3) Reviewing the Terms and Conditions of Service, Standing Orders, training and qualifications of Public Officers and matters connected with personnel management and development of the Public Service and making recommendations on them to Government;
(4) Guiding and coordinating the District Service Commissions;
(5) Hearing and determining grievances from persons appointed by District Service Commissions.

(v) Structure
The Commission will be headed by the Secretary who will be responsible to the Chairperson and the Commission for carrying out the policy decisions of the Commission and the day to day administration and management of the affairs of the Commission as the chief Executive and Accounting Officer. He/She will be assisted by the Deputy Secretary.
The structure of the Commission has been reorganised as follows:

(a) Department Selection Systems;
(b) Department of Guidance and Monitoring;
(c) Department of Finance and Administration;
(d) Human Resource Management Unit;
(e) Procurement and Disposal of Assets Unit;
(f) Internal Audit Unit;
(e) Communications and Public Relations Unit; and
(f) Policy and Planning Unit.

(vi) **Staff Establishment and Cost Implications**
The approved staff establishment is **96 positions** and the wage bill cost implications is **UgShs.1,705,899,480**.

(viii) **Other Recommendations**
(a) Make Constitutional amendments delineating and clarifying functions regarding boundaries of each Service Commission.

### 4.2.29 MINISTRY OF ENERGY AND MINERAL DEVELOPMENT (MEMD)

#### 4.2.29.1 Key Issues

(i) The inconsistencies and contradictions between Policy and Laws governing the Mineral and Energy Sector, the delayed enactment of the legal framework to support the Ministry in implementing the Oil and Gas Policy, exposes the country to unpredictable and unprecedented exploitation by foreign prospectors in this Sector.

(ii) Construction and maintenance of hydropower stations is relatively more costly than generation of electricity from solar thermal power as a large solar filed station can generate power equivalent to twice proposed system of Bujagali or Karuma in the region of 550MW for a medium sized solar field.

(iii) The potential of Uganda to generate thermo power has not been exploited.

#### 4.2.29.2 Key Recommendations

(i) **Mandate**
“To establish and promote the development, strategically manage and safeguard the rational, sustainable exploitation and utilization of energy and mineral resources for social and economic development of Uganda”.

(ii) **Vision**

“A Clean, reliable, affordable and non-pollutant energy available to Uganda and, through its Mineral wealth, an assured self-sustaining economy and a socially prosperous people.”

(iii) **Mission**

“To collect, analyse, maintain and disseminate mineral data; develop relevant facilitating legislation; support prospecting by mapping and acquisition of sites, monitor and control extraction activities through licensing; and ensure environment preservation, for economic development and prosperity of the people of Uganda.”

(iv) **Key Functions**

1. Develop, implement and review policies and standards on energy resources and minerals and mining;
2. Establishment full Petroleum potential of the country and promote its sustainable exploitation
3. Develop policies, standards and quality assurance on petroleum products, and licensing processes.
4. Ensure an adequate, reliable and affordable supply of quality petroleum products for all sectors of the economy;
5. Ensure sufficient and reliable electricity generation and supply capacity in the country;
6. Develop national plans for the development, supplies and utilisation of energy and mineral resources;
7. Identify new energy resources and promote the development of various forms of energy;
8. Support the development and strengthening of local capacity for mineral development;
9. Collect & analyse data on the business and technical functions pertaining to Petroleum supply;
9. Improve the use of biomass resources
(10) Produce and promote sufficient and reliable electricity generation and supply capacity in the Country;

(11) Coordinate and promote the development of energy resources, ensure adequate supply of energy and promote efficient utilization of energy for social and economic development; and

(10) Develop the mineral sector for it to contribute significantly to sustainable national economic and social growth.

(v) Structure
The Ministry will be headed by the Permanent Secretary, who will be the Chief Executive and Accounting Officer.

The structure of the Ministry has been reorganized as follows:-

(a) Directorate of Petroleum, with the following Departments:
   - Department of Petroleum Exploration Development and Production (Upstream);
   - Department of Mid-Stream Petroleum; and
   - Department of Petroleum Supply and Distribution (Downstream).

(b) Directorate of Geological Survey and Mines, with the following Departments:
   - Department of Geological Survey;
   - Department of Geothermal Resources; and
   - Department of Mines.

(c) Directorate of Energy Resource Development, with the following Departments:
   - Department of Electrical Power;
   - Department of Renewable Energy; and
   - Department Energy Efficiency and Conservation.

(d) Support Departments and Units
   - Department of Finance and Administration;
   - Department of Policy and Planning;
   - Human Resource Management Division;
   - Health, Safety and Environment Unit;
Communication and Information Management Unit;
Procurement and Disposal Unit; and
Internal Audit Unit.

(e) **Affiliated institutions**
- Petroleum Authority Uganda
- Uganda National oil Company limited;
- Atomic Energy council;
- Kilembe Mines Limited;
- Private Power Company Utility;
- Electricity Regulatory Authority;
- Uganda Electricity Generation Company limited;
- Uganda Electricity Distribution Company limited;
- Uganda Electricity transmission Company Limited;
- Rural Electrification Agency;
- Uganda Energy Capitalisation Company;
- Electricity Disputes Tribunal.

(vi) **Staff Establishment and Cost Implications**
The approved establishment is **449 posts** and the wage bill cost implications is **Ug Shs. 5,665,606,160**.

(viii) **Other Recommendations**
(a) The contradictions between the Policy and Laws governing the Mineral and Energy Sector should be urgently addressed.
(b) Fast track the enactment of the Petroleum (Exploration, Development, Production and Value Addition) Bill into law, to support the Ministry in implementing the Oil and Gas Policy taking into account the new developments.
(c) Adoption of Solar Power as a substitute to Hydro and Thermal Diesel Electric Power is highly recommended as a measure of reducing on power costs and shortage.
(d) Government should urgently devote resources to the development of geothermal energy.
(e) The Ministry of Energy and Mineral Development should liaise closely and constantly with the Ministry of East African Community Affairs and relevant International Bodies where Energy Sector matters cross borders into the
regional markets and to international boundaries, to ensure compliance with Agreements signed with and practices to which members of such bodies are committed to.

### 4.2.30 MINISTRY OF TRADE, INDUSTRY AND COOPERATIVES

#### 4.2.30.1 Key Issues

(i) The Cooperatives function has not been accorded due attention, and has therefore remained weak and inadequately positioned to support the Cooperative Movement and related functions in the Local Governments due to inadequate education and training of most of the current cooperative membership in cooperative matters and inadequate, poorly facilitated and equipped structures.

(ii) Many Micro-Finance Institutions are Cooperatives (i.e. savings and credit organizations – (SACCOS) and subscribe to the same internationally recognized principles and value system and therefore should be supervised by one Government Ministry or Authority to facilitate effective and orderly development. Currently SACCOs operate under Ministry of Finance, Planning and Economic Development, yet the responsibility for overseeing, regulating and registering cooperatives in Uganda by law, is a mandate of the Commissioner responsible for Cooperatives. This subjects different categories of cooperatives to different arms of Government, thus duplicating roles, fragmenting the cooperative movement, overburdening members with unnecessary obligations, leading to wastage of effort and resources.

(iii) The Co-operative Societies Act, 1991 (Cap.112), does not adequately address the fast growth of cooperatives especially the SACCOs. The Uganda Investment Code, 1991 (Cap .92, creates a contradiction in the sense that while the Ministry of Trade Industry and Cooperatives is mandated to discipline or direct industrial establishment to ensure compliance with laws and regulations governing the sector, the Act , takes away such powers and vests them in the Uganda Investment Authority,

(iv) Micro, Small and Medium Enterprises are critical and have increasingly contributed to improved economic growth and industrial development, through employment creation, income generation opportunities and wealth, promotion of entrepreneurship, enhancement of exports and the innovation process. However, the role of developing these Micro Small and medium Enterprises is fragmented in various Ministries, Departments and Agencies and
Private Sector organizations. There is absence of a clearly defined and mandated National Institution responsible for coordinating, formulating, initiating and promoting strategic alliances, advocating, implementing, monitoring and evaluating policies and programmes for promotion and development of Micro, Small and Medium Enterprises in the Country. This weakens Micro Small and Medium Enterprises and adversely affects the economy.

4.2.30.2 Key Recommendations

(i) Mandate

“To formulate and support strategies, plans and programmes that promote, ensure expansion, diversification of trade, cooperatives, environmentally sustainable industrialization, appropriate technology development, and transfer for value addition to natural resources for generation of wealth for poverty eradication and social development of the country.”

(ii) Vision Statement

“Sustainable co-operatives, competitive trade and world class industrial products and services.”

(iii) Mission Statement

“To develop and promote export led private sector through accelerating industrial development, trade and sustainable member centred cooperatives for wealth creation, economic growth and development.”

(iv) Key Functions

(1) Formulate national policies, strategies and programmes on Trade, Industry and Cooperatives.

(2) Initiate, reviewing and making amendments to existing legislation on Trade, Industry and Cooperatives.

(3) Coordinate the management of Micro Small and Medium Enterprises with other Government Ministries, Departments, Agencies and the Private Sector.

(4) Enhance effective participation in trade and other negotiations at Multilateral, Regional and Bilateral levels for the benefit of the country.

(5) Promote Uganda as a desirable investment destination.

(6) Enhance the competitiveness and sustainability for industrial development and the marketing of the country’s products.
(7) Promote co-operatives that enable members to improve their skills and occupation for their increased income and economic wellbeing.

(8) Operationalise interventions like the warehouse receipt system and the Uganda commodity exchange to fully help the marketing efficiency.

(9) Develop strong linkages between the Country’s trade and industrial development of the needs of the poor and the country’s poverty eradication strategy.

(v) **Structure**

The Ministry will be headed by the Permanent Secretary who is the Chief Executive and Accounting Officer.

The structure of the Ministry of Trade, Industry and Cooperatives has been reorganized as follows:

(a) **Directorate of Trade, Cooperatives and Industry**, with the following Departments:
   - Department of External Trade;
   - Department of Internal Trade;
   - Department of Industry and Technology; and
   - Department of Cooperatives Policy and Development.

(b) **Directorate of Micro, Small and Medium Enterprises (MSMEs)**, with the following Departments:
   - Department of Department of Processing and Marketing; and
   - Department of Business Development and Quality Assurance.

(c) **Support Departments and Units**:  
   - Department of Finance and Administration
   - Division of Policy Analysis and Planning;
   - Division of Human Resource Management;
   - Procurement and Disposal Unit;
   - Communications Unit;
   - Resource Centre
   - Internal Audit Unit

(d) **Affiliated institutions**:  

- Uganda Export Promotion Board;
- Uganda National Bureau of Standards;
- Uganda Industrial Research Institute;
- Management Training and Advisory Centre; and
- Uganda Development Corporation (UDC).

(vi) **Staff Establishment and Cost Implications**

The approved establishment is **225 posts** and the wage cost implications is **Ug. Shs.2,398,605,264**.

(vii) **Other Key Recommendations**

(a) The revision of the Cooperative Development Policy and subsequent enabling Law should be fast-tracked to provide an appropriate legal framework for the development and management of the Cooperative Sub-sector.

(b) In line with the Cooperative Act Cap 112, Savings and Credit Cooperative Organizations are consolidated and operated under the policy and legal framework of the Ministry of Trade, Industry and Cooperatives. Ministry of Trade, Industry and Cooperatives will therefore register/deregister, monitor and evaluate performance of the Savings and Credit Cooperative Organizations. Ministry of Finance, Planning and Economic Development remains with the overall function of regulating Micro Finance Institutions that are not Cooperatives.

(c) Amend the Co-operative Societies Act, 1991 (C.ap.112), to provide for the fast growth of cooperatives especially the SACCOs.

(d) The function of overall coordination, Policy and Strategy Formulation for Micro, small and Medium Enterprises be relocated from Ministry of Finance Planning and Economic Development to its appropriate institutional home in the Ministry of Trade, Industry and Cooperatives and be managed under the new Directorate of Micro Small Medium Enterprises.

### 4.2.31 UGANDA EXPORT PROMOTION BOARD (UEPB)

### 4.2.31.1 Key Issues

(i) Issues arise from the provisions of the different enabling Laws pertaining to Uganda Export Promotion Board’s sister Agencies. It is observed that there is need for close collaboration between such Agencies, because there are strong possibilities of overlap and duplication that could adversely affect UEPB’s performance and lead to compromise. Cited among these laws are:
Uganda Investment Authority (UIA); Uganda Museum and Monuments; Uganda Tourism Board (UTB); and Uganda Wildlife Authority (UWA)

6.30.2 Key Recommendations

(i) **Mandate**
“To facilitate the development, promotion and coordination of all export related activities that lead to export growth on a sustainable basis”.

(ii) **Vision**
“Uganda branded on the world market as a reliable supplier of quality export products.”

(iii) **Mission**
“To advise Government on policy and strategies for promotion of Uganda’s exports.”

(iv) **Structure**
The Agency will be headed by an Executive Director who will be the Chief Executive and Accounting Officer deputised by the Deputy Executive Director.

The structure of the Agency has been reorganised as follows:

(a) **Export Market and Product Division**;
(b) **Trade Information Systems Division**; and
(c) **Support Division and Units**:
   - Finance and Administration Division;
   - Procurement and Disposal Unit;
   - Internal Audit Unit.

(viii) **Staff Establishment and Cost Implications**
The approved staff establishment is **40 posts** and the wage bill cost implications is **Ug Shs. 2,623,104,000**.

(viii) **Other Recommendations**
(a) It is recommended that the Uganda Export Promotion Board Act, 1996 Cap 102, Section 12 (1) be revoked and implemented accordingly to enable the organisation collect adequate funds to fund its activities;

(b) Provision should be made in the Act to cater for the transition period to bridge the gap, within which the Board of Directors will not have been elected; but the activities of the Board must be handled.
(c) Create and Provide for structures for Export Promotion Board at Regional levels in at least five (5) Regions of Mbale, Gulu, Entebbe Airport, Mbarara and Arua. These Regional Offices will have the responsibility of providing export market and trade information between producers and farmers associations; issue export certificates to ease on the distance and transport expense incurred by the producers; train farmers and producers in market export; and work closely with the Districts structures to improve the export products for the Country;

(d) Put in place institutionalized framework for interface between Uganda export Promotion Board and sister Agencies of Uganda Investment Authority, Uganda Museum and Monuments; Uganda Tourism Board, and Uganda Wildlife Authority to avoid duplication of efforts.

4.2.32 UGANDA INDUSTRIAL RESEARCH INSTITUTE (UIRI)

4.2.32.1 Key Issues
(i) The nature of work and mandate of Uganda Industrial Research Institute which involves technological research is not supported by strong and coherent legal framework on patent, copy rights, and trademarks laws

4.2.32.2 Key Recommendations
(i) **Mandate**

“To undertake applied research and to develop and acquire appropriate technology in order to create a strong, effective and competitive industrial sector in Uganda.”

(ii) **Vision**

“To be a model institution and a centre of excellence for incubation of industry and to be a pioneer of self-financing research and development and to elevate the level of technology in Uganda and the region.”

(iii) **Mission**

“To improve capacity and competence of the private sector in undertaking viable industrial production processes, and increase the sector’s ability to produce high quality marketable products through enhanced research, training and technical knowhow”.

(iv) **Structure**
The Agency will be headed by an Executive Director who will be the Chief Executive and Accounting Officer.

The structure of the Agency has been reorganised as follows:

(a) Directorate of Production System;
(b) Directorate of Production Development;
(c) Directorate of Technical Development Centre;
(d) Directorate of Finance and Administration;
(e) Internal Audit Unit.
(f) Procurement and Disposal of Assets Unit.

(v) Staff Establishment and Cost Implications
The approved staff establishment is 262 posts and the wage bill cost implications is Ug Shs. 4,600,000,000.

(vii) Other Recommendations
(a) Fast track the review of the Uganda Industrial Research Institute, 2002 to take account of changes in Policy and programme.
(b) Fast track the enactment of Intellectual Property Law which is already drafted and in a Bill form.

4.2.33 MINISTRY OF TOURISM, WILDLIFE AND ANTIQUITIES

4.2.33.1 Key Issues
(i) The enabling law for Museum’s and the Historical Monuments Act 1967, does not cater for preservation of intangible heritage such native cultural settings, norms and languages. The Act does not also have supporting Regulations nor backed by a Sector Policy which renders implementation of the law difficult and sometimes arbitrary.

(ii) The Hotel and Tourism Training Institute Act, 1994 (Cap.128) made the Institute a semi-autonomous. The transfer to the Institute to Ministry of Tourism Trade and Industry, has rendered the Act redundant and irrelevant.

(iii) Uganda Tourism Act, 2008 conflicts with the Constitution, Articles 111(2), 189(3), and also item 20 of the Sixth Schedule. The same law conflicts with the role of Uganda Revenue Authority and that of Uganda Bureau of Standards.
4.2.33.2 Key Recommendations

(i) Mandate

“To formulate and support strategies, plans and programs that promote and ensure expansion and diversification of tourism and environmentally sustainable industrialization, appropriate technology, conservation and preservation of other tradable national products, to generate wealth for poverty eradication and benefit the country socially and economically.”

(ii) Vision

“A sustainable tourism sector, a teaming Wildlife population and excellently well preserved national heritage”

(iii) Mission

“To formulate and support strategies, plans and programs that promote and ensure expansion and diversification of domestic and international tourism, conservation and management of Wildlife, flora and fauna and the preservation of national heritage, for sustainable economic growth and development”.

