

Corruption and Good Governance in Local Governments: Empowering Communities for Proactive Action

Kyotera County, Rakai District

BASELINE SURVEY REPORT For Transparency International Uganda

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EXECUTIVE SUMMARY

This report presents the findings of the baseline survey of a project entitled *Corruption and Good Governance in Local Governments: Empowering Communities for Proactive Action*. The overall objective of the project is to create civic responsiveness among the communities of Kyotera County to be able to demand transparency and accountability from their leaders. This baseline survey was conducted to generate information that will be useful not only for planning of interventions but for monitoring and evaluating the impact of interventions that will be designed and implemented in the project.

The specific objectives of the survey were to document the nature, magnitude and severity of corruption in the target area and possible causes; examine the level of awareness of the community members and their leaders about the problem of corruption in the district; identify Current initiatives by leaders, the community and other anticorruption actors to eradicate corruption; assess and document the capacity of the people in the target area to participate in curbing corruption; document the disbursement and utilization of PAF Funds in the project area

Case study and descriptive designs were adopted as methodologies to execute the study. Both qualitative and quantitative approaches were employed. The study area was mainly Kyotera County, which is the project area, and Kooki County where the district headquarters is located. The study population constituted women, men, elderly persons, and youth to represent all the adult age groups in the project area. District officials, extension workers and community leaders were targeted as key informants. Non-probability and probability methods of sampling were used. A random sample of 144 persons was selected randomly from the two sub counties of Kyotera Town Council and Kasali. In total 58 respondents were from Kyotera TC and 86 were from Kasaali. Participants for the FGDs were purposively selected with the help of local leaders in the sampled villages. Key informants were purposively selected from government Ministries and departments; NGOs to help clarify information obtained from the various policy documents and community members. The study used four major methods of data collection, namely Focus Group discussions, personal interviews, Key informant interviews and documentary review. Qualitative secondary and primary data was analyzed by content analysis along the major themes expressed in the TOR and from the data. Quantitative data was entered into the computer and analyzed using the SPSS computer programme. Frequencies were run and interpretations derived.

Forms of corruption in the district include bribery, extortion, nepotism, embezzlement of public funds and abuse of office; political discrimination; forgeries and falsification of documents. Bribery is manifested in the award of contracts, pre-qualification and the tendering process, administration of justice and payment for services. The practice of bribing is present in almost all sectors of service provision in the district, although discussions with the study participants tended to mostly highlight bribery in the health sector. Abuse of office where public officers use their positions and offices to gain fraudulently is also prevalent in the district. This has impacted on the access and quality

of services provided to ordinary people. Within the health sector, health workers reportedly steal drugs from government health units, which they later sell in privately owned clinics. Misappropriation or diversion of public funds is also a common practice. District employees use their positions to swindle public funds. Nepotism was reported as another form of corruption that features in the recruitment process. It was reported to lead to inefficiencies in the functioning of affected units. Political discrimination is an emerging type of corruption. Services are only provided to people who are associated with a particular political group. This threatens people's rights of association, as they may opt to associate to parties on the basis of anticipated gains as opposed to personal conviction. Forgeries and falsification of documents including academic documents, receipts and invoices is also a practice in the project area,

Corruption is largely attributed to the immense financial pressure that confronts political leaders who hold elective offices and the inadequate salaries paid to public servants. Greed and break down of morals was also identified as a cause of corruption.

Regarding the severity and magnitude of corruption in the district, findings show it has had an impact on the quality of service provision and the ability of the people to access services. People in need of services may not be able to access them if they lack the ability to bribe the service providers. In addition, unqualified persons are given jobs leading to incompetent staffs that are unable to deliver services of a desirable quality. Corruption erodes public confidence in government to serve its citizens and meet their basic needs. 97% of the respondents agreed that corruption reduces people's confidence in government.

Corruption in the project area has had its toll on development. Funds meant for the provision of services that are associated with development are instead embezzled. The communities in the project area partially attribute lack of development to corruption. Although there were slight variations, study respondents strongly agreed with the assertion that corruption hurts the national economy. Study respondents reported that government loses a lot of revenue through corruption practiced by the URA and immigration department. The project area's proximity to the border with Tanzania brings people, particularly the traders in contact with the two government departments. Corruption is also perceived as one of the causes of poverty at household level. In this regard, it was reported that individuals are forced to sell off their assets to raise money to pay bribes and to buy justice.

Leadership and Governance in the project area is compromised by corruption. As a result of corruption, incompetent people are appointed to positions of leadership. Such officials will make poor decisions which means that development of the district will lag behind. There appears to be a culture of social tolerance of corruption within the community. The pervasive nature of corruption has led to a paradigm shift in that people are increasingly accepting corruption as part of normal life. It was reported that people expect officials who hold positions that provide them with the power to misappropriate funds to do so. As a consequence, when individuals are appointed to positions, they maximize the

opportunity to accumulate as much wealth as they can. People see corruption as an escape route out of their problems as well as a facilitating factor in moving things in their favor. People have grown accustomed to paying bribes to get systems working in their favor. This is seen as a way of side stepping the delays that are characterized by the bureaucratic processes met in conducting trade and business.

One of the effects of corruption is an increase in crime rates. Instead of retribution and reforming criminals, the corruption in the system, particularly at the level of the police where cases are reported, renders it ineffective. Such a system instead breeds more crime as offenders increasingly realize that there are loopholes, which they can exploit. Subsequently, instead of being repentant and reforming their behaviour, they instead begin to engage in criminal activities with impunity.

The study documented participants' experiences with projects where corruption was suspected, knowledge of anti-corruption laws and institutions that are provided for to address corruption. The selection of beneficiaries for CHAI project and Entandikwa Credit Scheme was said not to have been transparent and was marred by impartiality. Among the district leaders, there is an acute awareness that the tendering process is marred by corruption. Award of tenders is based on personal and selfish considerations particularly in expectation of kickbacks from contractors.

There is an apparent lack of knowledge among community members and leaders on anti corruption laws. Generally community members and leaders have scanty knowledge on institutions that address corruption. Institutions mentioned by respondents include the Police Force, IGG, URA, IMF and UTODA. Respondents lack confidence in the Police as an organ that responds to corruption. There is a strongly held belief that the police lack the commitment to address corruption. Among the local leaders, the existence of a Procurement Committee at the district was cited as an institution to address corruption. However the capacity of the committee to effectively execute its role was doubted. The IGG was also identified as an institution that is charged with the responsibility of corruption. However knowledge of the IGG is not widespread among the community members and is more common among the district officials.

