

**REPUBLIC OF UGANDA**

**PARLIAMENT OF UGANDA**



**REPORT OF THE SECTORAL COMMITTEE ON HEALTH ON THE PETITION  
OF THE FEDERATION OF UGANDA MEDICAL INTERNS CONCERNING  
TRAINING, SERVICE DELIVERY AND WELFARE OF UGANDA JUNIOR  
HEALTH WORKERS**

**DECEMBER, 2019**

OFFICE OF THE CLERK TO PARLIAMENT  
PARLIAMENT BUILDING  
KAMPALA-UGANDA

*[Handwritten signatures and names]*  
Henry Nsububa  
Mukanya  
[Other illegible signatures]

## 1.0 INTRODUCTION

Rt. Honourable Speaker and Honourable Members;

During the House Sitting of 1<sup>st</sup> October, 2019, Hon. Muyanja Johnson (MP) Mukono South Constituency presented a petition of the Federation of Uganda Medical Interns in accordance with Rule 30 of the Rules of Procedure. The petition sought the intervention of Parliament in addressing challenges of training, service delivery and welfare of Uganda that the junior health workers are facing.

Subsequently, the petition was referred to the Committee on Health for consideration.

In accordance with Article 90 (3 a) and Rule 156 (f) of the Rules of Procedure of Parliament, the Committee now reports.

## 2.0 BACKGROUND TO THE PETITION

Over the years, the number of medical interns has been growing gradually from about 200 in the year 200 to about 1170 currently. This is a result of the increase in the universities that produce Doctors, Dental Surgeons, Pharmacists and Graduate Nurses. The different categories that constitute the 1,170 are listed in table 1 below.

Medical interns unlike other categories of interns serve as frontline health workers world over and are regarded as public servants for the duration of their internship.

In Uganda particularly, they play a very important role because of the shortage of health workers across all levels. The most recent WHO report shows the doctor patient ratio of 1:24,000 despite the recommended 1:600 of 2020.

Given our local challenges, the growing numbers of interns should be harnessed in order for the country to achieve the desired targets and also to fill the human resource gap in the health sector.

**Table 1 showing the different categories of Medical Interns in Uganda**

Category	Numbers
Doctors	554
Dental Surgeons	28
Pharmacists	177
Graduate Nurses	331
Graduate Midwives	76
<b>Total</b>	<b>1166</b>

Source: Uganda Medical Association, 2019

In the recent past, these categories of medical workers have had several strikes arising from their working conditions and specifically lack of proper supervision, lack of accommodation, poor remuneration, poor relationship with Ministry of Health and poor working environment. To date these issues have not been addressed to their conclusion.

Currently, a medical intern earns a gross salary/allowance of UGX 940,000 and a net of UGX 700,000 net pay. The most recent industrial action was on 6<sup>th</sup> November, 2017. In their petition,

**Subsequently**, medical interns through their leadership presented their petition with the following prayers:-

1. Government provides a salary scale of U4 to medical interns, as stated by the Uganda Public Service Standing Orders Section B(2) for public servants holding a Bachelor's degree and in line with the salary structure for Uganda Public Service for FY 2019/20 particularly to U4Mmed.1 for intern doctors and pharmacists (a gross of UGX 3m) and U4M-med-2 for intern nurses (a gross UGX 2.2m);
2. Parliament appropriates a supplementary budget to have the required UGX 24.3bn to meet the budget shortfall on their remuneration;
3. The Court Injunction issued by Hon. Justice Ssekana Musa restraining the Ministry of Health from implementing the rotation for medical interns from three (3) months rotation in four Disciplines to Two major Disciplines as a set out in the letter dated 5<sup>th</sup> October, 2018 by the Acting Director General Health Services be respected;
4. All medical interns be given an induction facilitated by the Ministry of Health before the start of the internship;
5. More accommodation facilities be constructed at the internship centres to accommodate all interns and exempt interns from paying water and electricity bills;
6. All Internship centres be stocked with enough supplies, sundries like gloves and other personal protective equipment;
7. Internship rotation issues for pharmacists be handled appropriately.