(iv) Key Functions

(1) Formulate and review plans, policies, legislation, standards and guidelines for the sustainable development and growth of Tourism, Wildlife Conservation, Museums and Monuments Sector;

(2) Oversee and facilitate implementation, monitoring and evaluation of Policies, Plans, Strategies and Programs, aimed at enhancing the development and promotion of Sustainable Tourism Development, Wildlife Conservation, Museums and Monuments Sectors;

(3) Initiate, coordinate, and support enforcement of Laws, Standards and Guidelines for Regulation and Quality Assurance for Programmes and Activities of Tourism, Wildlife Conservation; and Museums and Monuments Sectors;

(4) Conduct studies to evaluate the impact of the Sectoral, Fiscal and other policies on the advancement of the Tourism Development, Wildlife Conservation, Museums and Monuments programs and activities so as to give appropriate advice to stakeholders;

(5) Collect, process, analyse, and disseminate national, regional and international information on the respective sectors for improved and rational decision-making;

(6) Promote and coordinate research activities and initiatives to ensure that there is appropriate information to support decision making at all levels;
(7) Initiate, Promote and Support Linkages and Partnerships with other Ministries, Departments, Agencies, Local Governments and the Private Sector aimed at enhancing Values and Benefits and mainstreaming goals of the Tourism, Wildlife Conservation, Museums and Monuments Sector Policies and Strategies;

(8) Oversee and coordinate Government supervision and management of Linkages/Synergies for Statutory, Trust and other Special Interest Programme Institutions of the Tourism, Wildlife Conservation, Museums and Monuments Sector;

(9) Mobilize resources (human, financial and equipment) to support effective and sustainable Development of the tourism, wildlife conservation, museums and monuments Sector;

(10) Oversee, coordinate and negotiate the ratification and implementation of Regional and International Conventions, Treaties and Agreements on Tourism, Wildlife Conservation, Museums and Monuments Sector; which are of Strategic interest to the Country; and

(11) Market and promote Uganda as a Competitive Tourism Investment Destination;

(v) Structure
The Ministry will be headed by the Permanent Secretary who will be the Chief Executive and Accounting Officer.

The structure of the Ministry has been reorganized as follows:

(a) **Directorate of Tourism, Wildlife, Museums and Monuments**, with the following Departments and Institutes:
- Department of Tourism Development;
- Department of Wildlife Conservation; and
- Department of Museum and Monuments.

(b) **Support Departments and Units**:
- Department of Finance and Administration
- Human Resource Management Division
- Policy and Planning Unit
- Internal Audit Unit
- Procurement and Disposal Unit
- Communications Unit
(c) Affiliated Institutions:
- Uganda Tourist Board;
- Uganda Wildlife Authority;
- Uganda Wildlife Education Centre;
- Uganda Wildlife Training Institute;
- The Hotel and Tourism Training Institute
- Ngamba Island Chimpanzee Sanctuary.

(vi) Staff Establishment and Cost Implications
The approved establishment is 334 posts and the wage bill cost implications is Ug. Shs.2,492,125,236

(viii) Other Recommendations
(a) Uganda Wild Life Institute Act 1996 (Cap. 139), Historical Monuments Act 1967 be amended or repealed and replaced with a suitable law to conform to structural changes.
(b) Enactment of the Hotel and Tourism Training Institute (HTTI) Law be fast-tracked so as to enable the Institute develop and deliver on its mandate.
(c) The Uganda Wildlife Training Institute Act 1996 be updated to divest the Training Institute from the Ministry structure.

4.2.34 UGANDA TOURIST BOARD (UTB)
4.2.34.1 Key Issues
(i) The functions of Uganda Tourist Board do overlap with those of Wildlife Authority.
(ii) The current approved structure of the Institution does not have units to cater for the following key business oriented functions:
- To encourage and promote domestic tourism within Uganda
- To encourage investment in the tourism sector
- To promote and sponsor educational programmes
- To enforce and monitor standards in the tourist sector

4.2.34.2 Key Recommendations
(i) Mandate
“To promote and popularise Uganda as a viable holiday destination both locally and internationally.”

(ii) Vision

“Uganda as the best tourist destination.”

(iii) Mission

“To promote and popularise Uganda as a viable tourist destination.”

(iv) Key Functions

(1) Formulate a marketing strategy for tourism in Uganda in Co-operation and consultation with the Private Sector and relevant entities;
(2) Implement the marketing strategy and to promote Uganda as an attractive and sustainable tourist destination in the Region;
(3) Encourage and promote domestic tourism within Uganda;
(4) Encourage investment in the Tourism Sector and wherever possible, direct such investment to the less developed tourism areas;
(5) Promote and sponsor educational programmes and training in the Tourism Sector including schools, in consultation with appropriate entities; in consultation with or as directed by the Minister, delegate to Local Governments the responsibilities related to tourism commensurate with their functions set out in the Local Governments Act;
(6) Enforce and monitor standards in the Tourism Sector;
(7) Inspect, register, licence and classify Tourist Facilities and services;

(v) Structure

The Agency will be headed by an Executive Director who will be the Chief Executive and Accounting Officer.

The structure of the Agency has been reorganised as follows:-

(a) Directorate of Marketing and Research
(b) Directorate of Quality Assurance, Regulation and Licensing;
(c) Directorate of Finance;
(d) Directorate of Human Resource and Administration;
(e) Information and Communications Technology Unit;
(f) Internal Audit Unit;
(g) Legal Affairs Unit; and
(h) Procurement and Disposal of Assets Unit.
(vi) **Staff Establishment and Cost Implications**
The approved staffing establishment is **44 posts** and the wage bill cost implications is **Ug Shs.883,191,000**.

(viii) **Other Recommendations**

(a) Uganda Tourist Board should collaborate with Uganda Wildlife Authority to ensure that their areas of operation are clearly demarcated.

(b) The Legal contradictions within the Uganda Tourism Act 2008 whereby Article 7-1 (i) and (K) of the purports to allocate the responsibilities which fall within the mandate of the Ministry, as per the Constitution, to the Board should be examined and corrected.

### 4.2.35 UGANDA WILDLIFE AUTHORITY (UWA)

#### 4.2.35.1 Key Issues

(i) There is conflict between Uganda Wildlife Authority Act chap 200; Uganda Tourism Act 2008 and with Uganda Investment Authority code Act Chapter 92 in the areas of licensing, business enterprises promotion and contributing to the development of the Tourist Sector both within and outside Uganda; thus resulting into a conflict between the function of the three Agencies.


(iii) The function of wildlife conservation is overshadowed by the activities relating to tourism development.

#### 4.2.35.2 Key Recommendations

(i) **Mandate**

“To ensure sustainable management of wildlife areas and establish policies and procedures to manage and regulate the use of wildlife in and outside protected areas.”

(ii) **Vision**

“A teeming (or an abundant) Ugandan wildlife population in an ecologically balanced environment.”

(iii) **Mission**

“To conserve and sustainably manage the wildlife and protected areas of Uganda in partnership with the neighbouring communities and other stakeholders for the benefit of the people of Uganda and the global community.”
(iv) **Key Functions**

1. Wildlife conservation and management
2. Tourism business and marketing development
3. Tourism policies and infrastructure development
4. Licensing Tourism Investors.

(v) **Structure**

The Agency will be headed by an Executive Director who will be the Chief Executive and Accounting Officer.

The structure of the Agency has been reorganised as follows:

(a) **Directorate of Tourism and Business Services**;
(b) **Directorate of Finance and Administration**;
(c) **Directorate of Conservation**;
(d) **Support Sub-Directorates and Units**:
   - Sub-Directorate of Planning;
   - Sub-Directorate of Conservation;
   - Sub-Directorate of Human Resource management;
   - Sub-Directorate of Community Affairs;
   - Internal Audit Unit; and
   - Procurement and Disposal Unit.

(vi) **Staff Establishment and Cost Implications**

The approved staffing establishment is **1,919 posts** and the wage bill cost implications is **Ug. Shs.26,167,539,948**.

(viii) **Other Recommendations**

(a) Uganda Tourist Board should closely collaborate with Uganda Wildlife Authority to ensure that their areas of operation are clearly demarcated.

(b) The Legal contradictions within the Uganda Tourism Act 2008, particularly Article 7-1 (i) and (K) of the Uganda Tourist Board Act 2008 should be amended in line with the Ministry’s Constitutional mandate, to avoid duplications.
4.2.36 MINISTRY OF LANDS, HOUSING AND URBAN DEVELOPMENT (MLHUD)

4.2.36.1 Key Issues

(i) The Laws governing the Land Management, Housing and Urban Development are disaggregated and scattered in a number of Acts some inconsistent with each other and not coherent in addressing key issues of the Sector. These include the Land Acquisition Act, Cap. 226; the Land Act Cap. 227; the Mortgage Act, Cap. 229; the Town and Country Planning Act, Cap. 230; the Physical Planning Act 2010; the Traditional Rulers (Restitution of Assets and Properties) Act, Cap 247; the Condominium Properties Act, the Rating Act, Surveyors Registration Act, Cap.275; the Architects Registration Act, Cap.269.

The scattered Laws and split mandates presents fundamental challenges of ‘fence sitting' dual sub-ordination and supervision. This also results into rivalry and competition for the limited available resources.

(ii) Some of the Laws governing the Sector are implemented under different centres of responsibility leading to duplications and overlaps. For example, the Physical Planning Act, 2010 prescribes Districts and Urban Physical Planning Committees each to execute the decentralized function yet the Local Governments Act (Cap.243) Sections 36 (3) prescribes Technical Planning Committees and Planning Units for Districts and Urban Councils respectively.

(iii) The Resident District Commissioners, Chief Administrative Officers, District Chairpersons (LCVs), and the Office of the President are often involved in land conflict resolution. This presents a high level of duplication, and disregard of the provisions of the law which sometimes results in erroneous decisions that are costly to reverse.

(iv) Prescription of a District Land Board and an elaborate technical structure for the Land Management Function for each District Local Government is given the Land Act Cap 227 Section 56 (1) and Section 59(6). Hence 112 District Land Boards and District Land Offices have over stretched the available limited resources and thus no District Local Government has been able to fully implement this requirement hence over dependence on the Ministry Headquarter staff for critical service delivery.

(v) Implementation of the Electronic Land Information System and computerization of the Land Records by the Ministry without a technical structure for the National Land Information Centre which house the National Land Information system is a key challenge.
4.2.36.2 Key Recommendations

(i) **Mandate:**

“To ensure rational and sustainable use, effective management of land and security of tenure and orderly development of urban and rural areas as well as safe, planned and adequate housing for socio-economic development.”

(ii) **Vision:**

“Sustainable land use, land tenure security, affordable, decent housing and organized urban development”.

(iii) **Mission:**

“To ensure sustainable land management, planned urban and Rural Development and decent housing for all.”

(iv) **Key Functions**

1. Formulate national policy, strategies and programmes on lands, housing and urban development;
2. Initiate, review and make amendments to existing legislation on lands, housing and urban development;
3. Set national standards on matters regarding the sustainable use and development of lands and safe, planned and improved housing/ human settlement;
4. Enforce compliance to national laws, policy, regulations and standards for the effective management and sustainable development of Lands, Housing and Urban Centres;
5. Monitor and coordinate national lands, housing and urban development initiatives and policies as they apply to Local Governments;
6. Provide support supervision and technical back-up to Local Governments on matters regarding lands, housing and urban development;
7. Prepare and update National Maps;
8. Liaise with relevant stakeholders for the mobilization of resources in support of national lands, housing and urban development initiatives;
9. Liaise with neighbouring countries for the proper maintenance of territorial boundaries; and
10. Provide policy guidance to land holding Authorities for the sustainable, orderly development and effective management of lands, housing and urbanization.

(v) **Structure**

The Ministry will be headed by a Permanent Secretary who will be the Chief Executive and Accounting Officer.
The structure of the Ministry has been reorganised as follows:

(a) **Directorate of Land Administration**, with the following Departments and Zonal Offices:
   - Department of Land Registration;
   - Department of Land Inspection and Reform;
   - Department of Surveys and Mapping;
   - Department of Valuation Services; and
   - National Land Information Centre.

(b) **Directorate of Housing Development and Estates Management**, with the following Departments:
   - Department of Human Settlement; and
   - Department of Housing and Estates Management.

(c) **Directorates of Physical Planning and Urban Development**, with the following Departments:
   - Department of Physical Planning;
   - Department of Land Use Regulation and Compliance; and
   - Department of Urban Development.

(d) **Support Departments and Units**:
   - Department of Finance and Administration;
   - Department of Planning and Policy Analysis
   - Human Resource Management Division;
   - Communications Unit;
   - Internal Audit Unit
   - Procurement and Disposal Unit
   - M-Zones

(e) **Affiliated Institutions**
   - Uganda Land Commission
   - Architects Registration Board;
   - Town and Country Planning Board; and
   - Surveyors Registration Board.

(vi) **Staff Establishment and Cost implications**
The approved staffing establishment is **830 posts** (332 for HQS and 441 for Land Zonal Offices 483 and National Land Information Centre-15)) and the wage bill cost implications for the approved structure is **Ug. Shs. 8,261,933,268**.

**(viii) Other Recommendations**

(a) The Local Government Act and the Land Act Cap. 243 Section 56 be amended to recognise and integrate the Cadastral Regional Land Offices in the Land Management Sector which should be directly managed and supervised by the Centre.

**4.2.37 UGANDA LAND COMMISSION**

**4.2.37.1 Key Issues**

(i) The Uganda Land Commission established by the Article 238 (1); Article 239 of the 1995 Uganda Constitution; and the Land Act, 1998 (Cap.227) Sections 46 and 47; lacks a specific law/ regulation for its operations.

(ii) Due to lack of an enabling law and comprehensive regulations, and without a National Land Use Policy; the Commission is rendered weak with its mandate split, usurped or duplicated and executed by other Government MDAs,

(iii) The mandate to manage and account for the government land in addition to the Land Fund is too diverse to be carried out by an Agency; size and technical capacity of Uganda Land Commission.

(iv) Section 49 of the Land Act empowers the Commission to be the custodian of all Government land most of that land is neither surveyed nor titled principally due to the legal status of ULC and low levels of funding.

(v) Allocation of Government land by Uganda Land Commission lacks defined procedures, transparency; and in most cases done in contravention of the PPDA Act, 2003.

(vi) Uganda Land Commission has concentrated more on allocation of Government land to individual developers with little regard to identifying and purchasing land for current and future use by Government, especially in prime urban areas.

(vii) The Commission is operating a structure and staff establishment determined on the status of the Commission as a constituent non-accounting Unit or Agency of the Ministry of Lands (MLHUD). This does not match full recognition of its status as enshrined in the Constitution of the Republic of Uganda.
(viii) Due to staffing and funding limitation Uganda Land Commission, it has not been able to collect the non-tax revenue (Ground Rent and premiums on leases) for Government and track defaulting tenants/lessees throughout the Country. In the same vein, ULC has not been able to pay property rates on Government property located in various parts of the Country.

(ix) The Commission lacks appropriate office accommodation, logistics and other infrastructure to facilitate its operations as reflected in the Auditor General’s Management Letter to the Commission for the Financial Year ended 30th June 2009.

4.2.37.2 Key Recommendations

(i) Mandate:
"To hold and manage any land vested in or occupied by the Government of Uganda in accordance with the provisions of the Constitution of Uganda and perform other functions as may be prescribed by Parliament”.

(ii) Vision:
“All Government Land and property thereon secured and effectively managed.”

(iii) Mission:
“To secure and effectively manage all Government land and properties thereon”.

(iv) Key Functions
(1) Hold and manage any land in Uganda which is vested in or acquired by Government in accordance with the Constitution,
(2) Hold, manage and maintain an updated data bank on land acquired by Government aboard,
(3) Procure certificates of title for any land vested in or acquired by the Government,
(4) Mobilise and manage the fund meant for purchase of land for and on behalf of Government,
(5) Manage and coordinate the collection of non-tax revenue for Government and property rates on Government property located in various parts of the Country.

(v) Structure
The Uganda Land Commission will be headed by Secretary to the Land Commission who will be the Chief Executive and Accounting Officer.

The structure of the Commission has been reorganised as follows:
(a) Department of Land Administration and Management,
(b) Department of Finance and Administration.
(c) Land Fund Management Unit,
(d) Procurement and Disposal of Assets Unit,
(e) Internal Audit Unit.
(f) National Land Information Unit

(vi) Staff Establishment and Cost Implications
The approved staffing establishment is 50 posts and the wage bill cost implications for the recommended structure is Ug. Shs 607,015,674.

(viii) Other Recommendations
(a) Parliament should enact a Law and comprehensive regulations to provide a firm Legal basis for the existence and guidance of the operations of the Uganda Lands Commission.
(b) Article 237 (1) of the Constitution of Uganda, and the Land Act Cap 227, should be amended to authorize the State (the Commission) to exercise power under the radical title on behalf of the citizens of Uganda.
(c) Specific regulations to define and guide the management and operations of the Land fund should be developed including arrangements to relocate the revolving loan Fund sub-component to a specialized financial institution. The Commission should remain with the functions of working out actual implementation modalities.
(d) Refine and clarify mandates of different Agencies charged under different Uganda Laws with management of land based resources to remove overlaps, gaps and conflicts
(e) The Commission should focus on acquiring land for Government future use and needs rather than concentrating on only disposing off and redistributing the little available to individual or Organisations for commercial purposes.
(f) Guidelines for allocation of Government land by Uganda Land Commission should be developed and circularised to enforce transparency and adherence to the Public Procurement and Disposal Act, 2003.

