



**OFFICE OF THE
LEADER OF THE OPPOSITION**

**ALTERNATIVE POLICY STATEMENT FOR MINISTRY OF PUBLIC SERVICE
FOR FY 2022/23**

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SHADOW MINISTER FOR PUBLIC SERVICE**

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Executive Summary

Section 6E (2) of the Administration of Parliament (Amendment) Act, 2006 empowers Shadow Ministers to present Alternative Policy statement on the floor of Parliament. Parliament. The Public Service has its programmes budgeted under the Vote 005 Ministry of Public Service and Vote 146 Public Service Commission. The Public Service a sector, slow operationalization of newly established administrative structures due to lack of Structures.

Over years, the Public Service been characterised by corruption tendencies exhibited in ghost pension scums, failure to conduct appraisals for public servants causing performance issues, high numbers of civil servants in acting capacities, slow implementation of rationalization of government agencies, limited efforts to build the capacity of planning units within government, gender inequality in recruitment, non-existent District Service Commissions (DSC) in some District Local Governments (DLGs), salary imbalances among others. This hinders the performance of persons and services delivery. The alternative Propositions focuses on

The Alternative Policy Statement advances that Government should fast track the rationalisation process to stop the uncertainty that currently exists in a number of government agencies, Parliament should task MoLG, MoPS and Public service commission to , NIRA and the Ministry of Public service IPPS should be interlinked so as to identify any data mismatch.

The Ministry of Public Service is mandated to develop, manage and supervise the implementation of human resource functions and structures for public servants. While Public Service Commission is mandated to appoint, promote and discipline persons holding public service offices.

List of Acronyms

Bn	Billions
DDP	District Development Plans
DECs	District Executive Committees
DLGs	District Local Governments
DSC	District Service Commissions
GOU	Government of Uganda
HR	Human Resource
LGPAC	Local Government Public Accounts Committee
LGs	Local governments
MoFPED	Ministry of Finance, Planning and Economic Development
MDA	Ministries, Departments and Agencies
MoLG	Ministry of Local Government
MoPS	Ministry of Public service
MTEF	Midterm Expenditure frame work
NPA	National Planning Authority
NBFP	National Budget Framework Paper
PDM	Parish Development Model
PSC	Public Service Commission
SMEs	Small Medium Enterprises
UgIFT	Uganda Intergovernmental Fiscal Transfer
VAT	Value Added Tax

Chapter 1: Background to the Alternative Policy Statement.

1.1. Legal Provisions for Presenting Alternative Policy Statement

Section 6E (2) of the Administration of Parliament (Amendment) Act, 2006 empowers Shadow Ministers to present Alternative Policy Statement on the floor of Parliament. Rule 147 Rules of procedure of Parliament allows Shadow Ministers to submit their Alternative Statement to Parliament by 29th day of March every year.

The Public Service has its programmes budgeted under the following votes: -

- I. Vote 005 Ministry of Public Service
- II. Vote 146 Public Service Commission

1.2. Sector Overview

The Public Service sector is charged with human resource functions. The Ministry of Public Service is mandated to develop, manage and supervise the implementation of human resource functions and structures for public servants. While Public Service Commission is mandated to appoint, promote and discipline persons holding public service offices. Over years, the public service entities have been characterised by corruption tendencies exhibited in ghost pay roll and ghost pension scums, failure to conduct appraisals for public servants causing performance issues, high numbers of civil servants in acting capacities, slow implementation of rationalization of government agencies, limited efforts to build the capacity of planning units within government, gender inequality in recruitment, non-existent District Service Commissions (DSC) in some District Local Governments (DLGs), salary imbalances among others.

This hinders the performance of persons and services delivery.