### 3.0 METHODOLOGY

The Committee;

#### 1. Formulated the Terms of Reference as follows;

- (i) Analysis of the petition and specifically the prayers taking into account the legal, policy and budgetary implications;
- (ii) Drafting and dispatch of invitations to stakeholders for meetings to consider the petition; and
- (iii) Categorized the Petitioners' prayers into four areas namely;
  - (a) Policy
  - (b) Welfare
  - (c) Training and Supervision; and
  - (d) Relationship with Ministry of Health

#### 2. Held meetings with;

- i) Federation of Uganda Medical Interns
- ii) Uganda Medical Association leadership
- iii) Uganda Medical and Dental Practitioners' Council

#### 3. Reviewed relevant literature and documents including;

- i) Parliament recommendations regarding allowances and general welfare of the Medical Interns

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- ii) Government commitments to improving the welfare of Interns
- iii) Annual Health Sector Performance Reports
- iv) Health Sector Development Plan 2015/16 - 2019/20
- v) Health Service Commission Reports
- vi) Public Service Standing Orders
- vii) Appointment Letters for Medical Interns
- viii) Proceedings of the 1<sup>st</sup> National Stakeholders Deliberative Dialogue on the State of Health Professionals' Education and Career Development in Uganda, 2017.
- ix) World Health Organization (WHO) 2013 Report
- x) Court Orders

**4. Reviewed relevant laws and regulations including;**

- i) The Decentralization Statute, 1996
- ii) Public Service Standing Orders
- iii) The Employment Act
- iv) Local Government Act

**4.0 FINDINGS, OBSERVATIONS AND RECOMMENDATIONS**

**4.1 WELFARE**

**4.1.1 Remuneration**

For FY 2019/20, UGX11.43bn was allocated to cater for medical interns. However, the number that was deployed was 1170 interns which would require UGX13.52bn. This figure has been fairly constant over the years requiring the Ministry of Health to redistribute the money to fit the numbers that keep on changing implying that they have to divide the available money to the available intern meaning that each intern takes a gross of UGX 940,000. Therefore, there is no standard amount that is paid to these cadres.

In the Committee of Health Policy Statement Report of FY 2019/20, Parliament recommended that the gross pay for medical interns be raised to UGX 3m as had been advised by the President as starting pay for medical doctors. Unfortunately, Ministry of Finance did not implement this.

The starting salary scale of graduate nurses was recommended to be a gross of UGX 2.2m

**Recommendation**

The Committee that;

1. ***In the short term, a supplementary budget of UGX 17Bn be provided to cater for the remuneration of these medical interns based on their equivalent graduate scales;***
2. ***In the medium term, effective FY 2020/21, allocation for medical interns' allowances be raised from UGX 13.52bn to UGX 35bn.***

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#### 4.1.2 Accommodation

The Committee noted that despite the requirement for medical interns to either sleep or stay onsite or near the site of their work, the bigger number are not accommodated on site. Only 234 out of 1170 are accommodated at their host facilities and these are mainly missionary hospitals.

The Committee visited some interns working in Mulago National Referral Hospital and found them residing in single rooms in Katanga slums of Wandegeya.

A consolidated net package of UGX 700,000 cannot cater for their accommodation, medical, feeding, transport and family demands.

#### Recommendation

The Committee recommends that;

1. **Effective FY 2020/21 all public medical intern hosting facilities who lack accommodation should rent facilities near the hospitals and this should be reflected in their policy statements.**
2. **Government should implement a policy of constructing residences for health workers including medical interns within their campuses.**

#### 4.2 TRAINING AND SUPERVISION

##### 4.2.1 The Rotation Policy

The Committee noted that on 5<sup>th</sup> October 2018, Ministry of Health in a letter signed by the Acting Director General health Services introduced a new policy in the training program for intern doctors. The change required interns to rotate in two major and two minor disciplines for five months and one month (5-1) respectively which the supervisors thought would produce better doctors as opposed to the previous ones.

The Committee thought it was the mandate of the Ministry of Health and the National Internship Committee to determine the course content and syllabus of training since they assess the output

The Interns contend that the new rotation policy was introduced without their consultation and is unfavorable in terms of time allotted to especially major disciplines.

As a result, a case was filed in the High Court under Miscellaneous Application No.814 arising from Miscellaneous Cause No. 835 of 2018 challenging the new policy and on 25<sup>th</sup> January, 2019, the Court issued a temporary injunction barring the Ministry of Health from implementing the rotation for medical interns from three months rotation in four disciplines to tow major disciplines as set out in the new policy.