The study findings show that there is no formal initiative to address corruption in the project area. All the existing initiatives are implemented within the framework of the existing laws and policies. These include increased inspection of projects and auditing. The CAO's office was reported to encourage the population to report cases of corruption for action, although it was not clear how this was actualised.

The roles of ordinary people in curbing corruption were identified as reporting corruption, participation in monitoring funds and development activities, initiatives to desist from offering bribes. The baseline survey investigated the knowledge required by

local communities if they are to play an effective role in curbing corruption. The knowledge required was identified as skills in investigation and anti corruption laws.

Ordinary community members demonstrated ignorance of PAF funds. Information from key informants indicate that PAF funds in the district are used for Road maintenance, Primary education (School Facilitation Grant), Primary health care, i.e. planning health units and immunization as well as water and sanitation. There are attempts to involve the ordinary people in planning for the utilization of PAF funds. However these attempts are nominal and may not translate into meaningful participation for communities. Discussions with the district officials show that local people are involved in the process of identification of needs and priorities. The local people may also be provided with information on the amount of resources that the district receives under PAF. However the decisions pertaining to the allocation of the funds are limited to the local government authority. Majority of key informants support the involvement of local people in the monitoring of PAF funds. However they make proposals for the limitations of their participation. It is believed that the participation should not extend to technical aspects to avoid confusion.

The following recommendations are made by the baseline survey report:

- The project implementation team must identify leaders and officials who are nationalistic and interested in curbing corruption and forge partnerships with them for purposes of implementation of the project.
- The high prevalence of corruption in the district and the apparent acceptance of this behavior demands a review of the value system held by the population. The project should consider integrating components of value education such as honesty, integrity, and positive attitudes towards work; nationalism in all sensitization activities.
- There is urgent need to build capacity in the project area for responding to the problem of corruption through sensitization and training. Local populations need training in investigation skills. It is also important to develop modules for sensitization that emphasize the effects of corruption on the local communities for people to appreciate how it impacts on them.
- There is need to review the current interventions that address corruption i.e. supervision, audition and interventions by the CAOs office with a view of identifying their effectiveness in fighting the problem. The project should consider how it can improve and build on the existing initiatives to curb corruption.
- There is need to supplement the use of the media as a major source of information on corruption and its associated problems in the community. Community dialogue meetings should be integrated within the project, to disseminate information to the population, stimulate feedback and positive action to fight corruption.
- Instead of creating new structures altogether, the project should consider identifying and working through already established Community Based Organizations. These organizations are already on the ground, have existing structures and capacity, which can be exploited by the project to mobilize communities

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ACRONYMS

CAO	Chief Administrative Officer
CHAI	
DPP	Director of Public Prosecutions
HIPC	
IGA	
IGG	Inspector General of Government
IMF	
NGO	Non-governmental Organization
PAF	Poverty Action Funds
KII	Key Informant Interview
FGD	Focus Group Discussion
TC	Town Council
TDMS	
UACP	
URA	Uganda Revenue Authority
UTODA	Uganda Taxi Owners and Drivers' Association
TIU	Transparency International Uganda
TOR	Terms of Reference

1.0 BACKGROUND AND METHODOLOGY

1.1 Introduction

This report presents the findings of the baseline survey of a project entitled *Corruption and Good Governance in Local Governments: Empowering Communities for Proactive Action*. The overall objective of the project is to create civic responsiveness among the communities of Kyotera County to be able to demand transparency and accountability from their leaders. It is expected that at the end of the project, communities in Kyotera County in Rakai district will have knowledge and skills to monitor, detect, investigate and report corruption in Local Government Development Programmes. Further the project aims at sensitising communities about their rights, duties and obligations to advocate for transparency and accountability in the implementation of Local Government development programmes. This baseline survey was conducted to generate information that will be useful not only for planning of interventions but for monitoring and evaluating the impact of interventions that will be designed and implemented in the project. This section presents the background to the baseline survey and the methodology used to conduct the survey.

1.2 Background

Corruption poses a major challenge to the attainment of good governance and the Millennium Development Goals in Uganda today. The politicians at local and national levels come to office through a process tinted with vote buying and other related malpractices underpinning corruption. Whereas the government is committed to fighting corruption, its efforts are constrained by lack of funds and staff to do everything on their own. This project is a deliberate effort to complement government initiatives in the fight against corruption for improved service delivery.

Psychological studies (Jeremy Pope 2000) show that insecure politicians/leaders look for kickbacks or down right extortion and plunder to quickly amass wealth when they still have the opportunity. This situation is exacerbated by a weak and ignorant civil society, legal and institutional framework among others. Most politicians have deliberately therefore ignored the sensitization of the civil society for fear of waking them up from this ignorance or else they will demand for accountability. No one can play the roles of a player and a referee satisfactorily.

In a research conducted by Transparency International Uganda, *“The Impact of Political Corruption on Resource Allocation and Service Delivery in Local Governments in Uganda”*, in 2004, it was found out that one of the major causes of corruption in local governments is weak civil society. The end result of a weak civil society is the powerlessness to influence and foster adherence to the principles of transparency and accountability in the management of local government affairs and resources. The report reveals that, lower local governments and School Management Committees do not vet firms that are awarded contracts, nor can they stop them from continuing where the work is found to be of poor quality.

The report points out that, communities in Rakai are also unaware of their role to check corrupt leaders. They also lack the power to influence the delivery of services because of fear of certain politicians. Many of the Councillors in the District Councils are semiliterate. They have no capacity to discern manipulations by the Chairman or the CAO and so priorities set by the Local Governments are irrelevant to the needs of the community and yet Council passes them unchallenged. For example a basketball court for Kalisizo Town Council in Rakai district funded by Rakai Health Sciences Institute was hiked from eight million shillings to sixteen million shillings and yet such an investment is not relevant to the immediate priority needs of the new Town Council and local communities.

The target communities and groups in Rakai therefore need awareness on the magnitude, causes, and effects of corruption. They need skills for detection, exposure, prevention and deterrence of corruption. They also need knowledge of their rights, duties and obligations, ethical values and integrity so as to be aware of what is expected of them and their leaders.

Fighting corruption and establishing good governance in Uganda requires enhancing the role of Civil Society in demanding for accountability from government through sensitization on people's rights and entitlements and to tackle the basic questions on power, accountability and participation.

The weak civil society to play its oversight function poses a big challenge to the fight against corruption. The situation is exacerbated by lack of investigative journalists, with specialized training in reporting on corruption and good governance. Worse still most recently elected local council executives are not only new in office but are grossly ignorant of their civic roles for good governance.