4.2.38 MINISTRY OF WORKS AND TRANSPORT

4.2.38.1 Key Issues
(i) There is inappropriate institutional set up in the Ministry of Works and Transport and its Agencies that does not allow proper coordination, functional and
utilization of the resources in the Transport sector. For example though the Transport Licensing Board is supposed to regulate the use of Public Service vehicle, Private Omni buses, and Goods vehicles and In Land transport vessels throughout the country; the provision of driving licensing for all vehicles has been designated to the Uganda Revenue Authority whose main focus is revenue collection only. In addition, the Fisheries' sector under the Local Governments, are also giving licenses to inland transport vessels and this compromises safety of the people.

(ii) The creation of Agencies under the Ministry has denied it control of the regulatory mandate and process.

(iii) There are several laws which are, and without policies pertaining to the different sub sectors. This has rendered the Ministry to become reactive instead of being proactive to circumstances pertaining to this Sector. The laws are numerous and fragmented.

(iv) Enforcement mechanisms are very limited especially in the Construction industry leading to the collapse of a number of buildings.


4.2.38.2 Key Recommendations

(i) Mandate

"To Plan, develop and maintain an economic, efficient and effective works and transport infrastructure and services; and to regulate standards in the construction industry".

(ii) Vision

"Reliable and safe works and transport infrastructure and services".

(iii) Mission

"To promote adequate, safe and well maintained works and transport infrastructure and services for socio-economic development of Uganda".

(iv) Key Functions

(1) Initiating, formulating and developing national policies, plans and programmes for safe and efficient public transport and services;

(2) Monitoring and evaluating the implementation of national policies, plans and programmes for safe and efficient works, public transport infrastructure and services;

(3) Initiating and reviewing laws and regulations on works and transport infrastructure and services;
(4) Setting national standards for the construction industry, transport infrastructure and services;
(5) Enforcing compliance to national policies, laws, regulations, strategies and guidelines on works, transport ways infrastructure and services;
(6) Inspecting and licensing public transport service vehicles (PSVs);
(7) Monitoring and evaluating the performance of Statutory Bodies of the Ministry;
(8) Providing technical support for contract works, including construction and maintenance undertaken by other Government Ministries, Departments and Agencies;

(v) **Structure**

The Ministry will be headed by the Permanent Secretary as the Accounting Officer.

The Structure of the Ministry has been reorganised as follows:

(a) **Directorate of Engineering and Works**, with the following Departments:
   - Department of Construction Standards and Quality Management;
   - Department of Roads and Bridges;
   - Department of Public Infrastructure; and
   - Department of Mechanical Engineering Services.

(b) **Directorate of Transport**, with the following Departments:
   - Department of Transport Services and Infrastructure;
   - Department of Transport Regulation and Safety; and
   - Department of Maritime Administration.

(c) **Support Departments and Units:**
   - Department of Finance and Administration;
   - Department of Policy and Planning;
   - Human Resource Management Division;
   - Internal Audit Unit;
   - Procurement and Disposal Unit; and
   - Communications Unit.

(d) **Affiliated Institutions**
   - East African Civil Aviation Academy - Soroti
   - Civil Aviation Authority
   - Uganda Railways Corporation;
   - Engineers Registration Board;
- Uganda National Roads Authority; and
- National Roads Fund.

(vi) Approved Staff Establishment and Cost Implications
The approved staffing establishment is **656 posts** and the wage bill cost implications is **Ug. Shs7,740,227,720**.

### 4.2.39 MINISTRY OF JUSTICE AND CONSTITUTIONAL AFFAIRS

#### 4.2.39.1 Key Issues

(i) The Administrator General Act of 1933 is out-dated and needs to be reviewed immediately.

(iii) The pecuniary jurisdiction of Magistrates Courts provided for under the Administration of Estates (Small Estates) Special Provisions) Act has not been revised since the law was made and is no longer relevant or realistic. Besides, the Act contradicts the Magistrates Courts Act which provides for higher pecuniary jurisdiction of magistrates.

(iv) Some of the provisions of the Succession Act providing guidelines for distribution of property in intestate succession were nullified by the Constitutional Court Ruling 2006 in which sections (i) and (ii), 14, 15, 23, 26, 27, 29, 43, and 44 for discriminating against women. Currently there is a lacuna in the succession law.

(v) The current functional and operational roles of Solicitor General combine the function of Solicitor General as technical head of legal advisory services and Permanent Secretary/Accounting Officer making the Solicitor General over stretched.

(vi) Many cases on succession and management of Estates remain unattended and Clients issues unresolved due to Administrator General having critical challenges in service delivery in relation to pursuit of public trust function and staffing.

#### 4.2.39.2 Key Recommendations

(i) Mandate

“To provide legal advice and legal services as well as supporting the machinery that provides the legal framework for good governance; the Ministry provide technical advice on matters of law to government and to advice on the interpretation of various provisions of the Constitution.”
(ii) Vision
“To ensure Constitutionalism and rule of law.”

(iii) Mission
“To promote and facilitate effective and efficient machinery capable of providing a legal framework for good governance and of delivering legal advice and services to the Government, its allied institutions and the general public”.

(iv) Key Functions
(1) Co-ordinate, advise, provide support and develop working modules for the formulation and implementation of policies which will foster the effective administration of law and justice.
(2) Facilitate the development and enactment of appropriate legislation.
(3) Initiate and facilitate the revision and reform of the laws of Uganda and provide an effective mechanism for their change.
(4) Advise the Government and its Allied Institutions on all legal matters.
(5) Draft all proposed laws and legal documents.
(6) Institute and or defend civil suits in which Government and /or its allied institutions are party and ensure that Court decisions are satisfied.
(7) Promote and foster adherence to the rule of law and natural justice.
(8) Disseminate legal information to the Public.
(9) Ensure that estates of deceased persons are administered in accordance with the succession laws of Uganda.

(v) Structure
The Solicitor General Is the Technical Head, Chef Executive and Accounting Officer of the Ministry; and will be assisted by a Deputy Solicitor General.

The structure of the Ministry has been reorganized as follows:

(a) Directorate of First Parliamentary Counsel, with the following departments:
   • Department of Legal Drafting (Principal Legislation);
   • Department of Legal Drafting (Subsidiary Legislation); and
   • Department of Legal Drafting (Local Governments).

(b) Directorate of Civil Litigation, with the following Departments:
   • Department of Civil Litigation (Line Ministries);
• Department of Civil Litigation (Local Governments); and
• Department of Civil Litigation (Public Agencies and Institutions).

(c) **Directorate of Legal Advisory Services**, with the following Departments:
• Department of Legal Advisory Services (Line Ministries and Public Agencies);
• Department of Legal Advisory Services (Local Governments); and
• Department of Legal Advisory Services (Negotiations and Contracts)

(d) **Directorate of Administrator General**, with the following Departments:
• Department of Public Trust and Children Affairs;
• Department of Succession and Estates Management; and
• Department of Land Matters.

(e) **Support Department and Units of**;
• Department of Finance and Administration;
• Human resource Management Division;
• Policy and Planning Unit;
• Procurement and Disposal Unit;
• Internal Audit Unit;
• Communications and Public relations Unit; and
• Management services Unit.

(f) **Affiliated Institutions**:
• Uganda Electoral Commission;
• The Judiciary;
• Uganda Human Rights Commission;
• Uganda Law Reform Commission;
• Judicial Service Commission;
• Uganda Registration services Bureau;
• Law Reform Commission; and
• Centre for Alternative Dispute Resolution.

(vi) **Staff Establishment and Cost Implications**
The approved staff establishment is **423 posts** and the wage bill cost implications for the recommended structure is **Ug. Shs. 4,467,177,730**.
(viii) **Other Recommendations**

(a) The Administrator General’s Act 1933 should be amended to make it responsive to demands of the Public and provisions of the Constitution and other recent legal and policy provisions in regard to succession. In particular, the Act should be amended and harmonized with other policy/legal provisions that put the age of consent/adult age at 18 years and remove clauses that refer to estates of Foreign Colonial Administrators.

(b) The Administration of Estates (Small Estates) (Special Provisions) Act should be amended to harmonise the pecuniary jurisdiction of Magistrates Courts in small estates with the pecuniary jurisdiction of the Magistrates under the Magistrates Courts Act, 2007.

(c) The Succession Act should be amended to make it consistent with the provisions of the Constitution that provide for gender equality (Articles 20, 21, 24,26,31,33 and 44). In particular sections 2(n) (i) and (ii), 14, 15,23,26,27,29,43,44 of the Succession Act should be repealed and replaced with relevant provisions to guide in the distribution of property of intestate persons in a manner that is not discriminatory.

(d) The Solicitor General remains the technical legal head of the Ministry as well as administration and advisor to the respective Ministers of Justice and the Attorney General and head of the technical legal advisory services of Government.

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**4.2.40 UGANDA LAW REFORM COMMISSION (ULRC)**

**4.2.40.1 Key Issues**

(i) Though the Law Reform Act gives the mandate of law reform and revision to Uganda Law Reform Commission, the law does not bar other Agencies from constituting organs to review laws pertaining to their Sectors. Besides, the power to reform the laws is given through the Attorney General who has the discretion to assigning, hence causing duplication and wastage of time and resources.

**4.2.40.2 Key Recommendations**

(i) **Mandate**

“To study and keep under constant review the Acts and other laws comprising the laws of Uganda with a view to marking recommendations for their systematic improvement, development, modernization and reform”.
(ii) **Vision**

“To contribute to the existence of the rule of law in Uganda.”

(iii) **Mission**

“To reform and update the laws in line with the social, cultural and economic needs and values of the people of Uganda”.

(iv) **Key Functions**

1. Study and keep under constant review the Acts and other laws comprising the laws of Uganda.
2. Review all the laws of Uganda to reflect the customs, values and norms of society in Uganda as well as concepts consistent with the United Nations Charter for Human Rights.
3. Develop new areas in the law by making the laws responsive to the changing needs of the society in Uganda.
4. Adopt new or more effective methods both for the administration of law and dispensation of justice.
5. Integrate and unify the laws of Uganda.

(v) **Structure**

The Law Reform Commission comprises of the Commission and Secretariat. The Commission comprises of Chairperson and Six part time Commission Members.

The Secretariat is headed by the Secretary and is responsible for:

(a) **Department of Finance and Administration**;
(b) **Department of Law Revision**;
(c) **Department of Law Reform**;
(d) **Internal Audit Unit**; and
(e) **Procurement and Disposal Unit**.

(vi) **Staff Establishment and Cost Implication**

The approved staffing establishment is **81 posts** and the wage bill cost implications for the recommended structure is **Ug. Shs.5,348,502,000**.
4.2.41 UGANDA HUMAN RIGHTS COMMISSION

4.2.41.1 Key Issues

(i) There are high incidences of torture, cruel, inhuman and degrading treatment which go against Article 24 of the Constitution of the Republic of Uganda.

(ii) There are high incidences of child sacrifice including incidents that go unreported by the Communities.

(iii) There exists increased violation of Children’s Rights attributed to poverty, disintegration of families, and laxity of some Parents. This increases the vulnerability of Children and leads to Child related crimes including child neglect, child desertion, child abuse and torture, child trafficking and sale of child labour.

(iv) There is increased violation of women’s rights which go against the International Labour Organisation Convention III of 1958 which promotes equality of opportunity and treatment in employment and occupation. Several Ugandan cultures continue to discriminate against women through harmful cultural practices like Female Genital Mutilation.

(v) High incidences of human rights violation exist in places of detention including long detention, solitary confinement, illegal modes of discipline and punishments by authorities, detention of children with adults, HIV/AIDS response, poor state of accommodation facilities for both staff and inmates and poor working conditions of staff in the Uganda Police Force and the Uganda Prisons Service.

(vi) Increased incidences of conflicts exist over property especially land, cattle rustling, theft of cattle, border disputes with neighbouring Countries, inter-district border disputes, wrangles between Property Owners and Tenants, and Tenants resisting acquisition of Land by Investors.

(vii) Incidences of domestic violence are very rampant.

(viii) There are high incidences of mob action denying the Victim a fair trial and the right to life thereby causing adverse effects to the Victim, close relatives of the Victim and the affected Communities.

(ix) There is inadequate focus on Economic, Social and Cultural Rights.

4.2.41.2 Recommendations

(i) Mandate
“To receive complaints on all forms of human rights infringements on citizenry, conduct/initiate investigations on complaints lodged by complainants or triggered by information from inspection and recommend necessary action”.

(ii) **Vision**
“A society that respects human rights and fulfils civic obligations”

(iii) **Mission**
“To protect and promote fundamental Human Rights and freedoms in Uganda for sustainable development “

(iv) **Key Functions**
The Functions of the Commission as per Article 51 (1) are as follows:

1. Investigate, at its own initiative or on basis of a complaint made by any person or group of persons against the violation of any human right;
2. Visit jails, prisons, and places of detention or related facilities with a view of assessing and inspecting conditions of the inmates and make recommendations;
3. Establish a continuing programme of research, education and information to enhance respect of human rights;
4. Recommend to Parliament effective measures to promote human rights including provision of compensation to victims of violations of human rights, or their families;
5. Create and sustain within society the awareness of the provisions of this Constitution as the fundamental law of the people of Uganda;
6. Educate and encourage the public to defend the Constitution at all times against all forms of abuse and violation;
7. Formulate, implement, and oversee programmes intended to inculcate in the citizens of Uganda awareness of their civic responsibilities and an appreciation of their rights and obligations as free people;
8. Monitor the Government’s compliance with international treaty and convention obligations on human rights;
9. Perform such other functions as may be provided by law.
10. Publish periodical reports and submit annual reports to Parliament on the state of human rights and freedoms in the country.
11. Review the case of any person who is restricted or detained under Emergency laws.

(v) **Structure**
The Commission will be headed by the Secretary who the Chief Executive and accounting officer. He/She will be responsible to the Chairperson and the Commission for carrying out the policy decisions of the Commission and the day to day administration and management of the affairs of the Commission and the control of other staff.

The structure of the Commission has been reorganised as follows:

(a) Directorate of Finance and Administration;
(b) Directorate of Complaints, Investigations and Legal Services (CIL);
(c) Directorate of Research, Education and Documentation (RED);
(d) Directorate of Monitoring and Inspections (MI); and
(e) Regional Offices- 10 (Gulu, Central, Soroti, Moroto, Mbarara, Fortportal, Jinja, Arua, Hoima and Masaka); and
(f) Division of Human Resource Management.

(vi) Staff Establishment and Cost Implications
The approved staffing establishment is 460 posts and the wage bill cost implications is Ug Shs. 6,662,997,424.

4.2.42 JUDICIAL SERVICE COMMISSION

4.2.42.1 Key Issues
(i) The Constitution provides that there shall be a Judicial Service Commission composed of nine members. However, there is no specific performance obligation placed on the Appointing Authority or anyone to ensure that there is always a functional Commission in place; that the Commission is always fully constituted; and that the Commission has a Chairperson. This lag creates backlog of unattended to business by the Commission contributing to a backlog in the entire judicial system.

(ii) While the Commission appoints and disciplines Judicial Officers of the lower bench, it has no information about their performance and management of their stay in the Judiciary unless they breach discipline or they are presented to the Commission for promotion.

(iii) There is minimal linkage and coordination between the Commission and other Stakeholders within the Justice, Law and Order Sector. For instance, Public Complaints System is not linked to other Anti-corruption Agencies of Government, training of Judicial Officers is duplicated, the Commission
inspects Courts yet the Judiciary does the same. There is therefore need to clearly re-define the roles of each Institution.

4.2.42.2 Key Recommendations

(i) Mandate
The mandate of the Judicial Service Commission as derived from Articles 147 and 148 of the Constitution of the Republic of Uganda 1995 is "to advise the President on the appointment of Judicial officers of the Supreme Court, Court of Appeal and the High Court and to appoint Judicial Officers of the lower courts, to discipline all Judicial Officers and to act as a link between the public and the Judiciary."

(ii) Vision
"An effective, efficient and independent judicial system in Uganda, contributing to the promotion of the rule of law and due process and timely dispensation of justice for all."

(iii) Mission
"To maintain an effective, efficient and independent machinery for administering justice for all through recruiting, training, disciplining Judicial Officers, and promoting public awareness and access to justice."

(iii) Key Functions
(1) Advise the President in exercise of the President’s power to appoint persons to the higher bench and to discipline them;
(2) Review and make recommendations on the terms of service of Judges and other Judicial Officers;
(3) Prepare and implement programmes for the education of, and for the dissemination of information to Judicial Officers and the public about law and the administration of justice;
(4) Receive and process people’s recommendations and complaints concerning the Judiciary and the administration of justice and generally to act as a link between the people and the Judiciary;
(5) Advise the Government on improving the administration of justice;
(6) Appoint persons to the Lower Bench and discipline them;
(7) Recruit and discipline of Judicial Officers;
(8) Train Judicial Officers;
(9) Research and advise on improving the administration of Justice.
(10) Facilitate the formation of the other Judicial Bodies namely:
    (a) The Land Tribunals;
(b) The Electricity Disputes Tribunal;
(c) The Uganda Communications Tribunal;
(d) The Tax Appeals Tribunal; and
(e) The Industrial Court.

(v) Structure
The Commission will be headed by the Secretary who will be the Chief Executive and Accounting Officer. The Secretary will be responsible to the Chairperson and the Commission for carrying out the policy decisions of the Commission and the day to day administration and management of the affairs of the Commission and the control of other staff.

The structure of the Commission has been reorganised as follows:

(a) Directorate of Education and Public Affairs (EPA);
(b) Directorate of Planning, Research and Inspectorate (PRI);
(c) Department of Finance and Administration;
(d) Division of Human resource Management;
(e) Policy and Planning Unit;
(f) Internal Audit unit;
(g) Procurement and Disposal Unit; and
(h) Communications Unit.