#### Recommendation

The Committee recommends that;

**Ministry of Health should engage the leadership of the medical interns to come to an amicable settlement.**

*Demurembe* *MBurungu* *Benetongo 4* *Johnstone* *MBurungu* *MBurungu*

#### 4.2.2 Availability of Supervisors at Training Centres

The Committee was made aware that medical interns are supervised by specialist doctors but they are not available in most of government hospitals.

In FY 2017/18, the Health Service Commission Annual Performance Report put 38% and 37% as staffing levels for all specialist positions at Mulago National Referral Hospital and the other Regional Referral Hospitals are filled respectively. For graduate nurses and pharmacists, there are no supervisors at all in all facilities.

#### Recommendation

The Committee recommends that;

1. **Ministry of Health should take all measure to recruit specialist doctors and pharmacists to carry out supervision.**
2. **Effective 2020/21 internship centres without supervisors should be closed.**

#### 4.2.3 Equipment, Medicines and Supplies

The Committee observed that most of the facilities which are Regional Referral Hospitals lack the diagnostic equipment even as simple as ultrasound as report in Mbale. There is frequent stock out of lab supplies, sundries and medicines in all Regional Referral Hospitals. The current provision of drugs only lasts as long as 60% of the required time.

#### Recommendation

The Committee therefore recommends that;

1. **Ministry of Health should fast track the program of equipping Regional Referral Hospital with required the diagnostic equipment**
2. **The budget of National Medical Stores should be increased by UGX 100bn to cater for the supplies deficit.**

#### 4.2.4. Policy

The Committee noted that Ministry of Health, despite demands from Parliament for the last 3 years has failed to produce a National Internship Policy. This is confounded by the lack of a training policy in the Ministry of Health. This has ultimately led to uncoordinated, unsupervised, unmonitored, unregulated training in the sector.

#### Recommendation

The Committee recommends that;

1. **Ministry of Health should produce an Internship Policy before the policy statement**
2. **Ministry of Health should produce a training policy before the next financial year**

#### 4.2.5. Relationship with Ministry of Health

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Interns reported lack of trust and harassment from Ministry of Health. They reported that dissenting voices are transferred to hard-to-reach areas.

The Committee noted that the Ministry of Health no longer conducts induction for interns at the beginning of the rotation. This should previously help supervisors to engage with the interns to discuss expectations of the interns during the rotation

**Recommendation**

**The Committee recommends that;**

- 1. Orientation should be mandatory at the beginning of Internship;**
- 2. The Internship policy should detail the boundaries, expectations and responsibilities of the Medical Interns and the National Internship Committee**

**4.2.6 Planning**

The Committee established that the Ministry of Health, despite availability of numbers from the different universities, does not take into consideration figures of the 5 years forecasts of the expectation of the numbers of interns. This has led to uncoordinated outcomes.

Ministry of Health reports that training of medical students is under the Ministry of Education and it is not their business.

**Recommendation**

The Committee recommends that;

**Ministry of Health and Ministry of Education and Sports should establish inter-sectoral collaboration for better planning**

**4.2.6. Quality of Graduates from different medical schools of the country**

The Committee received various complaints from stakeholders including the Ministry of Health, UMDPC, the UMA association elders' forum and other senior consultants, that the quality of doctors being produced from the medical schools has gone down and that Ministry of Education has failed to regulate the medical schools.

The Committee could however not verify these or confirm these claims.

**Recommendation**

The Committee recommends that;

**All graduates of medical school should all undergo exit exams which will help other medical schools to improve their standards.**

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5 **CONCLUSION**

It is the opinion of the Committee that all concerns raised by medical interns should be addressed to enhance professional training required of medical personnel.

Lack of proper supervision, lack of accommodation, poor remuneration, poor relationship with Ministry of Health and poor working environment should all be addressed and concluded.

I beg to submit.

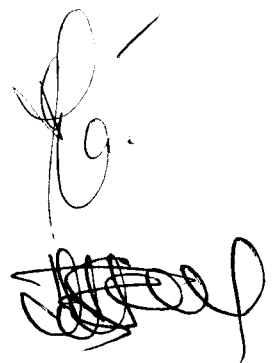


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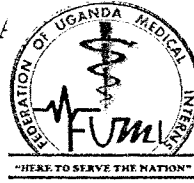