Whereas provisions exist in the constitution of Uganda, the Local Government Act, the Leadership Code, the Water Statute/policy, the IGG statute to mention a few, majority of Ugandans and Rakai in particular do not know.

It is against these facts that Transparency International Uganda is implementing a Programme to sensitize, educate, empower, and mobilize the civil society, communities and local leaders in Kyotera County to effectively demand for accountability. This Project is a deliberate effort to complement government initiatives in the fight against corruption through sensitizing and empowering local communities to demand for transparency and accountability from their leaders.

1.3 Objectives of Baseline Survey

The specific objectives of the baseline survey were as follows:

- a. To document the nature, magnitude and severity of corruption in the target area and possible causes
- b. To examine the level of awareness of the community members and their leaders about the problem of corruption in the district
- c. To identify Current initiatives by leaders, the community and other

- anticorruption actors to eradicate corruption
- d. To assess and document the capacity of the people in the target area to participate in curbing corruption
 - e. To document the disbursement and utilization of PAF Funds in the project area

1.4 Methodology

Study Design

The study utilized case study and descriptive designs. The study was mainly qualitative in nature although quantitative approaches supplemented the data collection and analysis.

Study Area

The study area was mainly Kyotera County in Rakai district, which is also the project area, although Kooki County where the district headquarters is located was also included in the baseline. Two out of seven sub counties were purposively selected for the study namely Kyotera town council and Kasali Sub County. Kyotera Town Council was selected based on its centrality and volume of development activities. It is also the administrative headquarters for the county. Kasali Sub County, which is relatively rural, was selected with the guidance of local authorities. It is renowned for corrupt tendencies. Some of the respondents particularly the district officials were located at the district headquarters in Kooki County.

Study Population

The study population constituted women, men, elderly persons and youth to represent all the adult age groups in the project area. In addition to the above district officials, extension workers and community leaders were targeted as key informants. These were important for validating findings from discussions with communities and further providing an overview of their experience in respect to community knowledge on land issues.

Sample Selection of Respondents

Non-probability and probability methods of sampling were used. A random sample of 144 persons was selected randomly from the two sub counties of Kyotera Town Council and Kasali. In total 58 respondents were from Kyotera TC and 86 were from Kasaali. Participants for the FGDs were purposively selected with the help of local leaders in the sampled villages. Key informants were purposively selected from government Ministries and departments, NGOs to help clarify information obtained from the various policy documents and community members.

Methods of Data Collection

The study used four major methods of data collection, namely Focus Group discussions, personal interviews, Key informant interviews and documentary review.

Focus group discussions and personal interviews

The major method of data collection was the focus group discussion. These were useful in generating qualitative data for the survey. A total of six focus group discussions were conducted as follows:

Sub county	Category of FGD
Kasaali	Males-adult population Students-Kyotera Town School Students-St. James Secondary School Men and Women, Mitukula Village
Kyotera	Youth, Kasaali Sub County Men And Women, Bukalasa Village, Nkenge Parish Kassali Sub- County

Personal interviews

Individual interviews were conducted with randomly selected individuals in the selected villages. In total 144 respondents were included in the sample. The personal interviews were useful in providing quantitative data for the study. The table below shows the details and socio-demographic characteristics of the respondents who participated in the personal interviews.

Table 1 Socio-Demographic Characteristic of Respondents

Socio-demographic Characteristic	Male (Freq)	(%)
Sex (N=144)		
Male	69	47.9
Female	75	52.1
Age (N=144)		
<18	13	9.1
19-24	41	28.7
25-29	44	30.8
30-34	20	14
35-39	7	4.9
40-44	6	4.2
45-49	2	1.4
50-54	8	5.6
55-59	1	0.7
60+	1	0.7
Ethnicity (N=)		
Muganda	112	78.3
Munyakole	16	11.2
Rwandese	8	5.6
Muziba	3	2.1
Munyambo	2	1.4
Others	2	1.4
Level of Education (N=144)		
Primary	56	38.9
Lower Secondary	63	43.8
Upper Secondary	8	5.6
Tertiary	12	8.3
None	3	2.1

Socio-demographic Characteristic	Male (Freq)	(%)
Other	2	1.4
Setting of Usual Residence (N=144)		
City/Town	53	36.8
Trading Center	43	29.9
Village	46	31.9
Missing	2	1.4
Main Activity (N=144)		
Peasant Farmer	30	20.8
Livestock farmer	3	2.1
Business Person	35	24.6
Public Officer	12	8.5
Casual Labourer	16	11.3
Housewife	10	7
Domestic servant	1	0.7
Driver/Cyclist	5	3.5
Craftsman	9	6.3
Student	10	7.0
None	2	1.4
Others	9	6.3

Key informant interviews

This method was used to collect information from key knowledgeable people. They were conducted at district, county and sub-county levels. Overall 11 KIIs were conducted as shown in the matrix below:

Category	Description of Respondent
District level KI	Chief Administrative Officer District water Engineer Chief Finance Officer District Education Officer District Statistician, Planning and Development Department
County Level KI	Mayor, Kyotera Town Council Manager, World Vision Kyotera
Sub County level	Sub county Chief, Kasaali Sub county LC I Kasaali Sub County Teacher, Kyango High School, Kalisizo
Contractors	Kembo Enterprises Construction Company

Documentary review

Data was obtained from the requisite corruption documentation from various governmental and non-governmental offices in the districts and at the national level.

Data analysis

Qualitative secondary and primary data was analyzed by content analysis along the major themes expressed in the TOR and from the data. Quantitative data was entered into the computer and analyzed using the SPSS computer programme. Frequencies were run and interpretations derived.

2.0 THE NATURE, MAGNITUDE AND SEVERITY OF CORRUPTION IN THE TARGET AREA AND POSSIBLE CAUSES

2.1 Introduction

One of the study objectives was to document the nature, magnitude and severity of corruption in the project area as well as the possible causes of corruption. Corruption in Kyotera takes various forms namely bribery, abuse of office, nepotism, political discrimination and falsification of documents. Cases of corruption are severe in the district, to the extent that it is increasingly becoming normal. The survey also documented the impact of corruption on the leadership and governance in the district.

2.2 Nature of corruption in the project area

The study findings show that corruption manifests itself in many forms in the district. This was a fact attested to by both the ordinary people and their leaders. Forms of corruption in the district include bribery, extortion, nepotism, embezzlement of public funds and abuse of office. The nature in which these various forms of corruption manifest themselves in the project area are discussed below:

2.2.1 Bribery

Bribery is the corrupt payment or receipt of anything of value in return for official action. In Kyotera, bribery is manifested in the award of contracts, pre-qualification and the tendering process, administration of justice and payment for services.

