

PUBLIC ADMINISTRATION (GENERAL)

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INTRODUCTION

This paper deals with institutional and managerial problems related to the overall administration of the public services. Some of the issues discussed inter-connect with manpower problems which have been discussed in a separate paper.

2. The approach in this study has been to focus attention on the Key Staff Agencies that provide central guidelines and services, crucial to the effective integration and efficient functioning of the overall administrative machinery of the Government. They are those departments responsible for government-wide planning, coordination, control, administrative guidance, and general management support services. The principal offices include:

- the office of the President, responsible for the overall direction and coordination of public policies;
- the Ministry of Public Service and Cabinet Affairs and the Public Service Commission, responsible for establishment control and personnel administration in the 'traditional' civil service, which is composed of some 24 ministries and several government departments;
- the Ministry of Regional Administration responsible for the efficient and effective administration and management of local government services embracing four administrative regions composed of 23 districts and three sub-districts and a network of local authorities composed for the time being of 26 urban authorities, 130 counties, 620 sub-counties, 360 parishes and 6,590 sub-parishes. The Ministry's responsibilities include general guidance, regulatory functions, planning, financial control, personnel administration, staff training and control of purchasing and supply management in the local government administration;
- the Ministry of Planning and Economic Development, responsible for the overall coordination and integration of national economic planning. The Ministry's responsibilities include the appraisal of general economic conditions of the State; monitoring and evaluation of development projects; and the coordination and integration of economic resources including external technical aid;
- the Ministry of Finance, responsible for financial administration, budgetary control and accounting. Another important central responsibility of the Ministry is the control of government procurement planning, purchases, supplies, sales, and award of contracts, exercised through the Central Tender Board;
- Auditor General's Department, responsible for the audit of all public financial transactions and accounts. The Department's responsibilities include safeguarding the receipt, custody, issue and proper use of government property including stores and securities.

3. The separate papers on financial administration and manpower cover in some detail the major institutional problems of the Ministry of Finance and its constituent divisions, and of the Ministry of Public Service and Cabinet.

ROOTS OF CURRENT PROBLEMS

4. Besides its arduous task of rehabilitating the national economy destroyed during the military regime, the present Government of Uganda faces an equally difficult and uphill task of restoring the effectiveness of the administrative machinery of the public service which also suffered considerable damage during the regime. There were many reasons for this: abuse of authority; disregard for established rules and regulations, part of which remained out of date; organisational and physical problems; and brain drain.

5. The abuse of authority was characterised by the complete disregard for government standing orders, establishment and personnel rules and other administrative instructions authorised by law for regulating and controlling the administration of the public service. The system of management control and public accountability broke down completely, as the Head of Government, his ministers, regional governors and other high level power brokers chose to run the administrative system according to their personal wishes rather than in conformity with accepted practices and procedures. At the height of this system of personal rule, administrative irregularities became rampant and as a consequence, the level of productivity in the public service fell to a very low level.

6. In the establishments and personnel management area, the common experience was for the Head of State, ministers, regional commissioners, and other military ranking officers to side-step the Public Service Commission, as well as the Ministry of Public Service and Cabinet Affairs, and to appoint or dismiss public officials as they wished. Departments became over-established as 'outsiders' were appointed without authority; staff morale fell considerably as the outsiders appointed without authority were made to supersede serving officers who were better qualified; public servants were intimidated for refusing to subscribe to the malpractices of the military rulers. All these generated considerable apathy; many public servants, in the interest of self-preservation, chose to stand aloof and to look on while the system was fast deteriorating.

7. The state of the economy also produced many personnel problems that seriously affected the productive capacity of the public service. A number of public servants were forced to engage in secondary activities to earn extra money to supplement their salaries because of the extremely high cost of living.

8. In the area of financial administration, the experience was no better. The problems in this branch of the administration have been discussed in detail in the paper on financial administration as already pointed out, and therefore need no further elaboration. However, it is pertinent to observe that most of the irregularities in the financial systems including the breakdown in the system of public accountability stemmed from top level abuses.