## MEMBERSHIP OF THE COMMITTEE ON HEALTH

NO	NAME	CONSTITUENCY	SIGNATURE
1	<b>Hon. Bukuya Iga Michael- Chairperson</b>	<b>Bukuya County</b>	<i>N. Bukuya</i>
2	<b>Hon. Baguma Spellanza- Vice Chairperson</b>	DWR Kyenjojo	
3	Hon. Ssebikaali Yoweri Joel	Ntwetwe County	<i>Ssebikaali</i>
4	Hon. Atyang Stella	DWR Moroto	<i>Atyang</i>
5	Hon. Kemirembe Pauline	DWR Lyantonde	<i>Kemirembe</i>
6	Hon. Ssembatya Edward Ndawula	Katikamu South	<i>Ssembatya</i>
7	Hon. Nayebale Sylvia	DWR Gomba	
8	Hon. Ayebazibwe Jastine	DWR Isingiro	
9	Hon. Bebona Babungi Josephine	DWR Bundibugyo	
10	Hon. Lyomoki Sam	Workers Rep	
11	Hon. Rwakimari Beatrice	DWR Ntungamo	<i>Rwakimari</i>
12	Hon. Sizomu Gershom Wambedde (Rabbi)	Bungokho North	<i>Sizomu</i>
13	Hon. Ssentongo Robina Nakasirye	DWR Kyotera	<i>Ssentongo</i>
14	Hon. Baseke Fred	Ntenjeru South	<i>Baseke</i>
15	Hon. Kinobere Herbert	Kibuku County	
16	Hon. Dulu Mark Angel	Adjumani East County	
17	Hon. Wakabi Pius Rujumba	Bugahya County	
18	Hon. Turyahikayo Mary Paula	Rubabo County	<i>Turyahikayo</i>
19	Hon. Soyekwo Kenneth	Tingey, County	
20	Arinda Gordon Kakuuma	Bushenyi-Ishaka	

# Annexure I

FEDERATION FOR UGANDA  
FUMI  
P. O. Box 7062,  
Kampala Uganda



MEDICAL INTERNS  
fumidoctors@gmail.com  
Mobile: 0782343789  
Tel: 0702492345

Date: 27 october 2019

## Presentation of petition for interns 2019-2020

The committee chair, members of parliament, good morning ;  
We appreciate parliament for giving us this opportunity to present to the committee.

**Federation of Uganda Medical Interns (FUMI)** is a national federation that provides a forum for medical intern Doctors, Pharmacists and degree Nurses to address issues related to medical practice, health service delivery and welfare during internship. The main goal of internship program is to produce competent, responsible and respectable health care professionals that contribute to improvement of the health services in Uganda and beyond.

It's in that same spirit that we highly commend the Government for its tireless efforts to ensure that quality health services are provided to Ugandans through strengthening and improving the health systems and infrastructures therein. Uganda has made significant progress in the health sector and is poised to pursue and succeed in the achievement of SDGs by 2030.

We note with deep concern that Health worker coverage in Uganda is critically low, despite recruitment efforts by Ministry of Health (see table1). Studies have shown an association between low health worker supply and poor health outcomes. In order to fill this gap, Intern health workers are guaranteed source of labor to save lives of Ugandans suffering from ill health. Interns attending to patients increases the productivity of Ugandans as they return to work and consequently alleviate poverty.

Table 1: Health worker enrolment gaps in public sector.

Cadre	%filled	%gap
Medical Officer	63%	-37%
Dental surgeons	13%	-87%
Pharmacists	37%	-63

Source: Annual Health Sector Performance Report 2014/2015

*Here to serve the nation*

*#Medical interns nationwide*

However, intern health workers in Ugandan have experienced major challenges. there as been many instances of industrial action by Intern Medical Doctors. The key concerns are,

### **Accommodation for medical interns**

Interns are the frontline health workers in the provision of medical services in public health facilities. It is therefore prudent to have them accommodated in close proximity to the health facilities where they are stationed. Unfortunately only 20% of interns are accommodated leaving a large percentage of 80% not catered for.

### **Remuneration for interns**

It's also important to note that Ugandan medical interns receive the least salary compared to their other counterparts in East Africa and beyond.taking kenya as an example, interns Doctors salary is 5.5m ugsh take home, with appropriate accommodation and good meals on site. The salaries of medical workers in Uganda in the 2018/2019 financial year were increased but interns were never considered yet they play a pivotal role in providing healthcare services to the general public.

According to the Uganda public service standing order, section B article (B-b) the basic salary point for a government worker under public service with job specification requiring an honors degree is a U4 which is an equivalent to a gross pay of Ugx 3millions per month, reference to Ministry of Public Service salary schedule FY 2018/2019. Surprisingly a medical intern with all qualifications gets a net pay of Ugx 750,000 which is not even half the salary scale.