Awarding of Job Contracts

One of the areas in which bribery manifests itself in the district is the award of job contracts. Under the Decentralisation Act, it is the responsibility of the District Service Commission (DSC), which is appointed by the District Council to advertise and fill vacant job positions in the district. The process of recruitment is supposed to be fair and transparent and take into account the qualifications and experiences of applicants. However information collected during in this baseline survey indicates otherwise. According to study participants, jobs are bought. Applicants must pay their way if they are to be appointed to positions in the district. As such even those without the requisite qualifications and experience are able to get themselves placed in positions for which they do not possess the requisite qualifications and competences.

When they advertise for a job for example in Rakai district and people are supposed to do interviews for the advertised jobs someone with a friend in office, bribes that friend and even he/she may not be having the required qualification but the one without qualification is considered. The qualified person is left out (FGD men and women, Bukalasa Village)

Bribery in securing job appointments was widely reported and featured in all the FGDs conducted in the baseline survey. Respondents also expressed the potential impact of this on the quality of services provided in the district.

Pre-qualification and Tendering Process

There are established guidelines for pre-qualification and tendering of goods and services under the local government. The Public Procurement and Disposal of Public Assets Act 2003 provides a framework through which goods and services can be procured. However reports indicate that there is rampant corruption in the tendering process. This includes leaking information such as the tender assessment procedures. Prospective contractors pay for this information. Buying inside information does not guarantee that the contractors shall win tenders; it only helps them to prepare their bidding documents in line with what is expected. In addition, the prospective suppliers have to bribe members of the relevant committees for their bids to be favorably considered. Reports indicate that district officials have registered companies, which are usually given priority during the tendering process. The manner in which tenders are awarded in the district discourages genuine private sector companies from doing business with the district.

Criminal Justice Processes

The processes of criminal justice are marred by bribery in the district. Study findings show that many people bribe their way out of situations where they find themselves conflicting with the law, instead of letting justice take its course. Bribery is present in all sorts of situations ranging from simple disputes between neighbors to criminal offenses that are taken to the formal justice system.

If someone's goat has eaten your crops the owner of the goat can bribe the LC chairman such that the case is dropped so the one with crops finally loses (FGD, Mitukula Village)

Offenders or people who break the law are able to get away unpunished if they are in position to bribe the authorities, particularly the police and other local authorities. In the process, justice is denied. This has the potential of giving rise to impunity, as criminals develop the confidence that they are able to bribe their way out of their situations.

Corruption is a problem because if one commits a crime for example if he steals a hen and has money he bribes his way out of the case. A person defiles a young girl and then bargains with the officials and sells off his properties to pay the bribe to the officers. When he goes back he commits the same crime (FGD men and women, Bukalasa Village)

In addition, the costs incurred by complainants in the process of trying to get justice are prohibitive. It was reported that people who report cases to the police bear a large burden of meeting all the costs for investigation of the case. Although this state of affairs arises from the inadequate facilitation that is extended to the Uganda Police Force by the central government, the population perceives it as corruption as illustrated in the quotation below:

At police, when you are to report a person wronged you, you have to cater for all the costs involved including transporting the police officers, paying for the

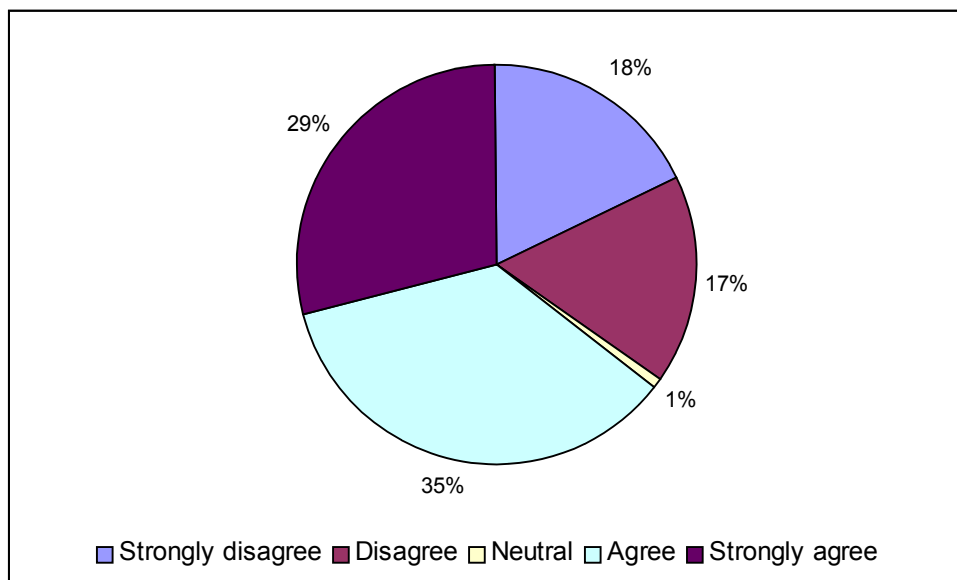
criminal passport size photos and paying for the criminal transport fares. This is corruption of the highest order (FGD Mitukula Village)

Corruption in the criminal justice systems poses the potential risk of making individuals lose trust in the system and resorting to their own mechanisms for justice. It also undermines the principles of social justice and human rights.

Paying for Services

The study shows that in some sectors, effective service delivery is marred by the tendency of bribery, which was reported to be pervasive. Individuals seeking health services in public health units have to bribe health workers if they want to access services on time. In a situation where there are very few doctors per patient, it is not easy to access the services of the doctors. This provides a breeding ground for bribery to flourish. It was reported that sometimes, patients have to bribe the health workers if they want to see the doctor. Those who bribe their way are able to ‘jump’ the queue and see the doctor regardless of whether they came late. Although people pay to access services, findings show that the majority believes it is a wrong practice. The figure below shows that 35% and 29% agree and strongly agree respectively that it is wrong for health workers to care for someone only because they pay extra money.

Figure 1: It is wrong for health workers to care for any one only if he pays extra money



The practice of bribing for services is not limited to only the health sector. It is present in almost all sectors of service provision in the district, although discussions with the study participants tended to mostly highlight bribery in the health sector. The emphasis on the health sector could be attributed to the fact that medical services are in higher demand than other services. It is likely that most of the study participants have at one time sought health services.