9. In the procurement and supply management area, the incidence of administrative disorder also stemming from abuse of power and disregard for rules and regulations was equally significant. Ministries and departments side-stepped the Central Tender Board to procure their stores and equipment as well as negotiate contracts for services although the law required the prior approval of the Central Tender Board for (a) the purchase or sale of any government stores or equipment; or (b) entry into contracts for supplies or services or for building and civil engineering works; and (c) any other matter incidental thereto.

10. Another source of problems in the procurement area was that government organisations assumed direct responsibility for purchasing common-use items for which authority was vested in the following agencies:

- Supplies Division, Ministry of Works, in respect of catalogued standard building materials, general maintenance equipment, house-keeping tools etc.;

- Government Print Department in respect of stationery and printing sundries;
- Management Services Division, Ministry of Finance in respect of furniture and office mechanical aids.

11. Individual buying by the different departments undermined the possibility of materials standardisation; it led also to unnecessary duplications and overbuying of certain common items. By avoiding the central purchasing agencies, departments lost the advantage of the expertise that would have guided them in making suitable technical choices in their purchases and contract transactions. The result was the acquisition of materials of poor or the wrong quality. The unallocated stores system as a control and rational mechanism in supply management also became dysfunctional. Similarly, the protective storage in the unallocated stores became empty while some of the purchases procured directly by departments were either stolen or constantly exposed to deterioration due to poor storage.

12. Purchasing and supply management in the parastatal organisations and the local government administration was even more difficult to control due to worse cases of abuse of authority and disregard for stores regulations. Chief executives of public enterprises as well as regional commissioners were reported to have intimidated their subordinates in charge of stores and supplies and forced them to commit numerous illegal transactions. Their accountants were similarly intimidated.

13. Management improvement in the Government which aims at achieving effectiveness in administrative systems and procedures, proved difficult to attain. First the Management Service Division, the central agency responsible for Government-wide O and M and related management improvement work had been too long neglected in terms of staffing, as pointed out in the paper on manpower. In addition its responsibilities were misplaced; it hardly performed any meaningful management improvement work since its main attention had been focused on job evaluation and position grading work, which more appropriately is a Ministry of Public Service and Cabinet Affairs responsibility.

14. Long neglect leading to physical and material deterioration had also been a major cause of administrative ineffectiveness during the military regime. This was exacerbated by the liberation war which left behind considerable damage to property. The war effects included several physically damaged and looted public offices in a number of towns including Kampala and Entebbe, where most government offices are located. The offices concerned have become inoperable, and will take some time to be fully restored. Most of them are functioning with hardly any furniture, office equipment, stationery and other basic items necessary to sustain minimum operational efficiency. Also, getting to the office and back home have become a problem for the majority of public servants due to the breakdown both in the public transport system and the ability of the employing organisations to offer transportation. A substantial number of the official cars were either stolen or damaged during the war.

15. Most of the organisations with which the Commonwealth Team got in touch have requested the immediate restoration of their offices to a minimum level of operational effectiveness. Some of the items requested are listed in Annex 29.1 as an illustration. A comprehensive list is being compiled by the Manpower Public Service sub-committee of the Interministerial Liaison Committee for submission to the Government by the end of July, 1979.

TASK AHEAD

16. Rectifying the anomalies that have been identified requires a series of actions. There are some which require immediate action and others which could be delayed or phased over a longer period of time.