### **Rotation policy**

Last year, there was a change in medical internship training program that affected the previous cohort of intern doctors (2018/19) who were made to rotate in two major and two minor disciplines for five and one month respectively. Noteworthy, interns tried to involve the concerned parties diplomatically and were given a deaf ear. They later filed a case and secured a court injunction barring the MOH from implementing the new rotation policy. Reference is made to the court order, miscellaneous application No.814 of 2018 arising from Misc. cause No.835 of 2018 before Hon. Justice Ssekaana Musa given on 25th/01/2019. However, Ministry of Health under looked the judicial arm of the Government and refused to respect the court order.

### **Pharmacists issues**

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*#Medical interns nationwide*

Pharmacists are meant to rotate in four disciplines during their internship, however, evidence on ground indicates that some intern pharmacists spend their entire time in one rotation.

The purpose of this petition therefore is to seek your indulgence in regards to the welfare of medical interns.

### **OUR RECOMMENDATIONS:**

We therefore suggest the following recommendations to better the training of medical interns in the country.

- The government should provide a salary scale of U4 to medical interns, as stated by the Uganda public service standing orders (section B-b no.2) for public servants holding a bachelor's degree. With a salary increment from 750,000/= to at least a U4Mmed-1 for intern doctors and intern phamacists, (3millions gross ) and U4med-2 for intern nurses(2.2m gross), and this is also in reference to the salary structure of the Uganda public service for FY 2019-2020, and the money should be paid every month.

The current stipulated salary for each intern is 11400,000/= per annum, and the total badget on salary for the current 1172 interns is 13,360,800,000/=

With a salary increament to the proposed amount above,  
Avery intern will require 36m ugsh per annum for doctors and pharmacists and 26,400,000/ per annum for nurses , and atotal badget of 42,284,000,000/=on salary for 1172 interns will be required.

We request paliament to appropriate a supplementary budget to have the required 24,423,200,000/= to meet our requested salary increment.

13,628,400,000/= ugsh for intern Doctors (554).

10,794,800,000/=ugsh for intern Nurses and pharmacists(618).

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*#Medical interns nationwide*

Court injunction should be respected and intern medical doctors allowed to rotate for 3 months in each of the 4 cardinal disciplines of Internal medicine, Surgery, Obstetrics and Gynecology and pediatrics, as stated in the Uganda Ministry of Health national internship policy draft, to match our counterparts in other east African countries.

- All medical interns should be given an induction facilitated by the Ministry of Health before the start of internship
- More accommodation facilities to be constructed at internship centers to accommodate all interns. And to stop charging the few interns who get accommodation rent for water and electricity bills.
- All internship centers to be stocked with enough supplies, sundries like gloves and other personal protective equipment.
- 
- Internship rotation issues for pharmacists to be handled appropriately.

Without prejudice to the above, the Federation for Uganda Medical interns is ready to collaborate with the Government of Uganda to ensure better health service delivery across all internship centers.

Yours faithfully;



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**FUMI secretariat 2019-2020**