Corruption was also highlighted in processes of seeking for authorization from district and council authorities. The process of seeking approval for construction of new buildings take a very long time and are equally characterized by bribery. It was reported that unless motivated by a bribe, public officials will take very long to approve plans for construction.

Within other public sector when you have your own project, for example if you want to buy land and construct a house, you will have to bribe almost all officers whose offices you have to visit so that they clear your papers very fast for your plan to be approved (FGD Mitukula)

2.2.2 Abuse of Office

Abuse of office was identified as a common form of corruption in the district. This is where public officers use their positions and offices to gain fraudulently. Within the health sector, it was reported that instead of treating patients who seek services at public health units, the health workers refer the patients to private clinics where they have interests. It was reported that in some units, the health workers report late for work and spend a lot of time gossiping with their colleagues while patients wait in long queues. The ordinary people suspect that doctors do this deliberately so they can see the patients in their private clinics. As a result, those who cannot afford to pay the fees charged in the private clinics may not be able to access the services.

In addition, the health workers reportedly steal drugs from government health units, which they later sell in privately owned clinics. The quotation below is illustrative.

In government hospitals, when you take a patient there, they ask you to pay money for a receipt to see a doctor and after that they direct you to buy the drugs from a particular clinic (FGD Mitukula Village).

Abuse of office also involves the misappropriation or diversion of public funds. It was reported that this is a common practice in the district. Although they admitted that evidence is difficult to find, the study participants reported that money that is meant to deliver services and meet the needs of marginalized people, hardly reaches the target group. It is thought that the district employees use their positions to swindle such finances.

There are many cases when the district receives money that is supposed to be for the disabled and the disadvantaged, but the money gets lost along the way and doesn't reach the targeted group. People go on suffering when the money is eaten by the big people (FGD, Mitukula Village)

Embezzlement of public funds takes place. For example the chairperson of Mitukula and his team was said to have used money meant for graduation tax compensation for his personal problems (FGD Students Kyotera)

The belief that funds meant for empowering the poor people are misused or stolen causes a lot of mistrust, resentment and frustration among the population. Despite this, there is no forum for ordinary people to establish facts and express how they feel. It was reported that this leads to poor relations between the local people and their leaders.

There is some un-cooperation with the leaders and government. For example the president promised that he would support the local people first by giving us funds, for Entandikwa. But when the money came, it remained among the big office and the local people never get anything (FGD, Mitukula Village)

2.2.3 Nepotism

Nepotism was reported as another form of corruption that is practiced in the project area. Nepotism is an unfair practice in which people in power give positions in a government or organization to their relatives or friends, rather than to an individual who is well qualified. This leads to inefficiency in the functioning of an organization, since recruitment is based on personal connections and not merit. In addition to bribing or buying jobs, nepotism features greatly in recruitment in the district. It was reported that jobs are given on the criteria of personal relationships and not merit.

2.2.4 Political Discrimination

One of the emerging forms of corruption is what this baseline study report calls political discrimination. This is a situation where services are given to only people who are associated with a particular political group. Public officers in the process of providing services to the public give preference to those people who support their political views. It is people who support the same political views as the public officers that are given an opportunity to participate in development activities and or access services. Those from opposing parties do not receive services.

Discriminating people along political lines where people only offer help to those in political parties to which they belong is common. If for example a project brings some funds to the LCs /our areas, the LC may only look for people who support them or their party to benefit from the project funds (FGD Mitukula Village)

This is corruption because leaders are meant to serve all members of the public regardless of their political affiliation. This behavior also threatens people's rights of association, as they may opt to associate with parties on the basis of perceived gains as opposed to personal conviction.

2.2.5 Forgeries and Falsification of Documents

Another form of corruption reported in the district is forgeries and falsification of documents. In a bid to secure employment, job seekers resort to forging academic certificates. In addition, financial records including receipts, invoices are forged or over inflated. This is done as a means of covering up the misappropriation of funds and presenting good accountability for funds.

2.3 Perceived Causes of Corruption

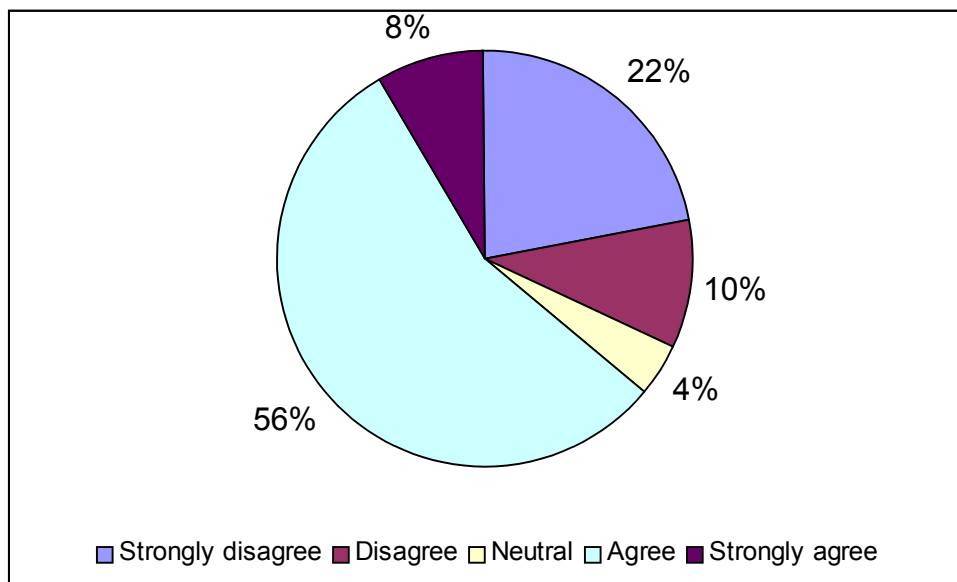
Corruption is largely attributed to the immense financial pressure that confronts political leaders who hold elective offices and the inadequate salaries paid to public servants. It is thought that this propels them to seek for funds from all possible sources. It is widely believed that in the process of seeking for election into office, leaders incur high costs,

which cannot be compensated by the earnings received from their jobs. As a result, they use their positions to pay themselves back what they spent during elections.

People who contest for political positions spend a lot of money looking for votes and bribing people. After winning the vote they use the money that would have been for development of the people for their personal use because, they look at it as an opportunity to refund the money spent on campaigns (FGD Bukalasa)

On the side of the public servants, it is believed that the money they receive as salaries is not sufficient to meet their needs. This can be demonstrated by a significant proportion of the population who believe that increasing the salaries of public servants would lead to a reduction in corruption. 56% and 8% strongly agree and agree respectively that ending corruption would be easier if workers had higher salaries. See the figure below:

Figure 2: If workers had Higher Salaries, Ending Corruption would be easier



However, some study participants attributed corruption to greed and an erosion of morals on the part of the perpetrators.