Immediate Action

17. This involves physical restorations which should be accomplished, as far as practicable, before the end of December, 1979. It embraces:

- (a) replacement of basic office equipment such as desks, tables, chairs, typewriters, filing cabinets, safes, stationery and other commonly used materials or equipment peculiar to individual organisations. A partial list of essential requirements is shown in Annex 29.1. It is understood that this need is being partially met by an indent for 900 typewriters which has been already placed by the Commissioner for Management Services. It is also learnt that the Government of Australia has promised some typewriters as an additional supply. The team was informed that tenders were being invited by the Government Printer for the supply of a limited quantity of stationery as a partial solution to the problem. The team was unable to obtain concrete information on action being taken on furniture;
- (b) repairs to damaged doors and windows to ensure security of public and personal property. The Buildings Division of the Ministry of Reconstruction and Rehabilitation claimed to be responsible for this work;
- (c) allocation of minibuses to assist in the transportation of public personnel on duty. A comprehensive list is being compiled by the Manpower and Public Service sub-committee for submission to the Government - Annex 29.1. Partially reflects this need;
- (d) restoration of staff morale and confidence destroyed during the eight years of misrule due to top level abuse of authority, intimidation of public servants and other irregularities previously mentioned. To achieve this would require concrete and convincing evidence of top level integrity, dedication to fair and impartial administration based on the principles of merit and respect for established regulations.

Delayed Action

18. This embraces action requiring gradual accomplishment over the two year period starting from July, 1979, through June 1981 and beyond. The main requirement is to provide for a stronger administrative infrastructure to support the effective execution of government programmes in the different departments, the functions, organisations, structures and administrative procedures of which would also have to be eventually reviewed and improved. The initial requirement would be to review the structure, staffing, institutional relationships and the system of operations of a selected number of functional departments/agencies responsible for central planning, coordinating, controlling, regulating and management services with the aim of making them operationally efficient and effective. The agencies to be covered would include:

- The Office of the President which is the Central Policy Coordinating Agency; the institutional relationships between this office and the Ministry of Public Service and Cabinet Affairs in regard to personnel management in the civil service need redefinition. In the absence of a Secretary to the Cabinet with whom the Commonwealth Team could have discussed this subject, this part of the study remained inconclusive.

- The Ministry of Public Service and Cabinet Affairs, the Public Service Commission and the Management Services Division which are the key control organisations responsible for the personnel and general management improvement of the public service; the weakness in the central machinery for personnel management has been discussed in detail in the paper on manpower.
- The Budget Division, the Treasury and the Data Processing Division of the Ministry of Finance and also the Auditor General's Department from the point of view of financial control, management accounting, and management infrastructure support; the paper on financial administration has covered these agencies and their functions in detail. However, it is stressed that special attention should be focused on increasing accounting capability in the Government as a whole through extensive staff training to cover both departmental financial staff, and Treasury and Audit staff.
- The Ministry of Planning and Economic Development, in regard to its special responsibilities for (a) the development strategy; (b) coordination of external aid and technical assistance and (c) manpower planning.
- The Central Tender Board and associated agencies responsible for the central procurement planning, materials standardisation and control of purchasing and supplies activities. The Agencies concerned include the Supply Division of the Ministry of Reconstruction and Rehabilitation, Government Printing Department and Management Services Division. There is the urgent need to improve the structure, staffing and methods of operation of these agencies as well as redefine their role in relation to procurement and supplies policies and their execution.
- Management improvement expertise at departmental level; this should be fostered through the training of departmental managers and supervisors to acquire working knowledge of basic O and M and other related management improvement techniques.

Planning and Coordination Responsibilities

19. The complex and diversified needs of the national rehabilitation programme demand strengthened planning and coordination capabilities in the Government in order to maximise the use of resources which are extremely limited. For example, there is the need for well integrated development strategies, proper manpower planning, effective coordination of external aid and technical coordination.

20. At present the Ministry of Planning and Economic Development is mainly concerned with project evaluation and preparing papers on the current economic situation. Development Planning naturally has had a low priority. However, when rehabilitation needs have been met, and the main economic distortions have been corrected, the Government will naturally want to evolve a dynamic machinery for preparing and updating its development strategies. Helping in this task would be one of the main tasks of this Ministry.