*Here to serve the nation*

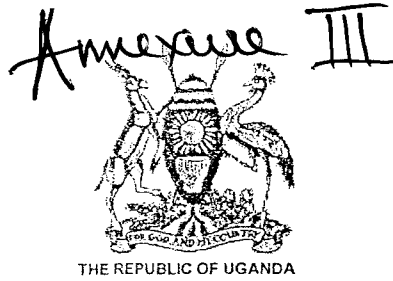
*#Medical interns nationwide*

# Annexure II

## SUMMARY OF THE MEDICAL INTERNS DEPLOYED FOR INTERNSHIP -2019/2020

No.	Name of Centre	Doctor	Dentists	Nurses	Midwives	Pharmacists	Total
1	Arua	22	-	9	3	-	34
2	Bombo	15	-	9	1	3	28
3	Entebbe	19	-	21	4	5	50
4	Fort Portal	19	-	5	5	4	33
5	Gulu	12	-	9	7	6	34
6	Hoima	18	-	8	5	4	35
7	Iganga	4	-	-	-	-	4
8	Jinja	24	-	19	7	6	56
9	Kalongo	5	-	-	-	-	5
10	Kagando	10	-	2	-	-	12
11	Kabale	14	-	11	-	5	30
12	Kalisizo	-	-	4	2	-	6
13	Kawempe	23	-	11	-	7	41
14	KIU	5	-	8	4	10	27
15	Kiruddu	21	-	13	-	8	42
16	Kisiizi	11	-	2	-	-	13
17	Kitovu	7	-	2	1	3	13
18	Kitgum	6	-	1	2	-	9
19	Kiwoko	3	-	-	-	-	3
20	Lacor	23	2	4	4	6	39
21	Lira	14	-	4	3	5	26
22	Lyantonde	-	-	7	4	-	11
23	Lubaga	18	-	5	-	8	31
24	Maracha	-	-	2	2	-	4
25	Masaka	29	-	7	4	5	45
26	Matany	2	-	-	-	-	2
27	Mbarara	41	-	15	-	10	66
28	Mbale	27	-	21	-	6	52
29	Mengo	19	-	3	4	8	34
30	Mityana	10	-	9	-	5	24
31	Mubende	21	-	8	3	5	37
32	Mulago	43	27	54	-	36	160
33	Naguru	30	-	19	4	10	63
34	Nebbi	-	-	1	2	-	3
35	Nsambya	16	-	-	-	6	22
36	Nyakibale	3	-	-	-	-	3
37	Soroti	13	-	2	-	5	20
38	Tororo	-	-	8	-	2	10
39	Virika	4	-	-	-	2	6
	<b>Total</b>						<b>1133</b>

Telephone: General Lines: 256 - 417 - 712260  
Permanent Secretary's Office: 256 - 417 - 712221  
Toll free: 0800100066  
E-mail: [ps@health.go.ug](mailto:ps@health.go.ug)  
Website: [www.health.go.ug](http://www.health.go.ug)



Ministry of Health  
P. O. Box 7272  
Plot 6, Lourdel Road,  
Wandegeya  
KAMPALA  
UGANDA

IN ANY CORRESPONDENCE ON  
THIS SUBJECT PLEASE QUOTE NO. **ADM.100/244/09**

18<sup>th</sup> September, 2019

MBC HB

Dear Sir/ Madam,

**RE: APPOINTMENT AS MEDICAL INTERN**

1. You are hereby offered temporary appointment as a Medical Intern in this Ministry on the following terms:-

Salary: Shs 11,400,000/= p.a.

Date of appointment **1<sup>st</sup> October, 2019**

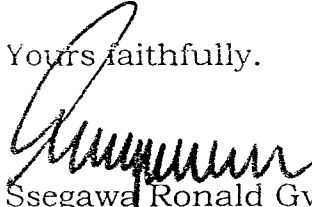
2. The appointment will be for a period of 12 months subject to extension for a further period of services at my discretion and on the advice of the Chairperson, Uganda Medical Internship Committee (UMIC)
3. The appointment is subject to general conditions of service governing appointments on temporary terms as contained in the Uganda Public Service Standing Orders, Section (A-b) 2b (IV).
4. I reserve the right to terminate your appointment without notice in the event of your ceasing to be provisionally registered as a Medical Practitioner or on your ceasing to live in accommodation as approved by the Director/Medical Superintendent.
5. Accommodation will be provided when available in the Residence Mess.
6. When on night duty, non-residents may be provided with rooms in the Residents Mess, or in the hospital.
7. Free medical and dental treatment as regards (fillings and extractions) will be provided in a public health facility.
8. You will be eligible for a maximum of 30 days leave on full pay per annum to be taken during the period of internship.

9: The appointment is also subject to your completing medical fitness form by a Government Medical Officer

If you have not already done so, would you please report for a Medical Examination and the certificate be sent to this Office in due course.

10. If you are willing to accept the appointment on these terms, please complete the duplicate of this letter and return it to me as soon as possible.

Yours faithfully.



Ssegawa Ronald Gyagenda  
**FOR: PERAMENENT SECRETARY**

Cc: The Permanent Secretary  
Ministry of Public Service  
**KAMPALA**

The Registrar  
Uganda Medical & Dental Practitioners Council  
**KAMPALA**

The Registrar  
Pharmacy Professional Council  
**KAMPALA**

The Registrar  
Uganda Nurses and Midwives Council  
**KAMPALA**

The Ag. Director General Health Services

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**ACCEPTANCE OF APPOINTMENT**

I, ..... accept the appointment as a Medical Intern on the stated terms and conditions of service.

Name: .....

Signature: .....

Reg. No. ....

Date: .....