2.4 Severity and Magnitude of Corruption in Study Area

The baseline survey also considered the severity of corruption in the study area. In here, the effect of corruption on the development was considered. Specifically the baseline survey documented the impact of corruption of service delivery, and on development. The tendency to consider corruption as a normal thing and the increase in crime were also identified.

Impact on service delivery

The integration of corruption tendencies particularly bribery and nepotism in delivery of basic services has an undesirable effect on the quality of service provision and the ability of people to access services. Study findings show that people in need of services may not be able to access them if they lack the ability to bribe the service providers.

The negative side of corruption is seen in hospitals. If a patient is seriously sick but does not have money to bribe the doctors, he or she may be left to die while the one who is not very sick is taken care of as a result of paying something. Also the drugs are not there. The patients are directed by the health workers to their clinics, which are very expensive. You can see that corruption leads to low health standards in the hospital (FGD Bukalasa)

Corruption has affected service delivery especial the health department. People are not able to access services (KII, CAO)

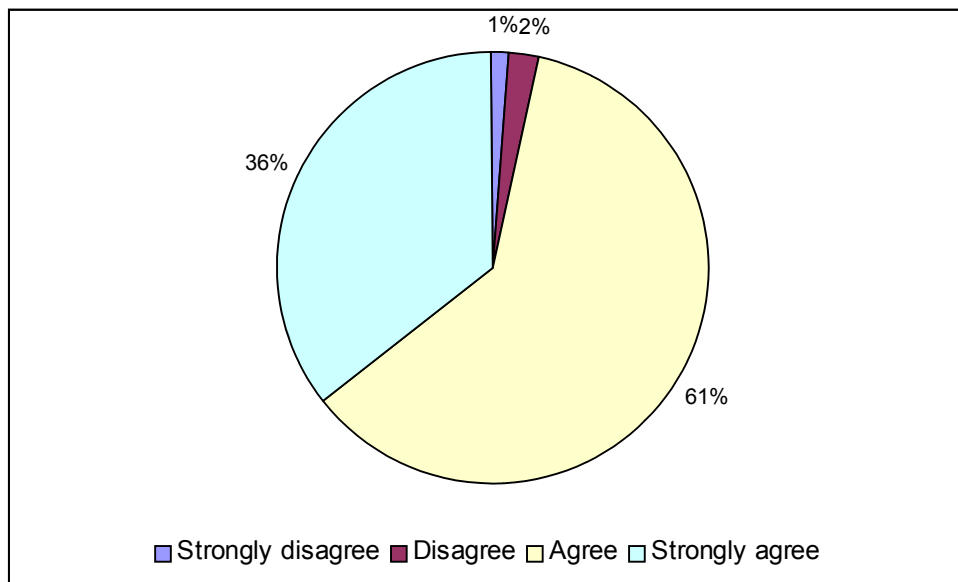
Nepotism and bribery have led to a situation where unqualified persons are given jobs. This was especially reported about the education sector. Additionally, the use of forged academic documents and the falsification of experience also leads to the recruitment of incompetent people who are unable to deliver services of a desirable quality.

Teachers are presenting forged certificates and we end up with teachers who cannot teach, and others use other peoples documents, which affects the standards of education (KII, CAO)

This not only comprises professionalism but also has negative results on the quality of service dispensed.

The inability to access public services due to corruption coupled with poor service delivery has negative consequences. It erodes public confidence in government to serve its citizens and meet their basic needs. The population in the project area almost unanimously agreed with the assertion that corruption reduces people's confidence in government, as illustrated below:

Figure 3: Corruption Reduces People's Confidence in Government

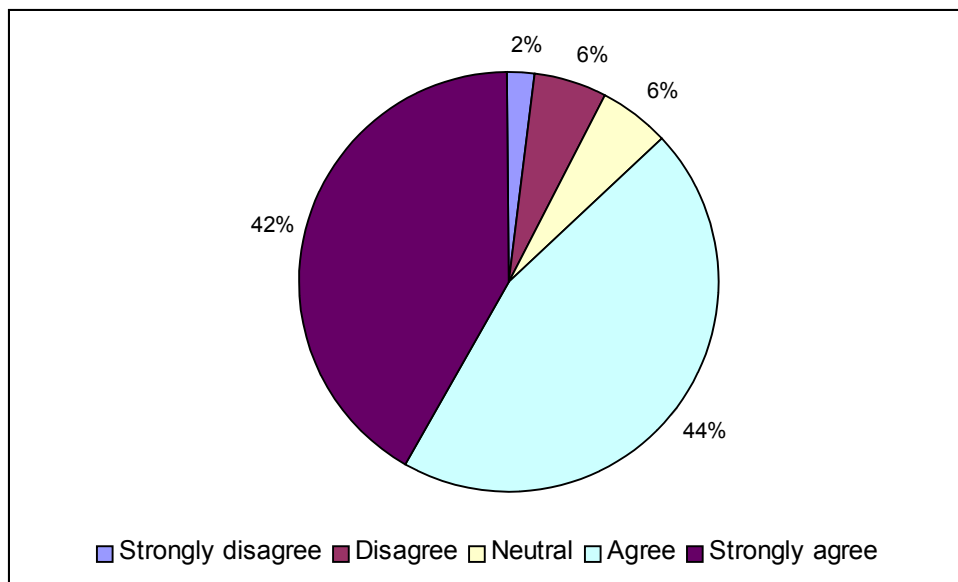


The figure above shows that 36% and 61% strongly agree and agree respectively that corruption reduces people’s confidence in government. This state of affairs is undesirable. Public confidence in government’s commitment and ability to provide basic services is an important determinant in the support for its programmes and policies and is a key input for development. This clearly illuminates the urgent need to address corruption and restore public confidence in the government.

Impact on Development

There is acknowledgement that corruption has had its toll on development. Funds meant for the provision of services that are associated with development are instead embezzled. The communities in the project area partially attribute lack of development to corruption. Although there were slight variations, study respondents strongly agreed with the assertion that corruption hurts the national economy.

Figure 4: Corruption hurts the national economy



Study respondents reported that government loses a lot of revenue through corruption practiced by the URA and immigration department. The project area’s proximity to the border with Tanzania brings people, particularly the traders in contact with the two government departments. Traders bribe their way to transport goods without licences, even when they know that this ultimately reduces government revenue.