1.3. Statement Outline

Chapter 1: This chapter provides legal provisions for the preparation of the Alternative Policy Statement by the Shadow Minister for Public Service

Chapter 2: This chapter provides analysis of the Ministerial Policy Statement for FY 2022/23

Chapter 3: This chapter provides the key emergency issues in Minister for Public Service and Key Proposed Alternatives

Chapter 4: Summarises the Alternative Policy Statement

Chapter 2: Situational Analysis of Ministerial Policy Statement

2.1. Budget Analysis

2.1.1. Overview of the Budget Allocation Trend and Projections for FY 2022/2023

The total resource envelope for the FY 2022/23 is projected at UGX. **43,083.2** billion, resources availed to implement planned vote interventions are as follows.

S/N	Vote	Entity	FY2022/23 (Billions)
1.	Vote 005	Ministry of Public Service	26.989
2.	Vote 146	Public Service Commission	10.145

Source: MoFPED

2.1.2. MTEF Budget Allocations for FY 2022/23-27

Ministry of Public Service	Wage (Bns)	Non-Wage (Bns)	Domestic Financing (Bns)	External Financing (Bns)	Total (Bns)
FY 2022/23	4.022	20.019	26.989	0	26.989
FY 2023/24	4.022	20.019	2.948	0	26.989
FY 2024/25	4.022	20.019	2.948	0	26.989
FY 2025/26	4.022	20.019	2.948	0	26.989
FY 2026/27	4.022	20.019	2.948	0	26.989
Public Service Commission					
FY 2022/23	3.274	5.591	10.145	0	10.145
FY 2023/24	3.274	5.591	10.145	0	10.145
FY 2024/25	3.274	5.591	10.145	0	10.145
FY 2025/26	3.274	5.591	10.145	0	10.145
FY 2026/27	3.274	5.591	10.145	0	10.145

Source: MoFPED

In the next five years, Government has no plans of increasing the budget of public service on all components of wage, non-wage, and total Allocations from 2022 to 2027. There is no allocations for development for both Ministry Of Public Service and Public Service Commission.

2.1.3. Analysis of Key Public Service Sector Programmes.

s/n	Programme	Sub programmes	Recurrent (Billions) SHs	Development (Billions) SHs
Public Service	Public Sector Transformation	Strengthening Accountability	5.642	0
		Human resource Management	13.612	2.948
		Government Structures and Systems	4.792	0
Public Service Commission	Public Sector Transformation	Strengthening Accountability	0.703	0
		Human resource Management	2.893	1.281
		Government Structures and Systems	2.281	0
		Decentralization and local recruitment	0.188	0

Source: MoFPED

Only 10.9% of the total budget for Ministry of Public service is going towards development and 89% is allocated for recurrent expenditures. Only% has been directed towards development for Public service Commission.

2.1.4. Sector Compliance to NDP III

s/n	Programme	Sub programmes	NDPiii	Budget FY 2022/23 (billions)
1.	Public Sector Transformation	<ul style="list-style-type: none">- Strengthening Accountability- Government Structures and Systems- Human Resource Management- Decentralization and Local Economic Development	Not indicated	6.065

2.1.5. Compliance With The Parliamentary Recommendations on The NBFP For FY 2022/23.

- a) Parliament recommended the Government to avail the Public Service Commission Shs. 1.2bn for the upgrade of the e-recruitment system
- b) Parliament recommended additional 0.8bn provided to the Public Service Commission to acquire land for construction of office block.
- c) Parliament recommended an increment in the wage bill of Public Service Commission so as to fill the existing vacancies.
- d) Parliament recommended Government to provide shs.127 million to the Public Service Commission to induct the newly appointed member of the 10 city Service commissions.

3. Emerging Issues and Proposed Alternatives.

i. Delayed Rationalization of Government agencies.

In 2018 Government undertook a reform to rationalise her agencies and public expenditure with a view of eliminating structure ambiguities, functional duplications and overlaps, wasteful expenditures and realising savings which could be used to facilitate other critical public services¹. However, to date only the Ministry of Science and Technology has been dissolved while Rural Electrification Agency has been transferred to the ministry of energy. Rationalisation in other ministries and Agencies hasn't taken place. A process which has been over taken by events according to the agreed work plan.

Alternative Proposition.