(vi) Staff Establishment and Cost Implications
The approved staffing establishment is **112 posts** and the wage cost implications is Ug. Shs. 1,784,480,640.

(viii) Other Recommendations
(i) The Judicial Service Act be amended to require the Secretary to notify the Appointing Authority at least six months prior to the expiry of the term of sitting Members of the Commission. The Appointing Authority should be required to submit names to Parliament for vetting within three months from the date of such notification. Parliament should in turn be required to approve the names within a given period.

(ii) The Judicial Service Commission should annually seek from the Judiciary performance appraisals of the Judicial Officers in order to build a data bank of competence profiles of all serving Judicial Officers.
4.2.43 UGANDA REGISTRATION SERVICES BUREAU (URSB)

4.2.43.1 Key Issues

(i) The Statue that creates the Uganda National Council of Science and Technology (UNCST) provides for a National Patent Office to be run by the Council, and yet, the Uganda Registration Services Bureau is also accorded the same function causing duplication;

(ii) With regard to registration of “PATENTS”, the Uganda National Council of Science and Technology Statue, mandates it to manage the “a National Patent Office”. Uganda Registration Services Bureau is also mandated to register and keep registration records of “Patents” (which appears to be a patents office). Whereas the preservation of Intellectual property rights is vital in stimulating science and technology inventions, keeping records of such (patent) rights may not necessarily be a function of the Uganda National Council of Science and Technology;

(iii) Uganda Registration Services Bureau registers Companies, Partnerships, etc and in addition; Charitable and Other Organizations, (which would ordinarily fall in the category of Non Government Organizations. Likewise Non Government Organizations Board registers NGOs under the Non Government Organizations Registrations Act, 1989 Cap 113 and the NGO Registrations (Amended) Act of 2006. Both entities therefore, register legal entities under different legislations. Whereas the Bureau is responsible for registration of legal entities including businesses; and keeping records of registrations, the Non Government Organizations’ Board is also responsible for registration and keeping a register of all registered non government organizations. There is therefore duplication of the function of registering Non Government Organization.

(iv) Under the Non Government Organisations Registrations (Amendment) Act, the Bureau is mandated to register Non-Governmental Organisations which choose to register under the Companies Act. The registration of NGOs adequately falls within the mandate of the Bureau. It therefore possesses legal mandate to register NGOs. In the registration of NGOs, the Bureau plays the role of “name reservation” before it can be used for registration by Non Government Organization Board. Documents such as the Constitution and resolutions of Organisations seeking to register with the NGO Board must be registered first by URBS under the Registration of Documents Act. This makes the process of registration with the NGO Board more cumbersome and creates overlaps in the mandate of the NGO Board and that of URSB.

(v) Presently, birth registration records are kept by District Registrars and are supposed to be sent to the Office of the Registrar General to issue long certificates on a quarterly basis. The Registrar General is not yet ready to handle the large volume of birth registration data currently generated by the
Districts. This is reflected in the time it takes for a long certificate to be issued. It is hard for poor families, especially those in upcountry districts, to travel to the Uganda Registration Services Bureau in Kampala to have their certificates processed.

4.2.43.2 Key Recommendations

(i) **Mandate**

“Uganda Registration Services Bureau is responsible for miscellaneous registrations, keeping records of registrations, collection and accounting for revenues under various relevant laws; and for the enforcement and administration of those laws; and to provide for other related matters in accordance with the Uganda Registration Services Bureau Act; 2004.

Uganda Registration Services Bureau is responsible for Business Registration which includes registration of companies, business names, partnerships, documents, debentures and chattels transfer, Official Receiver in liquidation of companies and bankruptcy matters, Intellectual Property Rights – includes registration of Patents, Utility models, Industrial designs, Trademarks and Service marks and Copyright and Neighbouring Rights, Civil Registration – includes births, deaths, adoption orders granted by Courts and civil marriages, Collect Non Tax Revenue (NTR).

(ii) **Vision**

“An organization that is efficient, effective, self sustaining and customer focused in service delivery"

(iii) **Mission**

“To promote, protect and register; business enterprises, intellectual property rights, civil matters, act as Official Receiver and collect Non tax Revenue through an effective records management system"

(iv) **Key Functions**

(1) Carry out all registrations required under the relevant laws and to maintain registers, data and records on registrations and to act as clearing house for information and data on the those registrations;

(2) Carry out all registrations required under the relevant laws;

(3) Maintain registers, data and records on registrations effected by the Bureau and to act as clearing house for information and data on the those registrations;
(4) Carry out the duties of Official receiver;
(5) Evaluate from time to time the practicability and efficacy of the relevant laws and advise the Government accordingly;
(6) Carry out research and also disseminate research findings in the fields covered by the relevant laws through seminars, workshops, publications or other means and recommend to the Government any;
(7) Determine charges in fees for any services performed by the Bureau;
(8) Perform any other function or to carry out such other activity as may be conducive or incidental to the efficient discharge of its objects or as the Minister may, by Statutory Instrument direct.
(9) Act as the agent of Uganda Revenue Authority in collection of stamp duty under the Stamp Act in respect of any documents or other matters connected with the functions of the Bureau under the Act, in respect to which stamp duty is required to be paid.

(v) Structure
Uganda Registration Services Bureau will be headed by the Registrar General who will be responsible for carrying out the policy decisions of the Board and the day to day administration and management of the Bureau and the control of other staff. He/She will be the Chief Executive and Accounting Officer of the Bureau.

The structure of the Bureau is organised along the following functional areas:

(a) **Office of the Deputy Registrar General, Management Service**, with the following Directorates:
   - Directorate of Planning and Research;
   - Directorate of Human Resource and Administration;
   - Directorate of ICT and Innovations; and
   - Directorate of Finance.

(b) **Office of the Deputy Registrar General, Technical Services**, with the following Directorates:
   - Directorate of Intellectual Property;
   - Directorate of Civil Registration; and
   - Directorate of Business Registration.

(c) **Board Secretary Registry In Charge of Legal Affairs**, with the following Departments:
   - Department of Compliance and Enforcements;
   - Department of Integration Services; and
- Department of Legal Services
  
(d) Directorate of Insolvency/Receivership;
(e) Directorate of Internal Audit;
(f) Department of Field Operations;
(g) Department of Chattels Registration;
(h) Department of Central Registry;
(i) Department of Public Relations and Corporate Services
(j) Department of Procurement and Disposal of Assets;
(k) Official Receiver.

(vi) Staff Establishment and Cost Implications
The recommended staffing establishment is 332 posts and the wage cost implications is Ug Shs 37,679,768,496.

4.2.44 JUDICIARY

4.2.44.1 Key Issues
(i) While the Judiciary carries out self-regulation, through enforcement of the Uganda Code of Judicial Conduct, there are no internal sanctions for Judicial Officers who breach it.
(ii) Timely dispensation of Justice requires more Magisterial areas and the attendant staff complement.
(iii) The Judiciary’s physical infrastructure and need for its upkeep has not been matched by timely structural and establishment reforms.
(iv) The intentions of the Constitution regarding the Judiciary’s independence have never been implemented by an Act of Parliament. A draft bill (Administration of Justice) to fill this void has been prepared and needs to be expedited.

4.2.44.2 Key Recommendations
(i) Mandate
“To deliver timely and independent dispensation of justice to all’
(ii) Vision
“An independent, competent, trusted and accountable Judiciary that administers justice to all and that contributes to socio economic development based on the rule of law and due process’
(iii) Mission
“To dispense justice to all people in Uganda through timely adjudication without discrimination”

(iv) Key Functions
(1) Administer justice by resolving disputes between individuals and the State;
(2) Interpret the Constitution and the Laws of Uganda;
(3) Promote the rule of Law and contribute to the maintenance of order in society;
(4) Safeguard the Constitution and uphold democratic principles and protect human rights of individuals and groups;
(5) Enrol and license Advocates
(6) License and discipline of Court Brokers
(7) Keep custody of laws enacted as well as disseminating legal literature.
(8) Receive government revenue accruing from Courts
(9) Initiate, develop and implement training programmes for the development of the Judiciary staff.

(v) Structure
The management of the Judiciary will consist of the Chief Justice of the Supreme Court who will be supported by the Deputy Chief Justice, the Principal Judge and the Chief Registrar. The Secretary to Judiciary will be the Chief Executive and the Accounting Officer of the Judiciary.

The structure of the Judiciary has been reorganised as follows:
(l) Registry Supreme Court;
(m) Registry Court of Appeal/Constitutional Court
(n) Registry High Court;
(o) Registry of Training and Staff development;
(p) Registry Planning, Research and Development;
(q) Registry Inspection;
(r) Registry of Performance Management;
(s) Registry of Magistrate Affairs;
(t) Support Departments, Divisions and Units:
  - Department of Finance and Administration;
  - Department of Human Resource Management;
 Department of ICT;
 Department of Engineering and Technical services;
 Procurement and Disposal Unit;
 Internal Audit Unit; and
 Communications/Public Relations Unit.

(vi) Approved Staff Establishment and Cost Implications

The approved staff establishment is **2,578 posts** and the wage bill cost implications is Ug. Shs.49,389,870,000.

4.2.45 DIRECTORATE OF PUBLIC PROSECUTIONS

4.2.45.1 Key Issues

(i) The Directorate of Public Prosecutions work load has tremendously increased thus overloading the staff so much so that the Legal Officers at ball levels hardly find time to carry out extensive legal research that is required for good case presentation and legal submissions. The high work load coupled with constraints in numbers, skills and competencies of especially State Attorneys and Prosecutors has contributed to the deteriorating conviction rate.

(ii) The heavy workload is made worse by the trend, nature and complexity of criminal cases. There is an increase in the number and complexity of traditional crimes and offenders are using complicated ways to cover their tracks making it increasingly difficult for investigators and prosecutors to gather and analyse evidence obtained. Additionally crimes are taking on new trends such as use of computers and the internet. The increasing use of electronic payment systems such as mobile money and Electrical Funds Transfer has made investigations and prosecutions more difficult.

(iii) The Directorate of Public Prosecutions is increasingly engaging in prosecution led investigations whereby specified investigations and prosecutions are closely coordinated and supervised by State Attorneys. The DPP is also increasingly dialoguing with witnesses and other key stakeholders in case preparation and presentation. However, the benefits of these methods come with increased prosecution scope and workload., and call for more planning, skills, specialization, and experience in performance, supervision, monitoring, reporting and evaluation.

(iv) Managerial, inspection, quality assurance and strategic management capacities are equally overstretched. This poses a big challenge
to the Directorate’s performance management system and thereby making it ineffective and inefficient at every level of the structure.

(v) Though the Uganda Police Force and the Judiciary has been adjusting their structures to address the practical needs of criminal justice the Directorate has not made adequate changes to match with those of the Judiciary in criminal justice system. This leaves the Directorate of Public Prosecutions behind, yet they are both performing complimentary roles and therefore move in tandem for criminal justice system to succeed.

(vi) The unfavourable Terms and Conditions of Service for Lawyers of the Directorate of Public Prosecutions are always attempting them to leave and join other Justice, Law and Order Sector Institutions such as the Judiciary because of higher salary. Besides higher salaries, the Judiciary structure is taller and provides better opportunities and speed for career progression. The Directorate on average loses 5 Lawyers each year.

4.2.45.2 Key Recommendations

(i) Mandate

“To prosecute cases in any court in Uganda except a Court martial, and to direct Police to investigate information of criminal nature.”

(ii) Vision

“A crime free society”

(iii) Mission

“To handle and prosecute criminal cases in the country, having regard to Public interest, fair administration of Justice and the need to prevent abuse of the legal process”

(iv) Key Functions

(1) Direct the Police to investigate any information of a criminal nature and to report their findings expeditiously;

(2) Institute criminal proceedings against any person or Authority in any court with competent jurisdiction other than a court martial;

(3) Take over and continue any criminal proceedings instituted by any other person or authority

(4) Discontinue at any stage before judgement is delivered, any Criminal proceedings instituted by the Director Public Prosecutions, any other Person or Authority, except those Proceedings commenced by another Person or Authority unless with consent of Court.
(v) **Structure**

The Directorate of Public Prosecutions will be headed by a Director of Public Prosecutions as the Chief Executive and Accounting Officer.

The Structure of the Directorate of Public Prosecutions has been re-organised as follows:

(a) **Directorate of Management Support Services**, with the following Departments:
   - Department of Field Operations;
   - Department of Witness Protection and Victim Empowerment; and
   - Department of Information and Communication Technology

(b) **Directorate of Prosecution**, with the following Departments:
   - Department of Anti-Corruption;
   - Department of Land Offences;
   - Department of Gender, Children and Sexual Offences;
   - Department of General Case Work; and
   - Department of Appeals and Miscellaneous Applications.

(c) **Directorate of International Affairs**, with the following departments:
   - Department of International Crimes; and
   - Department of International Cooperation;

(d) **Directorate of Inspection, Quality Assurance, Research and Training**, with the following departments:
   - Department of Inspection and Quality Assurance; and
   - Department of Research and Training.

(e) **Support Department and Units of**:
   - Department of Finance and Administration;
   - Policy and Planning Unit;
   - Estates Management Unit;
   - Procurement and Disposal Unit; and
   - Internal Audit Unit

(vi) **Staff Establishment and Cost Implications**
The approved staff establishment is **1,340 posts** and the wage bill cost implications is 
*Ug. Shs. 21,724,628,196.*

(vi) **Other Recommendations**

(a) Equip Staff with relevant new competences and skills to be able to carry out effective prosecution led investigations and research through attachments.

(b) Synchronize and harmonize the structures of the Directorate of Public Prosecutions and that of the Judiciary in order to meet the increasing demands and challenges of criminal justice delivery.

(c) Synchronize the positions in the Directorate of Public Prosecutions with those in the Judiciary by creating 12 High Court Circuits with Resident Judges.

(d) Improve the Terms and Conditions of Service to match with those in Judiciary and make the Directorates’ structure tall just like that of the Judiciary.

### 4.2.46 MINISTRY OF GENDER, LABOUR AND SOCIAL DEVELOPMENT

#### 4.2.46.1 Key Issues

(i) The Ministry has a broad mandate, encompassing issues related to Labour; Probation and Welfare; Elderly and Disabled, Youth and Children and Gender. These functions are not homogeneous especially in relation to Labour functional area of the Ministry as it is overshadowed by other areas that have gained prominence in recent years such as Gender.

(ii) The Ministry is given a broad functional area yet it has limited capacity in terms of staffing, equipment and budget allocation to carry out these functions and therefore fulfil its mandate adequately.

(iii) Many of the Institutions under the Ministry also carry out functions that are far beyond what they were mandated to do during their creation. For example, Remand Homes and Kampiringisa National Rehabilitation Centre are taking the responsibility of looking after street children because when they are rounded up there is no institution responsible for their wellbeing yet these homes are not mandated to receive street children but young offenders. Naguru Reception Centre is shouldering responsibility of children of up to 16 years of age.

(iv) The Ministry as a lead Agency has not developed policies, procedures, guidelines and standards to guide various sector Ministries and Agencies develop policy statements and guidelines for mainstreaming gender issues.
(v) The Ministry lacks statistical information to enable Policy and Planning Unit quantify contribution of the various interventions such as gender mainstreaming, culture etc to social development.

4.2.46.2 Key Recommendations

(i) Mandate:
“To promote communities to harness their potential through cultural growth, skills development and labour productivity for sustainable and gender responsive development.”

(ii) Vision:
“Enhanced human dignity with equity and social cohesion”

(iii) Mission:
“To promote gender equality, social protection and the transformation of communities.”

(iv) Key Functions
(1) Develop policies on labour and social protection;
(2) Initiate, coordinate, support and monitor implementation of government policy, programmes and projects;
(3) promote labour productivity and safety in work places;
(4) Coordinate community mobilization for development;
(5) Initiate and coordinate gender mainstreaming;
(6) Provide technical supervision to Local Governments and Civil Society Organizations in the areas of children, gender and culture

(v) Structure
The Ministry will be headed by a Permanent Secretary as the Chief Executive and Accounting Officer.

The structure of the Ministry has been re-organised as follows:

(a) **Directorate of Gender and Community Development**, with the following Departments:
   - Department of Community Development and Literacy;
   - Department of Gender and Women Affairs; and
   - Department of Culture and Family Affairs.

(b) **Directorate of Social Protection**, with the following Departments:
   - Department of Youth and Children Affairs;
(c) **Directorate of Labour, Employment, Occupational Safety and Health**
with the following Departments:
- Department of Labour, Industrial Relations and Productivity;
- Department of Employment Services; and
- Department of Occupational Safety and Health.

(d) **Support Department, Division and Units;**
- Department of Finance and Administration;
- Human resource management Division;
- Policy and Planning Unit;
- Procurement and Disposal Unit;
- Internal Audit Unit.

(e) **Affiliated Departmental Institutions;**
- Remand Homes (Naguru, Mbale, Kabale and Fort-Portal);
- Vocational Rehabilitation Centres (Lweza, Kireka, Ogur, Mpumudde, Ruti, Jinja, Ocoko and Mbale);
- Naguru Reception Centre;
- Kampiringisa National Rehabilitation Centre; and
- Youth and Women Skills Training Centres (Mubuku, Ntawo, Koblin and Kabalye).

(vi) **Establishment**
The approved staff establishment is **628** and the wage bill cost implications is **Ug Shs 4,674,622,692**.