21. A crucial point is that development planning is useless if (as is so often the case), it means retiring from routine work for several months and producing a published Plan showing projections of investment and output. A set of projections may be useful

for ensuring consistency between departmental targets and there may be political advantage in publishing these. But these are purely subsidiary activities. To help the Government formulate a long-term strategy and implement it means acting like a 'think-tank', being in day-to-day touch with ministers taking decisions that affect the pattern of development. These are not only, or even mainly, decisions about investment; decisions on wages, exchange rates, producer prices, transport systems, the scale and content of education etc. also determine a country's development. Briefing ministers on the implications of these is far more important than publishing 'Plans' which usually soon become out-of-date.

22. There are various mechanisms for meeting the above requirements. For example, special Cabinet sessions on papers prepared by the Ministry of Planning inter-ministerial committees, and planning units in various departments reporting to the Ministry; but none of these works unless the political leadership feels the need for a coherent development strategy.

23. The gradually increasing importance of development strategy needs to be anticipated early in the rehabilitation period. Its statistical requirements are dealt with in the paper on statistics. But in addition, towards the end of the year, a team should be formed and given the task of preparing basic papers on development options, covering both social and economic aspects, as a run-in to the task of planning. This can and should be done by Ugandans - no external assistance is needed, though training periods overseas at suitable centres would help in this period of preparation.

24. Also, the role of the Ministry of Planning and Economic Development as the central agency for coordinating and regulating external aid and technical assistance is expected to expand tremendously and become most complex during and after the period of rehabilitation when the Government expects to receive assistance from several international and bilateral donor organisations. Currently, this responsibility is exercised by an inter-ministerial committee chaired by the Permanent Secretary, Ministry of Finance. The Committee is serviced by the Ministry of Planning and Economic Development through a small secretariat staffed by five officers. The present arrangements need improvement.

25. It is recommended that the Committee meets as frequently as possible to review and up-date its rules and procedures for negotiating, vetting, coordinating and utilising foreign aid and technical assistance. It is further recommended that the secretariat which services it be re-constituted into a permanent department suitably enlarged and be recognised as the main liaison between the Government and representatives of donor countries and international organisations.

26. The membership of the Inter-ministerial Technical Coordination Committee (see preface) may be also re-constituted to include the following core members: Permanent Secretaries, Planning and Economic Development; Finance; Foreign Affairs; Public Service (Establishments); Education; Reconstruction and Rehabilitation; Agriculture and Commerce.

POLICIES AND RESOURCES

Policies

27. The initial policy action towards the accomplishment of the tasks identified would be for the Government to issue a statement to be amended from time to time as necessary which clearly defines the powers, responsibilities and functions of the various ministries and larger departments as well as the institutional relationships among them. This action would assist public servants to better understand their responsibilities within the Government. It would also provide a general guide to the public, and assist them in their dealings with the Government as a body and its various agencies.

28. The second major policy would be to appoint a permanent Administrative Reform Commission to be responsible for the continuing review of the overall administrative system of Government, and to put forward proposals for improving the efficiency and effectiveness of the public services. The reform should focus attention on strengthening the capabilities of government at different levels and in different sectors, in planning, financial control, management improvement, personnel management, procurement planning and purchasing and supply management.

29. The membership of the proposed Administrative Reform Commission may not exceed 10 persons, and should be drawn from specialists with background in any or a combination of the following subject areas.

- Machinery of government policy analysis and government organisation planning
- Development planning and project management
- Administrative rules and regulations
- Public finance and accounting
- Auditing and management control
- Management systems analysis
- Training and staff development
- Purchasing and materials management
- Information management and data processing

Resources

30. Two sources of inputs are needed to implement the policies to be initiated. The Government of Uganda would be expected to provide the initial inputs. But some external assistance may be needed in order to assist the proposed Commission to carry out its work. The allocation of contributions in terms of manpower are expected roughly to be as follows:-

(a) GOVERNMENT OF UGANDA INPUTS

- Appointment of a Minister of Public Service and Cabinet Affairs who will provide a direct link between the Cabinet and the proposed Administrative Reform Commission and also secure for the Commission, the necessary political support. The post of Minister of Public Service and Cabinet Affairs was vacant during the mission of the Commonwealth Team. The post was established by the Public Service Act of 1969.
- Appointment of members of the proposed Administrative Reform Commission. It has been proposed that the membership should not exceed 10 officials.
- Allocation of secretariat support to the Commission. It is suggested that the Ministry of Public Service and Cabinet Affairs should provide the required services.