Parliament should summon the Ministry of Public Service to provide an update and comprehensive road map of the proposed rationalisation. Government should fast track the rationalisation process to stop the uncertainty that currently exists in a number of government agencies and is affecting staff performance and commitment to work i.e. diplomatic relations and pending contracts.

¹ MoPS, 2021. Letter from PS to Accounting officers dated 19th April 2021

ii. **Non-Functionality of District/City Service Commissions.**

Section 54 of the Local Government Act provides that there shall be a District Service Commission for each district.² Out of the 135 District Service Commissions and 10 City Service Commission, only 26 District Service Commission of Buikwe, Bunyangabu, Buyende, Butaleja, Iganga, Kabarole, Kalangala, Kanungu, Kiboga, Kisoro, Kotindo, Kyenjojo, Lyatonde, Mbarara, Mubende, Napak, Nwoya, Omoro, Packwach, Rubanda, Rukiga, Yumbe, Obongi, Rwampara, Masaka and Sironko are fully functional and constituted as per Ministry of Public service Report to the Committee of Public Service and Local Government of Parliament of Uganda.³ Non functionality of the service commissions leads to low work quality, employee stress and hinders service delivery as entities struggle to fulfil their full mandate. Local Governments and Cities continue to grapple with the issue of vacant positions largely attributed to non-functionality of the service commissions and non-existence of District Service Boards that are required to recruit in order to fill the vacant positions, this has worsened the staffing gaps in Local governments. Low Staffing levels in the LGs is one of the major reasons for the poor performance of LGs on various deliverables, for instance staffing of District Engineers stands at 19% for DLGs and 26% for MLGs⁴.

Alternative Proposition.

To support operations of District/City service commissions, Local Governments should budget for adequate funds to support operations of Service Commissions as they play a critical role. Parliament should task MoLG, MoPS and Public service commission to support all the LG accounting officers to establish District/City service commissions however accounting officers who fail to setup District/City service commissions should be penalised.

iii. **Limited Efforts to Build the Capacity of Planning Units Within Government**

There is failure by planning units of various entities to fully quantify planned outputs. This was attributed to the absence of a Monitoring and Evaluation (M&E) function to review work plans and the information entered in the Performance Budgeting System (PBS) by the planners. Additionally 44% of DLGs lack planners

² Ministry of Local government, 1997. "Local Government Act, 1997"

³ Ministry of Public Service, 2021. Public Service Report.

⁴ OPM, 2020. Local Government management of service delivery performance assessment synthesis report June 2021

and 62 of MLGs also lack planners⁵. Non-quantification of outputs/activities makes it difficult to assess the extent to which the entities undertake implementation of the planned activities. This has largely been attributed to limited funding to the Public Service Commission to enable it to fully recruit in all vacant positions in the country.

Alternative Proposition

National Planning Authority (NPA) should work with Ministry of Public service (MoPS) to ensure that all entities have planners recruited additionally government should also consider recruitment of Monitoring and evaluation officers at Local Government to support the planners. Government should task Ministry of Finance Planning and Economic Development to conduct refresher of planners on the Performance Budgeting System and Programme based Budgeting.

iv. Pension Irregularities.

Ministry of finance in a communication to all accounting officers noted with concern that some retired staff are still facing difficulties in accessing their retirement benefits of pension and gratuity despite the decentralization of the management payroll in respective institutions leaving pensioners discontented and dissatisfied with the system that led to accumulation of arrears. Some votes were deliberately inflating gratuity figures, payment of pension and gratuity arrears that are contrary to those cleared for payments, payment of ghost pensioners, some officers are soliciting for bribes from pensioner and have deliberately refused to process pay out for verified pension and gratuity arrears. Some accounting Officers attributed the shortcoming to mainly mismatch of data between NIRA and IPPS interfaces, Delayed access to the pension payroll leads to poor wellbeing of the affected retirees as well as accumulation of pension arrears. This frustrates the efforts in achieving social Protection of the retirees.