(vii) **Other Recommendations**
(a) The function of Labour should be delineated to give it prominence to execute the core functions of labour administration and employment services in the face of pressures of globalisation, industrialisation and competitiveness in order to achieve increased national productivity;

(b) Establish a data management system for the different categories of vulnerable groups and workers. Additionally, develop quantified indicators for various
sectors to enable the Ministry monitor and evaluate its contribution to national development;

(c) Review the mandates and strengthen the capacity of Institutions to enable them adequately carry out the responsibilities they are shouldering; or create a parallel Institutions, mandated to take care of street children who have out grown care at Naguru Reception Centre;

4.2.47 MINISTRY OF INFORMATION AND COMMUNICATIONS TECHNOLOGY

4.2.47.1 Key Issues

(i) On creation of the Ministry of Information and Communications Technology an enabling law, the Uganda Communications Regulatory Authority Bill 2012 has been tabled in Parliament, Section 103 of which provides for the repeal of the Electronic Media Act and the Uganda Communications Act 1997. However, it does not provide for the repeal either in whole or in part of the Uganda Posts and Telecommunications Corporation Act 1983 (Cap.107). The Uganda Communications Act 1997 provided for the repeal of the Uganda Posts and Telecommunication Act 1933 on a date to be declared by the responsible Minister but which task has not been accomplished. The Uganda Communications Regulatory Authority Bill intends to repeal the Communications Act without any reference to the Uganda Posts and Telecommunications Corporation Act 1983. This appears quite irregular.

(ii) The digital migration policy, 2011 among others provides for creation and separation of the market segment into infrastructure service provision and content service provision. Uganda Broadcasting Corporation has a broad mandate since it owns publicly procured broadcasting infrastructure and has a monopoly of allocating digital signals to its competitors and yet it also broadcasts as well.

(iii) Related to the above, NITA-U was primarily created to supervise, regulate and control the Information and Technology sub-sector. The Authority is at the same time implementing capital development projects on behalf of Government which is anomalous.

4.2.47.2 Key Recommendations

(i) Mandate:

“To provide leadership for efficient, effective and sustainable development and utilization of Information and Communication Technology and Postal services to enable the Country achieve its national development goals”.

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(ii) **Vision:**
“National development driven by dependable and sustainable utilization of Information Communication Technology and Postal Services.”

(iii) **Mission:**
“To promote socio-economic development throughout the Country through optimal utilization of Information Communication Technology and Postal Services.”

(iv) **Key Functions**
(1) Develop and implement policy, regulatory and legal framework for the ICT sector;
(2) Have in place a balanced and coordinated national and regional communications backbone infrastructure;
(3) Improve access to quality, affordable and equitable ICT services country wide;
(4) Rejuvenate the Postal Service system Country wide

(v) **Structure**
The Ministry will be headed by a Permanent Secretary as its chief Executive and Accounting Officer.

The structure of the Ministry has been reorganised as follows:

(a) **Directorate of Communications Infrastructure, Research and Innovations**, with the following Departments;
- Department of Communications Infrastructure and Investment; and
- Department of Communications Technology and Communications Innovations.

(b) **Directorate of Information and Communication Technology Services**, with the following departments
- Department of Technology and Management Services; and
- Department of Communication and Multi-media services.

(c) **Support Department and Units**
- Department of Finance and Administration;
- Human Resource Management Division;
- Policy and Planning Division;
- Procurement and Disposal Unit;
- Internal Audit Unit; and
• Communications Unit.

(vi) **Staff Establishment and Cost Implications**
The approved establishment is 106 posts and the wage bill cost implications is Ug Shs.1,304,134,812.

(viii) **Other Recommendations**
(a) The Uganda Communications Regulatory Act Bill should either include a provision for the complete amendment of the Uganda Posts and Telecommunication Act (Cap.107) before it is passed into law or practical steps be taken to set scheduled dates for repealing the Uganda Posts and Telecommunications Act, 1983 (Cap.107) as provided for in the Uganda Communications Act, 1997 (Cap.106).
(b) The National Planning Authority revisits the National Development Plan with a view to re-classifying Science, Technology and Innovation as a primary growth sub-sector rather than complimentary and find an appropriate home for it with similar activities in pursuit of common interrelated policies and programmes outside the Ministry of Information and Communication Technology.
(c) For purposes of consolidating the ICT infrastructure and content, the Uganda Broadcasting Corporation should report to the Minister responsible for ICT;

### 4.2.48 EDUCATION SERVICE COMMISSION (ESC)

#### 4.2.48.1 Key Issues
(i) Education Service Commission’s mandate overlaps with the that of Ministry of Education and Sports in regard to formulation and development of National Standards and Human Resources development in the Education Service; and Ministry of Public Service in determining terms and conditions of service for public officers in the Education Service.
(ii) Functional overlap with other Service Commissions and recruitment bodies in regard to the appointment and management of the discipline of the staff in the Education Service.
(iii) The quality of education service is contributed to by many other players in the Sector including private service providers under Public Private Partnership arrangements. Therefore Education Service Commission cannot be expected to ensure quality in the Education Service.
(iv) Education Service Act, 2002; Section 3(C) represents overlaps in the management of other professional Administrative support Staff in the Education Service especially in the Post Primary Education Service.

(v) The Commission has no approved Strategic Plan thus forced to depend on the general Education Sector Strategic Plan thus unable to effectively determine and implement its priority interventions.

### 4.2.48.2 Key Recommendations

(i) **Mandate**

“To advise the President on the appointment of specified officers at the Commission and to recruit all personnel in the education service, develop, maintain and improve their quality and that of the service generally “In addition Education Service Commission is further mandated “to appoint, discipline, confirm, review terms and conditions of service personnel of the education service, researches, and analyses, develops and formulates national standards for the Human Resources in the Education Service”

(ii) **Vision**

A” Public Education Service staffed with efficient and effective professionals.”

(iii) **Mission**

“To provide the Education Service with appropriate professional Personnel for national social economic development.”

(iv) **Key Functions**

1. Advise H.E the President in the performance of his/her functions under Article 172 of the Constitution;

2. Appoint, confirm in appointments, and exercising disciplinary control over Public Officers in the Education Service;

3. Provide technical support and guidance in reviewing terms and conditions of service, Standing Orders, training and qualifications of Public Officers in the education service to responsible coordination Ministries, Departments and Agencies;

4. Monitor, evaluate and provide technical support to District Local Governments in regard to management of Public Officers in the Education Sector;

5. Hear and determine grievances from persons appointed by District Service Commissions;
(6) Prepare and submitting work plans, budgets and performance report to Parliament annually and responsible authorities as demanded;

(7) Develop and maintain an up-to-date register of instruments of appointment, confirmations, promotion, discipline, and study leave for persons in the Education service; and

(8) Establish and maintain a register of all public officers appointed to the Education service by Education Service Commission.

(v) Structure
The Education Service Commission will be headed by Secretary to the Education Service Commission who will be the Chief Executive and Accounting Officer.

The structure of the Commission has been reorganised as follows:

(i) Department of Education Service;
(ii) Department of Finance and Administration;
(iii) Human Resource Management Division;
(iv) Policy Analysis Unit;
(v) Information Management Unit;
(vi) Procurement and Disposal Unit; and
(vii) Internal Audit Unit.

(vi) Staff Establishment and Cost Implications
The approved staff establishment is 80 posts and the wage bill cost implications is Ug. Shs 1,301,713,872.

(viii) Other Recommendations
(a) Amend the Education Service Act, 2002 to redefine the scope of the mandate of Education Service Commission and to eliminate overlaps with other Ministries, Departments and Agencies in the management of Public Officers in the Education Service; and

(b) Draft Education Service Commission Strategic Plan should be quickly finalized and approved for implementation.
4.2.49 MINISTRY OF INTERNAL AFFAIRS

4.2.49.1 Key Issues

(i) The Ministry of Internal Affairs is mandated to undertake functions that promote peace, security, justice, law and order in the Country. This mandate is operationalised through the Justice, Law and Order Sector.

(ii) The Mandate of the Ministry is implemented through nine independent and semi-independent Directorates, Departments and Agencies each with its own mandate derived from an independent legal instrument.

(iii) The composition of the Ministry of internal Affairs with nine independent and semi-independent Directorates, Departments and Agencies established by different legislations and with different votes creates a great challenge in policy coordination, development, implementation; and policy monitoring and evaluation. The Directorates, Departments and Agencies include:

- Uganda Police Force (vote 144),
- Uganda Prison Service (vote 145),
- Directorate of Citizenship and Immigration Control (vote 120),
- Directorate of Government Analytical Laboratory,
- National Community Service,
- NGO Board Secretariat,
- National Focal Point on Small Arms and Light Weapons,
- Amnesty Commission, and
- Ministry Headquarters (vote 009)

The result is uncoordinated policy and planning processes, un-researched and conflicting policies developed and sometimes policy and project implementation not monitored for impact assessment.

(v) The Community Service Act, Cap 115; operationalizes Article 127 of the Constitution. However, Section 10 of the Community Service Act provides for the establishment of a National Community Service Committee with district committees and a status of body corporate with perpetual succession and a common seal, with powers to sue and be sued in its corporate name. The status of a body corporate has not been realized by the Community Services Department under the Ministry of Internal Affairs.

(v) The Department of Community Services has tended to focus on community service per se without adequately taking care of the ‘Tokyo Rules 45/110, 1990’ that demand for rationalizing criminal justice policies, taking into account the requirements of social justice and the rehabilitation needs of the offenders.
(vi) The Department of Community Service is faced with manpower shortage yet to achieve effective social justice and rehabilitation of offenders under community services requires a set of functions and activities that would avoid generic management of offenders in groups rather than as individuals. In addition, the current approach on social justice and rehabilitation does not emphasize social rehabilitation/in-community corrections as a community lead effort but rather as a Central Government effort designed to decongest the available custodial correctional facilities.

(vii) Inadequate sensitization of local communities about management of offenders in view of mob-justice regularly applied to both petty and serious offences/crimes and in settling of misunderstandings, grudges and disputes. Therefore community rehabilitation and empowerment of offenders is likely appears as a foreign concept to the ordinary citizen in Uganda and calls for a pragmatic approach, strategy, education and massive sensitization to change the perception of citizens on criminal and social justice.

(vii) Probation and Welfare Officers who are obliged to coordinate Community Service at district level by the Community Service Regulations (2001) are not court based and lack the pre-requisite competences. This inadequacy in pre-requisite competences and lack of sufficient manpower at Magistrates Court throughout the Country has greatly influenced courts unwillingness use Community Service as a sentencing option.

(viii) Probation and Welfare Officers responsible for implementation of community service programmes at District/ Local Government level are professional supervised by the Ministry of Gender, Labour and Social Development. The Community Service Department (MoIA) therefore has no direct control over them and makes it very difficult for the Department to carry out inspection for compliance on the basis of an effective non-custodial penal sanction. In addition, there is also lack of effective information and communication feedback mechanism from the field to the headquarters to facilitate effective monitoring and evaluation of Community Service policies, strategies, processes, programmes and projects. These challenges have lowered efficiency and effectiveness in the delivery of Community Service mandate.

(ix) Community Services Department is currently performing only one of its two key functions; Community Service Orders issuance and with limited coordination. However, functions of rehabilitation and social reintegration are yet to be funded. The capacity for the Department to only perform half of its mandate despite twelve years of its existence is due to inadequate funding and staffing.
(x) The Community Services department does not have its own personnel deployed at all the 127 Magistrates Courts of law to complete the chain of justice in line with the Sector Operational Standards. It has therefore been difficult for the department to prepare and present pre-sentence reports to all courts which forms the basis for non-custodial sentence while rehabilitation and reintegration of offenders which is the basis for the assessment of Community Service performance is inadequately monitoring for compliance for the cases that have been successful sentenced to Community Service.

(xi) The Directorate of Laboratory and Analytical services has no enabling law to define its mandate scope of functions thus some of its functions are guided by nineteen different legislations from other sectors/ line ministries and functions while others services performed are not governed/ guided by any legislation including DNA services, Toxicology, Consumer Chemicals management and scientific referral services.

(xii) The Uganda Police Force is mandated by the Police Act to prevent and detect crime in the society. In line with this function, it has established forensic laboratory to facilitate “scene of crime investigation” and preparation of evidence to be presented as be “expert independent opinion on scientifically generated evidence “for prosecution. Currently this ‘independent opinion’ is provided by the Experts (Government Analyst) at Directorate of Government Analytical Laboratories. This therefore constitutes a functional duplication between the two Government Departments.

(xiii) Internally, Ministry of Internal affairs lacks a specific policy and strategic framework to guide the operations of the Directorate.

(xiv) Uganda is a member and signatory to international treaties and conventions including; Prohibition of Chemical weapons convention, Stockholm convention for management of Persistent Organic Pollutants, International Organization for Standardization for testing and calibration laboratories, ISO17025, CODEX ALLIMENTARUS and United Nations Office for Drugs and Crime (UNODOC) among others. Due to limited funding, analytical laboratory of the Directorate are not yet accredited. Implications are that the results of samples analysed and approved at the laboratories could be questioned for authenticity by local and international institutions and authorities.

(xv) The Directorate is experiencing inadequate institutional capacity due to insufficient resources, and manpower. Hence a big case backlog which causes delays in the dispensation of justice and loss of potential revenue that would have accrued from services offered.
(xvi) Although the Directorate has established three Regional Analytical Laboratories in Mbale, Mbarara and Gulu; there are no established structure and staffing which has forced the Directorate to redeploy skeleton staff to support their operations from the already constrained headquarters.

(xvii) The Firearms Act (1970) has not undergone substantial amendments. It is inadequate and not in tandem with the current realities in the Country and the Region. As a result the Department is constrained in:

(a) Prescribing offences and corresponding penalties for crimes including brokerage in the firearms trade and transactions;
(b) Enforcing marking of all firearms as a way of identifying origin, ownership, tracing and control of misuse.
(c) Determining and enforcing competence standards in respect of persons purchasing firearms, and training institutions and trainers of firearms users without certification and accreditation provided for.

(xviii) The Inspector General of Police (IGP) is the Chief Registrar of Firearms (CRF). However the dynamism and nature of firearms’ dealings require full time attention by CRF which the IGP cannot offer given the demands of the IGP’ Office.

(xix) Although several protocols have been ratified by member countries in the East African Region and other countries/organizations address challenges caused by the proliferation of illicit Small Arms and Light Weapons, the following issues remain a stumbling block in the realization of the intended objectives:

(a) Implementation plans focus on regional initiatives that call for strengthening national instruments, including legislations, and the existing inadequate capacity of law enforcement agencies to deal with the problem within their borders.
(b) Coordination challenges that entail coordination of different national initiatives among member countries with diverse levels of resources, institutional capacity, legal provisions and traditions; and expertise.
(c) Many countries in the Great Lakes Region and Horn of Africa are involved in conflicts, which negatively impact on their authority and ability to regulate small arms.
(d) The other challenge to effective implementation of many of the declarations/protocols is that they are “non-binding” political instruments. Yet, the proliferation of Small Arms and Light Weapons is
essentially a law enforcement issue which basically requires strengthening the capacity of national institutions.

(xx) Whereas the NFP-SALW Secretariat (Department) is expected to perform the role of planning, coordinating, communicating, building capacity, monitoring, evaluating and reporting (to the **NFP Management Committee**) on programmes aimed at mitigating the proliferation of SALWs; it lacks the necessary authority, and organisational capacity to perform this role effectively. The National Coordination Mechanism for overseeing the implementation of National Action Plan on SALW has therefore, not been fully established.

(xxi) The department operates through committees at national and district levels in addition to other MDAs. These are expected to be supported / facilitated with financial and other resources by the department to trace illegally held firearms, conducting public education and awareness programmes; to build public support and policy dissemination. Due to funding and other resource constraint the department is only able to perform 10% of its mandate and 20% with donor interventions.

### 4.2.49.2 Key Recommendations

(i) **Mandate**

“To keep peace, law and order”

(ii) **Vision**

“A peaceful, safe and stable Uganda”

(iii) **Mission**

“To ensure and maintain internal security, peace and stability”

(iv) **Key Functions**

1. Coordinating the formulation, development and implementation of strategies, plans, programmes and projects;
2. Formulating, developing, monitoring and evaluating implementation of strategies, plans, programmes and projects;
3. Promoting implementation of alternative sentence to imprisonment, through Community Service Programmes to foster rehabilitation and/or reintegration of offenders;
4. Promoting of dialogue and reconciliation between government and dissidents and to resettle and reintegrate reporters through implementation of the Amnesty Act;
(5) Controlling of the proliferation of illicit small arms and light weapons (SALW) in the communities in collaboration with the relevant Government ministries / departments and the Civil Society Organizations;

(6) Registering, regulating, coordinating and monitoring NGOs to ensure that their mandates are in line with Government policies and programmes;

(7) Providing forensic and general scientific, analytical and testing services;

(8) Promoting the provision of safe, secure and humane custody and rehabilitation of prisoners (remand and convict);

(9) Facilitating and regulating entry and exist of persons into and from Uganda;

(10) Registering citizens /non-citizens and issuance of relevant national identification cards;

(11) Protecting life and property, preserving law and order, and preventing and detecting crime;

(12) Coordinating the development, preparation and submission of the Ministry overall work plans budgets and performance reports; and

(13) Analysing, reviewing and updating JLOS policies, plans and programmes.

(v) Structure
The structure of the Ministry headquarters has been reorganised as follows”

(a) Directorate of Government Analytical Laboratory, with the following Departments:
   • Department of Quality and Chemical Verification;
   • Department of Criminalistics, and Laboratory Services; and
   • Department of Regional Analytical Laboratories.