(b) EXTERNAL ASSISTANCE INPUTS

- Seven experts specialised in the different fields of administrative reform as specified above to assist set up and 'run-in' the proposed Administrative Reform Commission for an initial period of one year, commencing from about January 1980.

31. The other major input would be for the President to invite his cabinet ministers and top public service advisors comprised principally of permanent secretaries to a half-day Round Table Conference to exchange ideas on the challenges of reconstruction and rehabilitation and to consider possible alternative strategies for coping with some of the problems to be identified as major hindrances to effective public administration. The conclusions of this Conference may be made available as a guide to the proposed Administrative Reform Commission. A suitable time for this Conference would be between now and December, 1979.

32. It is further suggested that the Minister for Public Services and Cabinet Affairs be made responsible for preparing the programme for the Conference with the assistance of the Vice-Chancellor, Makerere University. It is also recommended that the principal speakers at the Conference may include at least one expert from abroad who is eminently conversant with the peculiarities of government of machinery and public institution building in developing countries, as well as problems of development administration. The Executive Secretary of the UN Economic Commission for Africa

would seem to be a well-suited person for this highly responsible assignment.

33. It is expected that the proposed Conference would strengthen the rapport between the Government policy makers and their advisers and also serve as a morale booster in the Ugandan Public Service as a whole. In this context, each Minister may wish to arrange a similar Conference with his heads of departments, and other top executives within his portfolio.

Partial Assessment of Immediate Office Equipment and Supplies Needs of Ministries and Government Departments

Min./Dept.	Division	Type- writer	Dupl. Mach.	Photo Cop.Ma.	Filing Cabinets	Desks	Tables	Chairs	Stencil Papers	Carbon Papers (Reams)	Typing Papers (Reams)	File Covers (Pockets)	Dupl. Paper (Reams)	Acct.& Add.Mach.	Fans	Bicy- cles
1. Justice	All Divisions	88	3	1	119	100	107	358	206	920	97000	4050	-	13	-	-
	Judiciary & NT	161	22	11	110	-	312	595	200	200	20000	1500	-	33	-	-
2. Prisons	HQ	17	1	-	5	4	5	160	40	10	100	200	100	8	20	-
3. Information & N.G.	All Divisions	51	8	2	40	22	52	313	910	100	370	100	2400	-	-	-
4. National Recon. & Rehab.	All Divisions	53	4	2	115	85	80	115	530	7300	7300	5600	-	-	-	-
5. Labour	Social Security	45	13	1	102	55	123	663	30	40	150	1000	104	-	-	-
6. For. Affairs	HQ	12	-	-	13	9	13	31	85	50	2000	3000	-	2	-	2
7. Education	All Div. & Schools	324	6	8	328	13815	634	513	617	209	2428	714	-	-	-	-
8. Public Service	IPA	11	2	2	10	10	10	30	65	150	65	300	300	3	50	3
	HQ & PSC	27	2	3	28	53	23	137	450	260	1000	1000	600	8	-	-
9. Defence	HQ	27	4	114	-	-	-	-	300	-	-	-	-	26	-	-
10. Animal Resources	Fisheries	26	5	1	29	21	20	46	60	28	54	1700	-	20	-	-
	HQ & up country	60	5	2	50	100	50	200	200	300	400	200	-	50	-	-
11. Health	HQ & up country	165	53	8	250	130	311	2273	550	550	550	2500	-	-	-	-
12. Planning & Ec. Dev.	All Departments	9	2	2	14	26	17	55	35	9	20	200	-	-	-	-
13. Tourism & Wild Life	Game	7	11	11	53	50	66	95	60	66	93	530	-	120	-	-
14. Agriculture & Forestry	HQ	171	86	62	469	311	325	1651	1728	949	1494	8020	-	61	-	830
	Forestry	48	32	6	400	-	-	13	41	1300	4300	2108	-	-	-	-
15. Lands & Surveys	Water Develop.	26	3	2	24	6	95	284	100	50	250	1000	-	20	-	-
	Geological	-	1	1	-	-	-	-	-	-	-	-	-	-	-	-
16. Education	Tech. Institutes	60	30	15	150	100	60	200	3000	7560	7500	15000	15000	33	-	-
	Sec. Schools	120	120	100	120	100	100	600	6000	600	3000	12000	-	-	-	-
	ITC	50	33	33	200	4000	800	6000	4000	100	300	8500	140	-	-	-
	Primary Schools	3500	1000	300	5000	10000	4000	2400	2500	15000	15000	50000	-	-	-	-
	National Curv.DC	15	5	3	50	40	20	100	500	200	500	500	100	268	-	-
17. Internal Affairs	All Departments	9	4	1	29	13	28	70	34	44	90	29	-	387	-	-
18. Cooperative & Mktg.	HQ, Unions & Soc.	131	8	4	163	310	10	1255	-	-	-	-	-	-	-	-
19. President's Office	Printing	10	2	1	25	20	-	-	-	-	-	-	-	-	-	-
20. Regional Admin.	All Divisions	876	75	72	1030	798	310	3231	-	-	-	-	-	-	-	-