Corruption is bad because it makes the government lose economically. For example here traders are in the habit of bribing URA and immigration officers so that their goods are not taxed (FGD Bukalasa)

In addition, study respondents identified corruption as one of the causes of poverty at household level. In this regard, it was reported that the individuals are forced to sell off their assets to raise money to pay bribes and to buy justice.

Poverty has persisted partly because of corruption. We sell off our livestock and land when we have problems with land disputes. It has led to under development. We cannot develop when we are being corrupted day by day. Instead of owning a bicycle, you spend the little you have at the LC or police, even when it is you who has been wronged (FGD, Youth Kasali)

Leadership and Governance

There is awareness among the communities that corruption is responsible for poor governance and incompetence of leaders. This was attributed to the current practice of bribery of the District Service Commission to seek appointments and nepotism, as well as the vote buying that characterizes the electoral processes.

Corruption has led to bad governance where incapable leaders are chosen not because they have the required qualifications but because of other unethical considerations (FGD Students, Kyotera)

The appointment of unqualified and incompetent leaders has consequences for the quality of services delivered. In addition, such officials will make poor decisions which means that development of the district will lag behind.

Normalization of corruption

There appears to be a culture social tolerance of corruption within the community. The pervasive nature of corruption has led to a paradigm shift in that people are increasingly accepting corruption as a part of normal life. It was reported that people expect officials who hold positions that provide them with the power to misappropriate funds to do so. As a consequence, when individuals are appointed to positions, they maximize the opportunity to accumulate as much wealth as they can. Society does not understand people who remain unwealthy and yet are employed in jobs where they are exposed to money which they can steal.

This corruption is a complex phenomenon. Officials who do not utilize their positions to amass wealth are blamed on the one hand. And on the other if one is corrupt and amasses wealth, they are blamed. For example if you are a CAO and you do not have money, people begin to wonder how that can be (KII CAO)

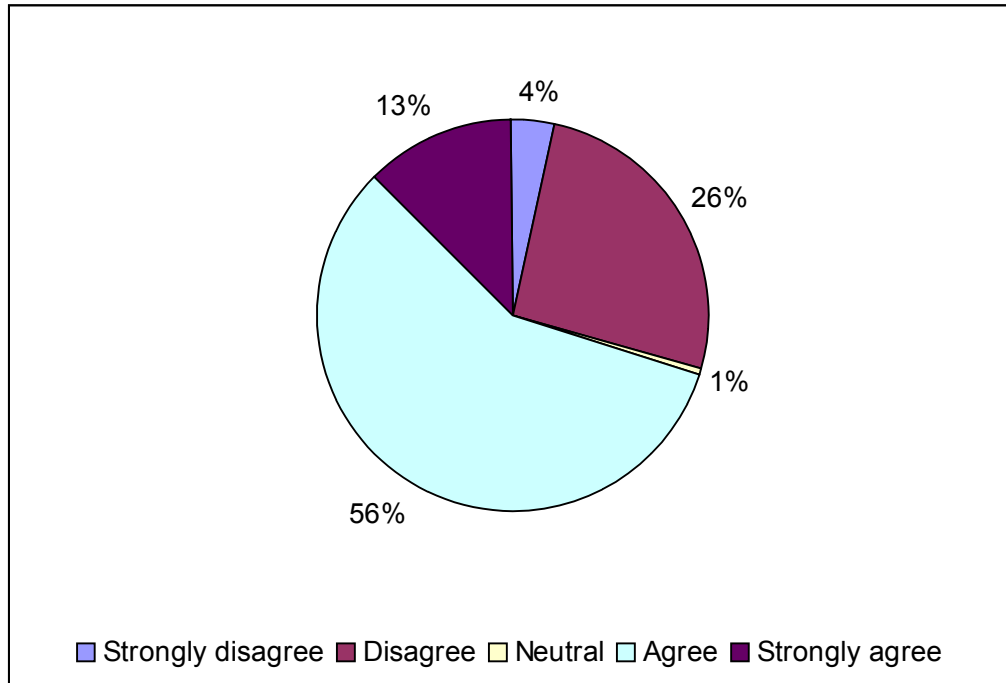
People see corruption as an escape route out of their problems as well as a facilitating factor in moving things in their favor. Those who conflict with the law do not expect to be punished; instead they are preoccupied with their ability to successfully bribe the judiciary so as to get acquitted or a ruling that is in their favor. Corruption is also present in situations where people seek admission into schools for their children.

Corruption is good because in case I commit crime and I bribe the Judge, I am set free and I survive prison, therefore corruption is good (FGD Mitukula)

When your son gets poor results, you bribe the concerned officer and get your child a place at a particular school and you feel happy.

From the above views it is clear that people in the project area to an extent perceive the vice of corruption as beneficial in particular circumstances. The graphical illustration below confirms the views expressed above:

Figure 5: Most people like to give bribes rather than pay full traffic fines



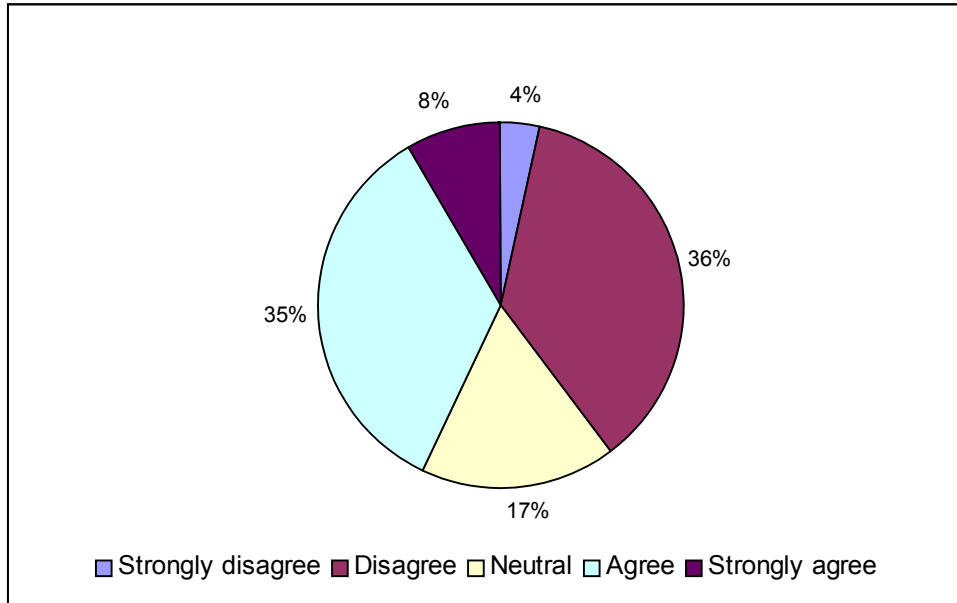
56% of the sample population agreed with the statement that most people would give a bribe rather than pay a full traffic fine. 13% strongly agreed with the statement. Findings show that people have grown accustomed to paying bribes to get systems working in their favor. This is seen as a way of side stepping the delays that are characterized by the bureaucratic processes met in conducting trade and business. The quotations below are illustrative.