(b) Directorate of Community Service, with the following departments and Units:
   • Department of Community Service Compliance Monitoring;
   • Department of Social Rehabilitation and Reintegration;
   • Legal Advisory Services Unit; and
   • Research and Development Unit.

(c) Support Departments and Units
   • Department of Finance and Administration;
   • Department of Small Arms and Light Weapons (new);
   • Department of Prevention of Trafficking Persons;
   • Department of Planning and Policy Analysis;
• Human Resource Management Division;
• Internal Audit Unit;
• Procurement and Disposal Unit; and
• Communications Unit.

(d) Affiliated Agencies:
• Non-Governmental organisations (NGO) Board, and
• Amnesty Commission
• National Identification registration Bureau;
• Uganda Police Force,
• Uganda Prison Service,
• National Citizenship and Immigration Board.

(vi) Recommended Staff Establishment and Wage Cost Implications
The approved staff establishment is **388 posts** and the wage bill cost implications is **Ug. Shs 3,950,848,436**.

(viii) Other Recommendations
(i) Amend the Community Service Act (Cap 115) to remove section 10 that provides for the corporate status of national community service committee and specifically vest the mandate and functions necessary for the implementation of community service in the recommended Directorate at the Ministry of Internal Affairs.

(ii) The Ministry Of Internal Affairs to adequately provide for rehabilitation and reintegration of offenders thereby complying with international law requirements for developing non-custodial measures within the domestic legal framework; and provide for a court based Community Service Officers cadre deployed at 122 Magistrates Courts with 11 regional coordinators.

(iii) Fast track the enactment of a specific enabling legislation for the Directorate of Government Analytical Laboratory defining its mandate and functions;

(iv) Review and amend the Police Act, 2009; and to harmonize the role of the Police Force and the Directorate of Government Analytical Laboratory in the provision of independent opinion on scientifically generated evidence for prosecution.

(v) Build the institutional capacity of the Directorate through provision of adequate funding and staffing for the regional analytical laboratories in addition to the recommended Research, Monitoring and Evaluation
Department. The new Department should ensure appropriate systems and operational procedures and quality standards, for both the national and regional analytical laboratories.

(vi) Fast track comprehensive review and amendment of the Firearms Act 1970 (Cap 299); to make it relevant to Uganda and the Region and to effectively implement the current policy on Small Arms and Light Weapons (SALWs).

4.2.50 MINISTRY OF LOCAL GOVERNMENT

4.2.50.1 Key Issues

(i) There has been a considerable increase in the number of Local Governments, and growth of Urban Councils; resulting in increased workload for the Ministry.

(ii) The monitoring and evaluation function is not adequately catered for.

(iii) The policy and planning functions are headed at a low level on the structure yet they give support supervision to Local Governments.

(iv) The legal function is not provided for on the structure for the Local Councils Development Department, yet the department has considerable legal responsibilities.

4.2.50.2 Key Recommendations

(i) Mandate

The Ministry of Local Government derives its mandate and functions from Schedule 6 of the Constitution of Uganda; and the Local Governments Act CAP 243 and Sections 96 to 100, and in the Second Schedule of the Local Government Act. The mandate of the Ministry is to guide, inspect, monitor, mentor and advocate for all Local Governments in support of the overall vision of Government to bring about socio-economic transformation of the country.

(ii) Vision

Democratic and accountable Local Governments capable of delivering efficient and sustainable services to the people, thereby contributing to socio-economic transformation of the country.

(iii) Mission

To coordinate and support local Governments in a bid to provide efficient and sustainable services, improve the welfare of the people and eradicate poverty.

(iv) Key Functions

(1) Build capacity both human and non-human in Local Governments for efficient and effective delivery of public goods and services to the local population.
(2) Facilitate Local Governments comply with the statutory requirements and adhere to national policies and standards.
(3) Cause accountability and transparency in the management of public resources among the Local Governments.
(4) Facilitate Local Governments in building better societies in terms of establishing social harmony, community spirit and political stability.
(5) Facilitate the implementation of the decentralisation policy as a means of enhancing democratic governance in the country by developing and reviewing systems, structures, statutory instruments and guidelines for Local Governments.
(6) Put in place mechanisms for peaceful conflict resolutions in Local Governments.
(7) Lobby Central Government to distribute adequate funds to the Local Governments to facilitate proper service delivery.
(8) Facilitate Local Governments to provide the right mix of public goods and services leading to proper consumer satisfaction.
(9) Inspect, monitor, offer technical advice and support supervision.
(10) Research, analyse, develop, establish and disseminate national standards on accounting manuals, financial regulations, internal audit guidelines and procurement regulations for Local Governments.
(11) Facilitate Local Governments to deliver services in line with national and local priorities.
(12) Facilitate the implementation of financial systems, information systems, procedures and internal management systems for Local Governments.
(13) Guide and support physical and development planning in Local governments.
(14) Support Local Governments to enhance Local Economic Development (LED), widening the tax base, revenue enhancement and improving household incomes
(15) Guide and facilitate partnership arrangements between Local Governments and other urban entities worldwide.

(v) Structure
The Ministry will be headed by the Permanent Secretary, who will be the Chief Executive and Accounting officer,

The structure of the Ministry has been reorganised as follows:
(a) **Directorate of Local Government Administration**, with the following Departments:
   - Department of District Administration;
   - Department of Urban Administration;
   - Department of Local Councils Development; and
   - Department of Local Economic Development.

(b) **Directorate of Local Government Inspection**, with the following departments:
   - Department of District Inspection; and
   - Department of Urban Inspection.

(c) **Support Departments and Units**:
   - Department of Finance and Administration;
   - Department of Policy and Planning;
   - Human Resource Management Division;
   - Procurement and Disposal Unit;
   - Internal Audit Unit
   - Information and Communications technology Unit;
   - Communications and Public relations Unit; and
   - Management Services Unit.

(d) **Affiliated Institutions**:
   - Local Government Finance Commission;
   - Uganda Local Governments Association (ULGA);
   - Urban Authorities Association of Uganda (UAAU)

(vi) **Approved Staff Establishment and Wage Cost Implications**
The approved staffing establishment is 217 posts and the wage bill cost implications is Ug shs.1,596,459,056.

(vii) **Other Recommendations**

(a) Government should provide adequate resources to the Ministry of Local Government to enable it fully play its roles in the implementation of national policies and programmes.
(b) Ministry of Local Government should coordinate well with sector ministries and other Ministries, Department and Agencies on the functions they perform that are similar.

(c) Ministry of Local Government should put in place concrete mechanisms for working closely with sector ministries and Local Government Finance Commission in the provision of support to the Local Governments.

(d) Sector ministries and LGFC should be obliged to submit to Ministry of Local Government periodic reports on the services they render to Local Governments.

4.2.51 LOCAL GOVERNMENT FINANCE COMMISSION (LGFC)

4.2.51.1 Key Issues

(i) There is overlap between the mandate of the Local Government Finance Commission and the mandates of the Ministry of Trade, Industry and Cooperatives; and the Ministry of Local Government with respect to taxation

(ii) Local Government Finance Commission mediates on disputes between Local Governments, but does not have the authority to arbitrate.

(iii) There is no mechanism to follow up cases where Ministries, Departments and Agencies ignore advice given by Local Government Finance Commission.

(iv) The legal framework does not provide for linkage between the Commission and the Ministry of Finance, Planning and Economic Development and yet the linkage is vital.

4.2.51.2 Key Recommendations

(i) Mandate

“To provide advice on matters that concerns the financing of Local Governments”

(ii) Vision

“Financially Sustainable Local Governments”

(iii) Mission

“To offer credible and evidence-based advice to Government on financing Local Governments”

(iv) Key Functions

(1) Advise the President on all matters concerning the distribution of revenue between the Government and Local Governments and the allocation to each Local Government of money out of the Consolidated Fund.
(2) In consultation with the National Planning Authority consider and recommend to the President the amount to be allocated as equalization and conditional grants and their allocation to each Local Government.

(3) Consider and recommend to the President potential sources of revenue for Local Governments.

(4) Advise the Local Governments on appropriate tax levels to be levied by Local Government.

(5) Mediate and advise the Minister accordingly on financial related disputes arising between Local governments.

(6) Analyze the annual budgets of Local Governments to establish compliance with the legal requirements and notify the Councils concerned and the President through the Minister for appropriate action.

(7) Recommend to the President through the Minister, the percentage of the National Budget to be transferred to Local Governments every financial year.

(8) Recommend to the President central government taxes that can be collected by Local Governments in their respective jurisdictions on an agency basis.

(v) Structure

The Commission will be governed by a governing body consisting of seven Commissioners. The Chairperson and Vice Chairperson of the Commission serve on a full-time basis.

At technical level, the LGFC will be supported by a Secretariat under the leadership of a Commission Secretary; who will be the Accounting Officer of the Institution. The Commission Secretary will be responsible for the overall coordination and management of the operations in the Commission.

(a) Directorate of Finance and Administration, with the following functional areas:
- Department of Human Resources Management;
- Department of Accounts and Finance;
- Administrative Support Services Unit;
- Planning Unit; and
- Information Management Unit.

(b) Directorate of Revenue and Research, with the following Departments and Units:
- Department of Grants Advisory services;
- Department of Local Revenue Enhancement; and
- Department of Research and Data Analysis.

(c) Procurement and Disposal Unit
(d) Internal Audit Unit
(e) Public Relations Unit

(vi) Staff Establishment and Cost Implications
The approved staff establishment is **64 Positions** and the wage cost implication of Ug. Shs. **2,156,651,760/=**; using the recommended salary structure.

(vii) Other Recommendations
(a) The Local Government Finance Commission Act should be amended to give the Commission authority to arbitrate and pronounce arbitration decisions in cases of disputes between Local Governments.
(b) The Local Government Finance Act should be amended to provide for the linkage necessary between the Commission and the Ministry of Finance, Planning and Economic Development.
(c) For purposes of giving LGFC more clout and more powers enforce compliance to implementation of its guidelines in MDAs and LGs, It is recommended that LGFC initiates a process of instituting a legal framework to support its operations and improve its visibility.
(d) At implementation level, LGFC should consider future plans to introduce Regional Offices to coordinate monitor and evaluation performance of LGs in utilization of grants and generation of Local Revenue.
(e) There is need for a rigorous sensitization drive to enable the LGs understand the importance of being self-reliant on own locally generated revenue, and changing the attitude of the Public to actively contribute to the funding of service delivery.
(f) The continuous changes and trends in advanced technology require that the LGFC takes deliberate steps aimed at fully embracing ICT as an enabling tool to improve service delivery.
(g) Though there are notable improvements in the area of human resource management in the LGFC, there need to review the Human Resource Policy to blend the element of age limit with the contract terms.
4.2.52 UGANDA PRISONS SERVICE

4.2.52.1 Key Issues

(i) Section 7(5) of the Prisons Act 2006, gives the Commissioner General powers to create offices in the Uganda Prisons Services in consultation with the Public Service Commission which is irregular since the responsibility for the creation of new offices in service of the Government of Uganda is the mandate of H.E. the President;

(ii) The Changing Sentencing Regime which include long remands and imprisonment terms for Convicts coupled with inadequate infrastructure has resulted into mixing Petty Offenders with Hard Core Criminals, congestion and overcrowding, and the overall increased cost of maintenance and providing for the prisoners welfare;

(iii) While there is a desire to transform the Uganda Prisons Service from a punitive/penal nature to a correctional service as reflected in the Uganda Prisons Strategic Investment Plan 2006/7 – 2011/12; Justice, Law Order Sector’s Sector Strategic Plan and Regional and International Protocol; Uganda Prisons Service is faced with inadequate appropriate facilities, inputs and materials; inadequate professional staff; and communities not well sensitized about the community re-integration programmes.

(iv) Quality delivery of Prisons Service is hampered by a general shortage of non-Uniformed Personnel which include Statisticians, Medical staff; Social Psychological workers and Health Practitioners among others to provide the specialised professional and administrative support services thus specialised services are either inadequately carried out or not delivered at all.

(v) While Prisons Service has Health Centres of various categories, they lack the required infrastructure, facilities, equipment and technical personnel which puts the life of Inmates, the Prisons Staff and their families at high risk. In addition there are no specialised facilities and Technical Personnel to deal with psychiatric cases which are on the increase amongst the inmates.

(vi) Due to inadequate structure and staffing for some of the Prison Stations, there is an observed tendency for some of the Prison Stations to depend on the Uganda People’s Defence Forces to provide security for the prison barracks which undermines Uganda Prisons Service command and control structure and systems.

(vii) The Uganda Prisons Service has an inadequate structure and staffing, and dilapidated infrastructure especially for the Former Local Government Prison Stations, which has resulted into high rates of escapees;
(viii) Uganda Prisons Service is faced with inadequate funding to effectively manage its operations, purchase or set up the required equipment and facilities or even maintain those currently available resulting into inadequate and poor accommodation, lack of female facilities in some Prison stations, poor sanitation and security facilities and equipment, lack of transport facilities and other equipment.

(ix) Most of the Land for Uganda Prisons Service is not surveyed and titled leading to continuous loss to unscrupulous dealers; yet land is critical tact or for the expansion of the existing and development of new facilities, production of food, and rehabilitation of offenders.

4.2.52.2 Key Recommendations

(i) Mandate
There shall be a Prisons Service to be known as the Uganda Prisons Service”.

(ii) Vision
A centre of excellence in providing human rights based correctional services in Africa”.

(iii) Mission
To provide safe, secure and humane custody of offenders while placing human rights at the centre of their correctional programmes.

(iv) Key Functions
(1) Ensure that every person detained legally in prison is kept in humane, safe custody, produced in court when required until lawfully discharged or removed from prison;
(2) Facilitate the social rehabilitation and reformation of prisoners through specific training and educational programmes;
(3) Facilitate the re-integration of prisoners into their communities;
(4) Ensure performance by Prisoners of work reasonably necessary for the effective management of Prisons;
(5) Perform such other functions as may be legally assigned by the Minister responsible for the Uganda Prisons Service.

(v) Structure
Uganda Prisons Service will be headed by a Commissioner General of Prisons and He/she will be deputised by a Deputy Commissioner General of Prisons.
The Top Management structure will also be constituted by the Directors of Prisons, Undersecretary, Heads of Departments and Units as provided by the law.

The structure of Uganda Prisons Service has been reorganised as follows:

(a) **Directorate of Cooperation and Corporate Affairs**, with the following Departments and Units:
   - Department of Corporate Affairs;
   - Department of Information and Communications Technology;
   - Department of National, Regional and International Cooperation;

(b) **Directorate of Prisons Administration**, with the following Departments:
   - Department of General Administration and Social Welfare;
   - Department of Logistics Management;
   - Department of Prisons Health Services;
   - Department of Security and Operations; and
   - Department of Research, Policy and Planning.

(c) **Directorate of Correctional Services**, with the following Departments:
   - Department Prisoner Rehabilitation and Re-integration;
   - Department of Education and Skills Training; and
   - Department of Custodial Services.

(d) **Directorate of Human Resource Management**, with the following Departments
   (a) Department of Human Resources Management; and
   - Department of Human Resources Planning and Development.

(e) **Directorate of Prisons Production and Engineering**, with the following Departments:
   - Department of Prisons Farms;
   - Department of Prisons Industries;
   - Department of Engineering and Estates Management; and
   - Department of Productions Promotion and distribution.

(f) **Directorate of Policy Development**, Projects and Research, with the following Departments:
   1. Department of Prisons Policy development;
2. Department of Research and Innovations; and
3. Department of Prisons Projects development.

(g) **Support Departments and Units**, reporting directly to the Office of Commissioner General of Prisons:
- Department of Finance and Administration;
- Department of Prisons Inspection and Quality Assurance;
- Division of Human Resource Management;
- Procurement and Disposal Unit;
- Internal Audit Unit; and
- Communications Unit.

(vi) **Staff Establishment and Cost Implications**
The approved staff establishment is **24,341 posts** for both Uniformed and Non-Uniformed staff; and the wage bill cost implications is **Ug.Shs.137,253,737,976**.

(vii) **Other Recommendations**
(a) Rehabilitation programmes and activities in Uganda Prisons Service be widened in scope and strengthened beyond farming to include vocational, technical, business/entrepreneurship and academic programmes among others.
(b) The recruitment strategies for the Uganda Prisons services should emphasize both the Uniformed and Non-Uniformed arms of the Service in order to enhance its effectiveness in service delivery.
(c) The Uganda Prisons Service Training School should be developed into an Academy with accreditation and given a Semi-Autonomous status.
(d) Uganda Prison Service Management should engage the Ministry of Health, Health Service Commission and other relevant authorities to have the Health Centres properly categorised, re-equipped, provided with the relevant drugs, and appropriate staffing numbers and levels.
(e) A specialised unit to manage Psychiatric related problems should be set-up in UPS to treat the increasing numbers of Prison Inmates with psychiatric problems.
(f) Government should provide adequate development budget to enable Uganda Prisons Service to not only renovate the existing infrastructure and facilities; but also develop new ones based on Uganda Prisons Service Strategic Investment Plan.
(g) Uganda Prison Service Headquarters should embark on a comprehensive exercise to survey Prisons land and have it titled for safety and security purposes.

(h) Security for Prison Stations in terms of fire arms, handcuffs and fencing should be strengthened to enable the Prison stations carry out their noble duty of providing safe and secure custody to prisoners in the Country.

(i) The Office of the Commissioner General of Prisons shall also have supervisory responsibility of the Uganda Prisons Training School (The proposed Prisons Academy).