Indicative List of Departmental Technical Equipment and Miscellaneous Supplies Needs

No.	Ministry/Department	Description of Requirement	Quantity or Value
1.	<u>Public Service</u>		
	(a) Headquarters	Staff Cars	3) Details with the
	(b) IPA	- do -	2) Manpower & Public
		Minibus	1) Service Sub-
	(c) PSC	Staff Car	1) Committee
2.	<u>Ministry of Health</u>		
	All Divisions	Office Furniture	-do-
3.	<u>Ministry of Education</u>		
	Technical Schools	(a) Carpentry & joinery tools) (b) Fitter machinist tools) (c) Plumbing tools) (d) Electrical) (e) Blocklaying tools) (f) Pointing & decorating tools) (g) Mechanical tools)	-do-
4.	<u>Lands and Surveys</u>		
	Geological Surveys and Mines	(a) Chemicals) (b) Laboratory Equipment) (c) Office Stationery and Equipment)	-do-
5.	<u>Ministry of Cooperatives and Marketing</u>		
	(a) Headquarters	(a) Lorries)	
	(b) Unions	(b) Cars)	
	(c) Cooperatives	(c) Iron Sheets) (d) Coffee Millers) (e) Land Rovers) (f) Tarpaulins)	-do-
6.	<u>Ministry of National Reconstruction and Rehabilitation</u>	(a) Lorries) (b) Tippers) (c) Land Rovers) (d) Construction Equipment) (e) Septic Tank Emptiers & Rehabilitation) (f) Pick-ups) (g) Office Furniture & Equipment)	-do-
7.	<u>Office of the President</u>		
	Printing	(a) Printing Equipment) (b) Engineering Workshop Equipment)	-do-
8.	<u>Ministry of National Resources</u>		
	Fisheries	(a) Marine Engines & Spares) (b) Gillnets) (c) Textbooks on Fishing Technology) (d) Marine Workshops)	-do-

No.	Ministry/Department	Description of Requirement	Quantity or Value
9.	<u>Ministry of Provincial Administration</u>		
	(a) Field Administration Service	(a) Furniture and Equipment)	Details with the Manpower & Public Service Sub-Committee
		(b) Stationery)	
	(b) Inspectorate Sections	(c) Ambulances)	
		(d) Tippers and other Vehicles)	
	(c) Urban Authorities	(e) Battery Chargers)	
	(d) Headquarters	(f) Technical/Productive)	
	(e) Town & Regional Planning	Requirements)	