Old age poverty is still a major challenge in Uganda and sub-Sahara Africa. UNICEF indicates that over 85% older persons in rural areas live in chronic poverty. According to World Bank development indicators of 2020, the Gross Domestic Saving of Uganda as a percentage of GDP was at 19.241%.⁶ This makes aging a

⁵ Ibid

⁶ Trading Economics, 2022. Uganda-Gross Domestic Savings (%) of GDP. [https://tradingeconomics.com/uganda/gross-domestic-savings-percent-of-gdp-wb-data.html#:~:text=Gross%20domestic%20savings%20\(%25%20of%20GDP\)%20in%20Uganda%20was%20reported,compiled%20from%20officially%20recognized%20sources.](https://tradingeconomics.com/uganda/gross-domestic-savings-percent-of-gdp-wb-data.html#:~:text=Gross%20domestic%20savings%20(%25%20of%20GDP)%20in%20Uganda%20was%20reported,compiled%20from%20officially%20recognized%20sources.) Last accessed 25th feb 2022.

big challenge to Uganda since the saving culture is very low both for formal and informal sector. The government enacted the Pensions Act of 1946 and NSSF Act to establish regulations to grant pensions, gratuities and other allowances that would elevate old age poverty through a decentralised process. However, the process of accessing pension by public servants remains a challenge to date.

Alternative Proposition

NIRA and the ministry of public service IPPS should be interlinked so as to identify any data mismatch well before retirement such that personnel are made aware and asked to rectify the information mismatch. Decentralization of pension payment should be strengthened to ensure timely payment of pensions and gratuities. Special appraisals and audits should be conducted on pension officers and touch penalties sanctioned for anomalies.

v. Gender Concerns In Public Service

The Ministry of Public Service (MoPS) is responsible for providing strategic and managerial leadership on all matters of human resource in Uganda's Public Service at the national and local government levels. This mandate is fulfilled by formulating and implementing enabling laws and policies; and sustaining, managing and overseeing systems, procedures and staffing structures of the entire Public Service. The Ministry of Public Service and the Public Service Commission (PSC) are responsible for ensuring the mainstreaming of gender and equity considerations in matters of recruitment, induction, remuneration, mentoring, capacity development, promotion, deployment, performance assessments, human resource planning, and discipline. At the LG level, the human resource managers under the Chief Administrator Officers' (CAOs) Office, and the District Service Commissions (DSC) in LGs undertake the human resources management responsibilities. The PSC, as well as the MoPS provide technical guidance, and support, monitoring of compliance with policies, laws, and regulatory and practice frameworks.⁷ However, there is inequitable benefits from the payroll between women and men. The assessment of the decentralized payroll reforms in FY 2018/19, showed that men still dominate most positions in the Public Service (August 2019 payrolls). Women make up 37% of the Public Service, whereas the men take up 63% of the positions. Also there is still limited knowledge among HR Specialists and line managers about relevant gender policies, lack of

⁷ <https://budget.go.ug/sites/default/files/BMAU%20G-E%20Policy%20Brief%205-19-Gender%20and%20Equity%20Responsiveness%20in%20the%20Ministry%20of%20Public%20Service.%20What%20were%20the%20interventions%20for%20FY%202018-19.pdf>

support mechanisms to enable women balance gender roles, and a non-gender and equity responsive human resource planning framework. The continued lack of interventions to address these critical issues will lead to persistent gender inequalities in the service.

Alternative Proposition

The MoPS and National Planning Authority should facilitate an inclusive process for the development of the Human Resource Planning Framework. The Ministry of Gender, Labour and Social Development should play a key role in this. There should be an action plan to implement the framework to address capacity gaps and reduce the inequalities. The MoPS and Ministry of Finance, Planning and Economic Development (MFPED) should sensitize HR Specialists, line managers and District Service Commissions about gender and equity responsive HRM practices. The MoPS, MoLG, and MFPED should conduct capacity building for public officers involved in pension payroll management and set performance standards.

4. Conclusion

For Ministry of Public Service and to achieve their indicated objectives. There is need for coordinated efforts between Parliament, MDAs, Executive and key stake holders of Civil Society, Private sector and Development Partners