4.2.53 UGANDA NATIONAL COUNCIL OF SCIENCE AND TECHNOLOGY (UNCST)

4.2.53.1 Key Issues

(ix) Whereas Uganda Government recognizes that science, technology and innovation (STI) as critical to Uganda’s socio-economic growth and transformation, Government has not adopted a National Science and Technology Initiative (STI) policy to-date. This has led to the adhoc and often uncoordinated responses to National Science and Technology Initiative demands and thus undermining the good intentions that the Government has in up-scaling the role and importance of science and technology to Development;

(ii) The mandate and functions of the Council as specified in the Uganda National Council of Science and Technology Act, Cap 209, are fully duplicated by the National Agricultural Research Organization, the Uganda National Health Research Organization and the Uganda Industrial Research Institute. Most of these institutions advise and coordinate policy formulation, act as one stop centres for their Science and technology activities, disseminate technologies or their products, but with little or no regard to the role of the Uganda National Science and Technology;

(iii) Patents which are meant to recognize and protect the Innovators of research and deliver research outputs to end users are registered under the Ministry of Justice and Constitutional Affairs instead of the National Council for Science and Technology;

(iv) A large and all inclusive Board of 36 members representing a number of relevant Institutions has not satisfactorily performed partly due to its composition and partly due to conflict of interest; as some members belong
to Organizations/Institutions that are meant to be subordinate to the Council or have competing interests with those of the Council.

(v) The seven Statutory Committees are not performing as expected due to poor design, and the Council has constraints servicing and maintaining this large Board and Committees.

(vi) The appointment of the Executive Director of the Council as a Board Member of National Agricultural Research Organisation and Uganda Industrial Research Institute, compromises the Executive Secretary’s oversight role over these Institutions as he/she cannot supervise the Institutions of which he/she is a member of the Board.

(vii) The Uganda National Council of Science and Technology Act, Cap 209 does not explicitly spell out the Council’s regulatory functions nor adequately empowers it to undertake the coordination function for effective execution of its mandate. The Council therefore uses guidance and advice approaches rather than the more effective legal and regulatory approaches in management of science and technology development.

4.2.53.2 Key Recommendations

(i) **Mandate**

“To facilitate and coordinate the development and implementation of policies and strategies for integrating science and technology and its integration in sustainable national development.”

(ii) **Vision**

“A Prosperous Science and Technology led Uganda Society”.

(iii) **Mission**

“To provide effective and innovative leadership in the development, promotion and application of Science and Technology and its integration in sustainable national development”

(iv) **Structure**

The National Council of Science and Technology will be headed by an Executive Director who will be the Chief Executive and Accounting officer and deputised by Deputy Executive Director Technical and Deputy Executive Director Finance and Administration.

The structure of the Council has been reorganised as follows:

(a) **Department of Registration/Ethics and Safety**

(b) **Department of Projects and Grants**
(c) Department of Science and Technology Policy and Planning

(d) Support Departments and Units
   - Department of Finance and Administration
   - Internal Audit Unit
   - Procurement and Disposal of Assets Unit

(v) Staff Establishment and Cost Implications
The recommended establishment is 86 posts and the wage bill cost implications is Ug. Shs. 4,398,067,572/= and the approved of Ug. Shs. 4,398,067,572/=.

(vii) Other Recommendations
(a) Review of the Uganda National Council of Science and Technology Act, Cap 209 to adequately empower the Council to realize its Mandate and to build the needed synergies with Science and technology related institutions within and outside Uganda.
(b) The name of the Council be changed from “Uganda National Council of Science and Technology” to “Uganda National Authority of Science and Technology.”
(c) The National Council of Science and Technology Act Cap 209 should be amended to provide for a minimum of 7 and maximum of 9 members of the Board.
4.3 SUMMARY OF KEY RECOMMENDATIONS

(1) The Principal Private Secretary and other Presidential Private Secretaries to HE the President to document Presidential directives so as to get them formalized under his signature and ensure their due implementation with proper reference;

(2) The review the Public Service Act to reflect HE the President as the Public Service appointing authority;

(3) The merger of the Manifesto Implementation Unit with the Directorate of Economic Affairs and Research in the Office of the President;

(4) The creation of a Cabinet sub-committee headed by the Minister for Presidency to follow up implementation of Cabinet decisions and Presidential directives;

(5) Uganda Media Centre will be under the Political Leadership of the Minister for the Presidency;

(6) The Public Service Act of 2008 that recognizes the Office of the Prime Minister as the Parent Ministry to the Policy Analysts Cadre be amended to reflect Cabinet Secretariat as the new parent Institution for the Policy Analysts;

(7) The Cabinet decision to have all properties abroad transferred from Uganda Property Holdings Ltd to the Names of the Ministry of Foreign Affairs so as to give them appropriate diplomatic immunity and protection be implemented;

(8) The ‘Overseas Properties and Immunities’ law be expeditiously implemented in order to operationalize financing mechanisms for acquisition of properties abroad and to provide for their management and development.

(9) Uganda Citizenship and Immigration Control Act be amended to provide for active participation in immigration control by the Ministry of Foreign Affairs.

(10) The review and harmonisation of the Municipal Ordinances and the Dairy Industry Act, Cap 85 of 1998 to streamline the inspection and enforcement function between Diary Development Authority, Uganda National Bureau of Standards and Kampala Capital City Authority.

(11) The legislations to operationalise the autonomous status of Mulago and Butabika National Referral hospitals and to define the legal status and
responsibilities of the Office of the Director-General of Health Services be developed.

(12) A policy and legal framework be put in place to operationalize the semi-autonomous status of the Regional Referral hospitals.

(13) Uganda National Ambulance Department be created in the structure of the Ministry of Health to coordinate all pre hospital emergency care and injuries.

(14) The secondment of Medical Doctors to non-government, not-for-profit making hospitals continues, their establishment Analysis be determined and a policy and regulations on secondment of doctors to private hospitals be developed to ensure transparency and their professional and career growth.

(15) A Policy for mental health care, training and research in Uganda be developed;

(16) A Regional Blood Bank for each Regional Referral Hospital, to enhance access to blood transfusion services at Health Centre IV be established.

(17) The Local Governments Act be amended to divest the mandate of appointing and promoting Health Workers in Local Governments from the District Service Commissions to Health Service Commission

(18) The Allied Health Professionals and the Nurses Statutes be amended to divest them from disciplining Health workers to the Health Service Commission.

(19) In line with the Cooperative Act Cap 112, the Savings and Credit Cooperative Organizations (SACCOs) be consolidated and remain a mandate of the Ministry of Trade, Industry and Cooperatives and Ministry of Finance, Planning and Economic Development remains as the overall regulator of Micro Finance Institutions that are not Cooperatives.

(20) The overall policy coordination and strategy formulation of Micro, Small and Medium Enterprises (MSME) be relocated from Ministry of Finance, Planning and Economic Development to the Ministry of Trade, Industry and Cooperatives.

(21) The Ministry of Trade, Industry and Cooperatives be reinstated as the lead Agency and main coordinator of matters of policy on investment as well as trade.

(22) In line with section 8(2) of the National Planning Authority Act, the Minister responsible for planning should expedite the issuance of a statutory
instrument for purposes of effective coordination and harmonization of the decentralized and Sector planning systems.

(23) The post of Accountant General be graded at the level of that of Deputy Secretary to Treasury;

(24) The Directorate of Internal Audit should report to Permanent Secretary/Secretary to Treasury instead of reporting to Accountant General.

(25) Uganda Investment Authority be relocated from the Ministry of Finance to the Ministry of Trade Industry and Cooperatives to build synergies between investment under Uganda Investment Authority, technology incubation under Uganda Industrial Research Institute, trade under Uganda Export Promotion Board and Micro, Small and Medium Enterprises under the Ministry of Trade, Industry and Cooperatives.

(26) The functions of Uganda Investment Authority, Uganda Export Promotion Board and Uganda Tourist Board be harmonized and merged because of their congruity and for purposes of proper coordination.

(27) Uganda Investment Authority Board be downsized from 15 members to not more than 10 and keeping ex-officio membership to not more than 3.

(28) The Division of Land Development and Infrastructure/Industrial Parks Development in the structure of Uganda Investment Authority be divested to the Private Sector.

(29) The Uganda National Council of Science and Technology Act, Cap 209 be reviewed to adequately empower the Council to realize its Mandate and to build the needed synergies with Science and Technology institutions within and outside Uganda.

(30) The name of the Uganda National Council of Science and Technology be changed to Uganda National Authority of Science and Technology.

(31) The National Council of Science and Technology Act be amended to provide for a minimum of 7 and maximum of 9 members of the Board for effective decision making.

(32) Uganda Bureau of Statistics should set up an effective one-stop centre for accessing all Government surveys including business surveys and other national surveys that have been carried out by Government Institutions.

(33) The National Planning Authority Act 2002, be reviewed to remove the overlaps in the mandates of the National Planning Authority, with the overall functions of the Ministry of Finance, Planning and Economic
Development and the Office of the Prime Minister; and clarifying the status
and operations of National Planning Authority Board;

(34) An Environment Management Policy linked to the National Oil & Gas Policy
be developed by the Ministry of Energy and Mineral Development in
consultation with the National Environment Management Authority as
exploration and development may result in environmental degradation.

(35) The National Environment Management Authority should develop a Bio-
diversity Safety Policy given the unique and growing challenges amidst the
current set up in economic development.

(36) The National Environment Management Authority Act, 1995, be revised to
empower the Authority to be effective at national, district and community
levels,

(37) The enactment of the Petroleum (Exploration, Development, Production
and Value Addition) Bill be fast tracked into law, to support the Ministry in
implementing the Oil and Gas Policy taking into account the new
developments.

(38) Resources be devoted to the development of geothermal energy.

(39) The Uganda Industrial Research Institute Act 2002 be reviewed to take
account of changes in Policy and programme.

(40) The enactment of Intellectual Property Law be fast tracked

(41) Uganda Wild Life Institute Act 1996 (Cap. 139) and the Historical
Monuments Act 1967 be amended or repealed and replaced with a
suitable law to conform to structural changes.

(42) Uganda Tourism Act, 2008 be harmonised with the Constitution, Articles
111(2), 189(3), item 20 of the Sixth Schedule.

(43) The Uganda Wildlife Training Institute be divest from the structure to Ministry
of Education and Sports.

(44) Articles 7-1(i) and (K) of the Uganda Tourist Board Act 2008 be amended to
remove duplications of functions between the Board and the Ministry of
Tourism, Wildlife and Antiquities.

(45) The Local Government Act and the Land Act Cap. 243 Section 56 be
amended to recognise and integrate the Cadastral Regional Land Offices
in the Land Management Sector.

(46) A Law be enacted to establish the Land commission as a Legal entity and
comprehensive regulations provided to guide the operations of the
Uganda Lands Commission.
(47) Article 237 (1) of the Constitution of Uganda, and the Land Act Cap 227, should be amended to authorize the State (the Commission) to exercise power under the radical title on behalf of the citizens of Uganda.

(48) Specific regulations to define and guide the management and operations of the Land fund be developed the revolving loan Fund sub-component be divested from the Commission to an established Financial Institution.

(49) Management of land be the responsibility of the Land Commission only for effective allocation and utilisation of Land in the country.

(50) The Administrator General’s Act should be amended and harmonized with other policy/legal provisions that put the age of consent/adult age at 18 years.

(51) The Administration of Estates (Small Estates) (Special Provisions) Act be amended to harmonise the pecuniary jurisdiction of magistrates courts in small estates with the pecuniary jurisdiction of the Magistrates under the Magistrates Courts Act.

(52) The Succession Act be amended to make it consistent with the provisions of Articles 20, 21, 24,26,31,33 and 44 the Constitution that provide for gender equality. In particular sections 2(n) (i) and (ii), 14, 15,23,26,27,29,43,44 of the Succession Act should be repealed and replaced with relevant provisions to guide in the distribution of property of intestate persons in a manner that is not discriminatory.

(53) The Administrator General’s Office be elevate to a Directorate

(54) The Judicial Service Act be amended to require the Secretary to notify the Appointing Authority at least six months prior to the expiry of the term of sitting Members of the Commission, the appointing authority to submit names to Parliament for vetting within three months from the date of such notification.

(55) The name of the Ministry Gender, Labour and Social Development be changed to the Ministry of Gender, Labour and Social Protection.

(56) The Ministry of Gender, Labour and Social Development be split into two ministries of; Gender and Social Protection and the Ministry of Labour.

(57) Vocational Training Institutions that were being managed under Local Governments should be recentralised.

(58) The Uganda Posts and Telecommunications Act, 1983 (Cap.107) be harmonised with the Uganda Communications Act, 1997 (Cap.106).
(59) NITA-U be divested from planning, building and maintaining public Information and Communication Technology infrastructure development projects so that it can pursue its regulatory role.

(60) Uganda Communications Commission divests itself from the responsibility of managing the Rural Communications Development Fund.

(61) Amend the Education Service Act, 2002 to redefine the scope of the mandate of Education Service Commission and to eliminate overlaps with other Ministry of Education and Sports the management of Public Officers in the Education Service.

(62) Amend the Community Service Act to remove section 10 that provides for the corporate status of National Community Service Committee and specifically vest the mandate and functions necessary for the implementation of community service in the recommended Directorate of the Ministry of Internal Affairs.

(63) A court based Community Service Officers cadre be establish to undertake Community Service activities and be deployed at 122 Magistrates Courts with 11 Regional Coordinators.

(64) An enabling legislation for the Directorate of Government Analytical Laboratory be enacted to provide for: operation of a DNA Data Bank; establishment and regulation of operation of a Poison Information Management Centre; empowering the Directorate to offer specialized scientific referrals analytical services; control and management of consumer chemicals; and regulating professional standards in forensic science.

(65) The Police Act and the Evidence Act be reviewed to harmonize the roles of the Uganda Police and Government Analytical Laboratory Department to harmonise the forensic analysis of scene of crime exhibits and provision of independent opinion on scientifically generated evidence for prosecution of suspects and to harmonize the role of the Police Force and Directorate, Government Analytical Laboratories in the provision of independent opinion on scientifically generated evidence for prosecution.

(66) DNA paternity testing, waste water analysis, pesticide analysis; and food and drug analysis be commercialised to generate more internal revenue.

(67) The Firearms Act be amended to enable effective implementation of the current policy on SALWs.
(68) Review and amend the Uganda Citizenship and Immigration Control Act to provide for dual citizenship of children and acquisition of citizenship by children once their parents have become citizens either by registration or naturalisation/residence.

(69) The Local Government Finance Act be amended to give the Commission authority to arbitrate and pronounce arbitration decisions in cases of disputes between Local Governments.

(70) The Local Government Finance Act should be amended to provide for the linkage necessary between the Commission and the Ministry of Finance, Planning and Economic Development.

(71) The Uganda Prisons Service Training School should be developed into an Academy with accreditation and given a Semi-Autonomous status.

(72) Uganda Prisons land be surveyed and titled for safety and security purposes.
5.0 TOTAL COST IMPLICATIONS FOR THE REVIEWED MINISTRIES, DEPARTMENTS AND AGENCIES

The total wage bill required for the implementation of the recommended structures is **Ug. Shs. 445,166,833,811**.

The approved wage translates into additional wage bill is **Ug. Shs. 1,901,806,740/=** for the Office of the Prime Minister; and **Ug. Shs. 211,200,712,498/=** for other Ministries Departments and Agencies); and a total of **Ug. Shs. 11,600,000,000/=** non-wage for implementing the framework to operationalise the Delivery Unit under the Office of the Prime Minister, the revised structure of the Executive Office and the Directorates of Policy implementation coordination, Monitoring and Evaluation;

It is recommended that the implementation of the recommended structure and establishment be done in a phased manner within Medium Term Expenditure Framework budgetary provisions as follows:

(i) FY 2015/2016 recruitment be based on the approved total wage of provided in the Medium Term Expenditure Framework for the year.

(ii) There after recruitment will be based on approved wage bill for the subsequent years.

(iii) Critical priority posts to be filled will have to be agreed with Ministry of Public Service in consultation with Ministry of Finance, Planning and Economic Development to ensure that the phasing is affordable and within Medium Term Expenditure Framework budgetary provisions.
## Table 4: Summary of Wage Cost Implications for the Framework for operationalising the Government Delivery Unit and the Revised Structure for the Executive Office; and the Directorates of Policy Coordination, Monitoring and Evaluation

<table>
<thead>
<tr>
<th>OPM: Unit/Directorate</th>
<th>Current Annual Wage (Ug. Shs)</th>
<th>Recommended Annual Wage (Ug. Shs)</th>
<th>Estimated Annual Recurrent and Development Budget (Ug. Shs)</th>
<th>Estimated Total Annual Budget Requirements (Ug. Shs)</th>
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<td>1. Administrative Support Services</td>
<td>245,843,466</td>
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<td>3. Directorate of Strategic Implementation and Coordination</td>
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<td>4. Directorate of Monitoring, Evaluation &amp; Inspection</td>
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<td><strong>Total Budget</strong></td>
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<td>Approved W/Bill FY 2014/2015</td>
<td>Difference</td>
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<td>Butabika National Referral Hospital</td>
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6.0 APPROVED STRUCTURES FOR NEW MINISTRIES AS PER CABINET APPROVAL OF 2015

6.1 MINISTRY OF SCIENCE TECHNOLOGY AND INNOVATIONS (MoST)

6.1.1 Key Issues
(i) Science, Technology and Innovation Institutions which are currently under the management of various Sector Ministries lack structural clarity and cohesion.
(ii) The National Council of Science and Technology, Cap 209 Section 1(f) which defines “Minister” as the Minister responsible for Planning and Economic Development no longer applies with the creation of the Ministry of Science, Technology and Innovations.
(iii) There is lack of an enabling policy environment for Science, Technology and Innovations as articulated in the National Science, Technology and Innovation Policy (2009) and The National Development Plan II.

6.1.2 Recommendations
(i) Mandate
To provide overall policy guidance and coordination for scientific research, development and the entire National Innovation System in Uganda;
(ii) Vision;
Science, Technology and Innovation for sustainable livelihoods;
(iii) Mission;
To provide leadership, an enabling environment and mobilise resources for scientific research and knowledge based development for industrialisation competitiveness and employment creation leading to sustainable economy.

(iv) Key Functions
(1) Formulation of Policies, Plans and Programs pertaining to Science Technology and Innovation;
(2) Identification of National Science, Technology and Innovation priorities;
(3) Coordination of implementation and evaluation of Science, Technology and Innovation Programs;
(4) Monitoring the utilization of Science, Technology and Innovation by the Public and Private Sectors for National Development;
(5) Managing and coordinating the Science Fund, Technology and Innovation Fund and the Commercialization Fund;
(6) Promotion of Science Technology and Innovation awareness and appreciation for National Development;
(7) Supporting the Public Private Partnerships in Science, Technology and Innovation.

(v) Recommended Structure
The Ministry will be headed by the Political leadership and supported by a Permanent Secretary who will be Accounting Officer.

The structure of the Ministry has been organized as follows:

(a) **Directorate of Policy, Planning and Regulation**, with the following Departments:
- Department of Science, Technology and Innovation Regulation;
- Department of Policy and Planning; and
- Department of Monitoring, Evaluation and Quality Assurance.

(b) **Directorate of Science, Research and Innovation**, with the following Departments:
- Department of Research Promotion and Development;
- Department of Technology Development, Incubation, Adaptation and Industrial Development;
- Department of Science Management and Collaboration; and
- Department of Innovations Registration and Intellectual Property and Rights Management.

(c) **Directorate of Techno-**, with the following Departments
- Technology Uptake, Commercialisation and Enterprise Development;
- Science, Technology, Innovations Infrastructure Development and Maintenance;
- Rural Community Out-Reach and Industrialisation; and
- Science, technology and Innovations Skills Development.

(d) **Support Departments and Units reporting**, directly to the Permanent Secretary and will comprise the following
- Department of Finance and Administration;
- Human Resource Management Division;
- Procurement and Disposal Unit;
- Internal Audit Unit;
- Communications and Public Relations Unit;

(e) Affiliated Institutions
- National Council of Science and Technology (UNCST)
- Uganda Industrial Research Institute (UIRI);

(vi) Approved Establishment and Cost Implications
The recommended staffing establishment is 127 posts and the wage Bill cost implications for the recommended structure is Ug. Shs.1,532,217,573/= and Non-wage of Ug. Shs.7,000,000,000.

6.2 MINISTRY OF INFORMATION, COMMUNICATIONS TECHNOLOGY AND NATIONAL GUIDANCE

6.2.1 Key Issues
(i) Effective communication of Government programmes in all the Communications Platforms (Televisions, Radios, Newspapers, and Social Media) is inadequate;
(ii) Duplication of roles and functions among Government Agencies of Communications;
(iii) Difficulty in coordinating the Government communications function;
(iv) Information about Government programmes is not being widely shared and publicised.
(v) There is irresponsible reporting by the Media with no attention to enormous achievements of Government resulting to the Public not knowing the priorities of Government.

6.2.2 Recommendations
(i) Recommended name:
    “Ministry of Information, Communications Technology and National Guidance”.

In this case:
• “Information” in the name covers Media Services and Government information.
• “Communications Technology” emphasises technology for development and the platforms used in information management and dissemination
• “National Guidance” to prominently capture the strategic importance and visibility of National Values, National Interests and common good.

(ii) **Recommended Mandate:**
To provide strategic leadership and supervision in information management and dissemination, communications technology and ideological orientation for sustainable development.

(iii) **Recommended Vision:**
A knowledgeable and productive Society driven by Information, Communications Technology and National Ideology.

(iv) **Recommended Mission:**
To provide effective communication, utilisation of Communication Technologies and ideological orientation for socio-economic transformation.

(v) **Recommended Key Functions**
1. Developing and reviewing policies and legal framework on acquisition, collation, dissemination and utilization of Information and Communication Technology;
2. Coordinating communication of Government policies, programmes, projects and achievements;
3. Providing Guidelines for collection of information; and acquisition and utilization of Information and Communications Technology;
4. Coordinating the planning and development of Information and Communications Technology;
5. Enhancing E-government integration of Information and Communications Technologies in Government functions and procedures;
6. Developing policies, Standards and Guidelines on safe use and disposal of Information and Communications Technologies;
7. Developing a National Ideology that supports the Socio-Economic Transformation Agenda;
(8) Promoting a positive change of mind set, attitudes and perceptions of the Citizenry towards National Development; and

(9) Coordinating the implementation of the Government Communication Strategy.

(vi) **Recommended Structure**

The Ministry will be headed by the Political leadership and supported by a Permanent Secretary who will be the Accounting Officer.

The structure of the Ministry has been reorganised as follows:

(a) **Directorate of Information, Communications, and Technology Services**, with the following Departments:
   - Department of Communications Services; and
   - Department of Information Management Systems.

(b) **Directorate of Infrastructure and Investment** with the following Departments:
   - Department of Information and Communication Technology, Infrastructure; and
   - Department of Information and Communication Technology, Research and Investment.

(c) **Directorate of Information and National Guidance**, with the following Departments:
   - Department of Information Dissemination and Public Relations; and
   - Department of National Guidance.

(d) **Support Department, Division and Units**, reporting directly to the Permanent Secretary are as follow:
   - Department of Finance and Administration;
   - Human Resource Management Division;
   - Policy and Planning Unit;
   - Procurement and Disposal Unit;
   - Internal Audit Unit; and
   - Communications and Resource Centre.
(e) Affiliated Institutions

- National Information Technology Authority Uganda;
- Uganda Communications Commission;
- Posta Uganda;
- Uganda Institute of Communications and Technology (UITC);
- Uganda Media Centre;
- Uganda Broadcasting Corporation; and
- New Vision.

(vii) Approved Establishment and Wage Cost Implications

The recommended staff establishment for the Ministry of Information, Communications Technology and National Guidance is 157 posts.

The recommended wage cost implication for the Ministry of Information, Communications Technology and National Guidance is Ugs. 1,747,130,292/=.

This wage is provided for in the approved Wage bill for FY 2016/17 for the former Ministry of Information and Communications Technology; and the Directorate of National Guidance under Office of the Prime Minister.

(viii) Other Recommendations

(a) To ease the implementation of the merger, the Directorate of National Guidance and all the Agencies relocating to the New Ministry must move with their current staff, budgets and all other resources;

(b) In line with H.E the President's directive, the Agencies identified should move to the new Ministry and their mandates should be reviewed to remove any duplication of roles; and

(c) The Ministry will be the parent Ministry for Communication Officers and all Information and Communications Technology Professionals.

6.3 MINISTRY OF KAMPALA CAPITAL CITY AND THE METROPOLITAN AFFAIRS
6.3.1 Key issues

(i) Service Delivery Challenges
Kampala and the surrounding areas exhibit serious unregulated urban sprawl proliferation of slums, inadequate connectivity and mobility, poor drainage congestion and slum structures. This continued unplanned growth presents challenges/dangers to the future of the City and economic viability of the Metropolitan area in general. These have resulted to the following:

- Over burdening of existing skewed infrastructure
- Poor functionality of Metropolitan systems
- Diminishing people’s quality of life and living conditions
- Destruction of Urban economy.
- Destruction of existing ecological systems,
- Congestion in the City.

(ii) Jurisdictional Ambiguities
There are incessant clash of roles and responsibilities amongst the Offices of the Minister, Lord Mayor and the Executive Director Kampala Capital City Authority. This acrimonious wrangling presents a negative effect on service delivery. There is therefore need to delineate roles and responsibilities of the three offices so that they can exist in harmony.

(iii) Inadequate Structure
The current structure which provides for only 3 staff is simply too inadequate to facilitate the delivery of services prescribed for any Government Ministry under Section Six of the Constitution of Uganda.

(iv) Lack of Clarity in roles
There is lack of clarity between roles of the Minister responsible for Kampala Capital City and Metropolitan Affairs with those of the Lord Mayor in relation to the policy guidance to Kampala Capital City Authority.

6.3.2 Recommendations

(i) Recommended Name
Ministry of Kampala Capital City and Metropolitan Affairs

(ii) Recommended Mandate
To coordinate the formulation and implementation of policies and plans for transforming Kampala Capital City and the Metropolitan areas.
(iii) **Recommended Vision**
To make Kampala Capital City and the Metropolitan areas as a First Class Developed and Attractive Modern City.

(iv) **Recommended Mission**
To transform Kampala Capital City and the Metropolitan areas into a Modern City through coordination of policy formulation and implementation.

(v) **Recommended Key Functions**
1. Providing policy direction on matters related to service delivery in the City and Metropolitan areas;
2. Providing guidance and setting standards for the management of Kampala Capital City and Metropolitan areas;
3. Overseeing the implementation of the Capital City and Metropolitan policies and plans;
4. Supervising, guiding, inspecting, monitoring and coordinating Governance activities of the Capital City;
5. Coordinating affairs of all Governance Institutions in the City;
6. Reviewing budgets of the Affiliated Agencies under the Ministry i.e. Kampala Capital City Authority (KCCA) and the Metropolitan Physical Planning Authority before they are submitted to Parliament; and
7. Establishing and overseeing the operations of the Metropolitan Physical Planning Authority (MPPA).

(vi) **Recommended Structure**
The Ministry shall be headed by Political Leadership and supported by the Permanent Secretary, Office of the President who will be the Accounting Officer. There will be a position of an Under Secretary and a Senior Assistant Secretary to support Permanent Secretary Office of the President on the Administrative issues of the Ministry of Kampala Capital City and Metropolitan Affairs.

The structure of the Ministry is organised as follows:

(a) **Directorate of Physical Planning and Engineering**, with the following:
- Department of Physical Planning;
- Department of Engineering; and
- Department of Architecture.
(b) **Departments and Units**, directly reporting to Permanent Secretary Office of the President are:
- Department of Urban Development;
- Department of Social Services;
- Administrative Support Unit; and
- Legal Unit.

(c) **Affiliated Institutions**
- Kampala Capital City Authority; and
- Kampala Metropolitan Physical Planning Authority.

(vii) **Approved Staff Establishment and Cost Implications**
The recommended staff establishment for the Ministry is **50 posts** and the wage cost implication is **Ug. Shs. 676,687,094**, and the nonwage cost implications is **Ug Shs 3,000,000,000**.

(viii) **Other Recommendations:**
(a) The Kampala Capital City Act 2010 be amended immediately to clarify and delineate the roles and responsibilities of the Minister, The Lord Mayor and the Executive Director; and
(b) The management of the Metropolitan Planning Authority be put in place as soon as possible.

### 6.4 MINISTRY OF DEFENCE AND VETERANS AFFAIRS

#### 6.4.1 Key Issues
(i) There is backlog of both documented and undocumented military pensions and gratuities and Survivors’ benefits that needs to be settled. The magnitude of outstanding pensions and gratuities to be paid to Veterans of Reduction in Force (RIF), Survivors Benefits, ex-gratia and Uganda National Liberation Army stand at Shs. 540 billion. Details of the category and number of beneficiaries and the financial implications of the backlog are as follows:

<table>
<thead>
<tr>
<th>No.</th>
<th>Category</th>
<th>Numbers</th>
<th>Amount (Shs.)</th>
</tr>
</thead>
<tbody>
<tr>
<td>1.</td>
<td>Veterans</td>
<td>37,300</td>
<td>183,468,859,000</td>
</tr>
</tbody>
</table>

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2. Survivors 18,501 319,514,026,327
3. Ex-gratia (balance) 7,662 10,662,536,721
4. UNLA (Ex-gratia) 19,948 26,444,900,000
Total 83,411 540,090,322,048

(ii) Military Veterans are faced with Welfare challenges;
(iii) There is a possibility of internal security threats that could be posed by a large number of disgruntled Military Veterans whose compensation packages have not been paid;
(iv) Troop morale is not boosted by delayed settlement of terminal benefits in recognition for their contribution to the security of the Country;
(v) A Politically conscious, vibrant and active pool of Veterans that are role models to encourage young Ugandans to join and serve in the military is lacking;
(vi) There is lack of a robust and streamlined structure for re-settlement and re-integration of Military Veterans into Civilian life;

6.4.2 RECOMMENDATIONS
(i) Recommended Mandate

(ii) Recommended Vision
A Professional Uganda Peoples’ Defence Forces that is well trained well equipped and which will sustain conditions in the country that enable economic growth, stability, democracy and national unity.

(iii) Recommended Mission
To preserve, defend and protect the sovereignty and territorial integrity of Uganda, guarantee the non-violability of the people’s rights, contributing to regional stability and supporting international peace initiatives, and ensuring the rule of law and good governance.
(iv) **Recommended Key Functions**

(a) Expediting payment of pensions and gratuities through:
   - Verification of claimants, processing files and paying terminal benefits of veterans, survivors’ benefits and compensation;
   - Clearing the backlog of pensions and gratuities and survivors’ benefits; and
   - Paying retired soldiers and survivors already on the pensions’ payroll by 28th of every month.

(b) Addressing Military Veterans’ welfare challenges through re-settlement and re-integration programmes.
   1. Ensuring that the large Veteran population does not pose a security threat to the country.
   2. Coordinating programmes for the smooth integration of veterans into productive civilian life.
   4. Assisting Veterans to access social amenities and facilities such as health services.
   5. Initiating and coordinating income generating projects/programmes that support the economic empowerment of veterans.
   6. Organising and coordinating Veterans to form Productive Associations and social networks for their common good and to foster their cohesion and sharing of positive experiences for socio-economic development.

(v) **Recommended Structure**

The Veterans Affairs portfolio will be managed under the Directorate of Veteran Affairs, headed by a Director with the following Department:

(b) **Military Pensions, Gratuity and Compensation Department**

This is a reconstituted Chieftaincy of Pensions and Gratuity that will be headed by either a Commissioner (civilian) or Colonel (Military)
(b) Veteran Re-settlement, Psycho-socio Support and Rehabilitation Department
The Veteran Re-settlement, Psycho-socio Support and Rehabilitation Department that will be headed by a Commissioner.

(c) Recommended Establishment
The recommended Establishment for the Directorate of Veteran Affairs, including staff of the Office of the Minister of State for Defence and Veteran Affairs/ Veteran Affairs portfolio is 58 posts.

(vi) Approved Establishment and Cost Implications
The implementation of the Directorate of Veteran Affairs requires an additional wage of **Ug. Shs. 540,599,462/=** and on-wage financing of **Ug. Shs. 3,914,917,960/=** giving an overall annual operational total of **Ug. Shs. 4,455,517,422**.

(vii) Other Recommendations
(a) Make the new portfolio of Veteran Affairs a One Stop Centre for all Military Veterans' matters by moving all Military Veterans issues and activities to the Ministry of Defence and Veteran Affairs.
(b) The Pensions Authority should invoke the provisions of Section 24 of the Pensions Act to delegate to the Permanent Secretary, Ministry of Defence and Veteran Affairs powers to grant and approve UPDF pensions and gratuities.
(c) Repeal the Uganda Veterans Assistance Board Act, 1992 and transfer the function for the management of Military Veterans from the Office of the Prime Minister to the Ministry of Defence and Veteran Affairs.
(d) Re-define the term Veteran as “any Ugandan who rendered military service to any of the successive Ugandan Governments and/or liberation Armies as defined in the UPDF Act, 2005; has completed his or her military service and no longer performs active military duties or is deceased and has not been dishonourably discharged from military service of Uganda”.
(e) Amend the UPDF Act, 2005 to cater for the aspects regarding the management of Military Veterans that are not clearly spelt out in the Act.
(f) Review the Defence Policy to accommodate salient issues regarding the management of Veteran Affairs including their resettlement and re-integration into the community, rehabilitation and compensation for
Veterans that were injured, incapacitated or mentally traumatised in the course of duty.

6.5 IMPLEMENTATION OF THE RECOMMENDATIONS ARISING FROM THE REVIEWED MINISTRIES, DEPARTMENTS AND AGENCIES

(i) The Ministry of Public Service will disseminate approved establishment analyses for all the reviewed Ministries, Departments and Agencies for immediate implementation.

(ii) The Ministry of Public Service will produce the Final Restructuring Reports for all the reviewed Ministries, Departments and Agencies.

(iii) The respective Ministries, Departments and Agencies will spearhead the development, abolition, review or harmonisation of identified policies and legislation under their jurisdiction as soon after Cabinet approval.

(iv) Ministries, Departments and Agencies whose wage bill requirements for implementing the recommended structures have either remained the same or have reduced, will implement their structures after Ministry of Public Service has disseminate approved establishment analyses.

(v) Ministries, Departments and Agencies which will require additional wage, will implement their structures, in phases within the Medium Term based on the additional Wage bill requirement of Ug Shs. 70,400,237,500/= in each of the Financial Years 2016/2017, 2017/2018 and 2018/2019.

(vi) Ministries, Departments and Agencies will require budget for non wage as a way of implementing the approved structures.

(vii) Priority will be given to filling the positions that are critical to the successful implementation of the National Development Plan II, and the achievement of the goals of Vision 2040 and Government Priority Programmes.

(viii) The relevant Service Commissions (Public Service Commission, Education Service Commission, Judicial Service Commission and Health Service Commission) will interview and recruit staff based on the approved establishment analyses arising from this exercise.
APPENDICES