In case you want to get a job or tender corruption makes things easier. It actually saves time on one who wants to get something. Corruption is good because if you want something from someone and want to save on time spent moving up and down, you simply pay some money and get it on time (FGD Bukalasa)

In case you want your goods cleared and yet you don't have a license or passport, you bribe a customs & immigration officer and take your things.

Although there are variations, findings from personal interviews indicate that some sections of the population believe that most people engaged in business pay a bribe to ensure that things are done. This is illustrated in the figure below:

Figure 6: Most business people pay a bribe to get things done



The illustration above shows that there is variation in the perception of respondents whether business people pay to get things done. While 36% of the population disagreed with the statement that most businesses pay to get things done, 35% agreed with it.

Increased Crime

The study shows that one of the effects of corruption is an increase in crime rates. It was reported that as a result of people being able to bribe their way through the justice system, criminals feel protected and make no attempt to reform their behavior. Instead of retribution and reforming criminals, the corruption in the system, particularly at the level of the police where cases are reported, renders it ineffective. Such a system instead breeds more crime as offenders increasingly realize that there are loopholes, which they can exploit. Subsequently, instead of being repentant and reforming their behavior, they instead begin to engage in criminal activities with impunity.

Corruption leads to repetition of crime. For example if some one defiles a child, he bribes the officers concerned and does not get punished. He returns to the village a free man as if nothing happened, and even continues with the same behavior (FGD Mitukula)

Regarding the severity of corruption, some sections of the population believe there is a decline. It was reported that previously corruption was very high in the district; however the appointment of a new chief Administrative Officer was significant in leading to a reduction in corruption levels in the district.

These days corruption is not such a big problem as was the case before this current CAO. In the past, whatever service one wanted to access you had to pay. We used to pay for transfer letters, signatures of salary loans, posting

instructions, access to the pay roll. But when the current CAO came, there were transfers and some people disappeared (KII, Teacher Kalisizo)

While this view was expressed, the baseline survey was limited in that it was not possible to verify it. From the above, it is clear that corruption is a big problem in the district. Ordinary people mainly encounter it in service provision sectors, although it is pervasive through out the district.

3.0 THE LEVEL OF AWARENESS OF THE COMMUNITY MEMBERS AND THEIR LEADERS ABOUT THE PROBLEM OF CORRUPTION IN THE DISTRICT

3.1 Introduction

The study sought to document the level of awareness about the problem of corruption in the district, both among the leaders and the ordinary community members. Determining the levels of awareness of corruption is a prerequisite to the effective implementation of the project. This is because it will determine the nature and form of the sensitization component of the project. In this regard, the study documented respondents' experiences with projects where corruption was suspected as well as the knowledge of anti-corruption laws and institutions that are provided for to address corruption.

3.2 Participants Experiences with Projects Characterized by Corruption

Study participants were asked whether there have been projects in their communities, which are characterized by corruption. Findings show that ordinary people encounter corruption in various ways namely identification of beneficiaries for projects and tendering processes.

Identification of Beneficiaries for Government Projects

The CHAI project, which was a component of the UACP project, intended to empower local communities particularly the vulnerable groups to respond to HIV/AIDS and its effects within their localities was identified as one where corruption was demonstrated. Community members were expected to form groups through which they could be supported with funding under CHAI. However the study findings show that the process of selection of groups to benefit was not transparent and was marred by impartiality.

The criteria for selection of grantees was also questioned as the local people felt that most vulnerable groups particularly women and orphans were left out. Some undeserving people accessed CHAI funds. It was reported that groups, which benefited were those in which district officials had specific interests.

The Entadikwa credit scheme was also identified as one where corruption was rampant. The criterion for selection of beneficiaries for the failed Entandikwa Credit Scheme was perceived as having been characterized by corruption tendencies. It was reported that although the money was targeted at supporting the poor communities, it was only the rich people that were considered and who received the money. The poor people were helpless and lacked information on who to approach to be considered as recipients or beneficiaries under the scheme.

Corruption in the tendering process

Among the district leaders, there is an acute awareness that the tendering process is marred by corruption. The officials involved in the tendering process reportedly view this

as an opportunity to amass wealth and as such award tenders based on personal and selfish considerations. Discussions indicate that considerations like the competence and experience of applicants are disregarded in decision-making about tenders. Instead tenders are awarded based on the expected kickbacks from the applicants. It was reported that contractors complain about bribery and the pressure exerted on them by concerned officials to pay some money after winning tenders.

In this district the qualification for one to get a tender is not experience or skills but rather how much you offer to give to the people involved in decision making (World Vision official)

This was corroborated by one of the contractors who has previously worked with the district. The experience of this contractor is reproduced below as case 1:

Case I: Experiences of Kembo Enterprises

Here in Rakai when it comes to tenders whether or not you qualify you have to first meet with and discuss the bribe with the officials. Now for us we no longer get tenders because of this practice, despite our good quality work. They are dissatisfied that we do not give them enough bribes. We built the water offices and paid a bribe; but when we built the Guesthouse we did not bribe because the boss was a white. We built the TDMS teachers development and we had to pay a bribe. When an advert for tendering is run, you have to first go and see the officers. They then advise you which contracts you may apply for. Usually some of the tenders have already been given out. The district officials themselves own companies and these are given priority. But even after bribing the officials you have to bribe everyone else even those remotely associated to the project. You bribe the engineer for the supervision; you bribe the auditor to get the cheque, the messenger so that your documents quickly move through the process, the chief treasurer and so on. This practice is killing business and we now do not want business from the district because of the risks. We find ourselves unable to meet our tax obligations because all the money is paid to bribe people. It also compromises the quality of work done.

This subsequently results in the undersupply of goods and services and poor service delivery by contracted firms. There were reports of construction projects that were certified by the District Engineers as satisfactory and yet they collapsed within a short time. This was interpreted to mean that the contractors had compromised the engineers.

The leadership is too corrupt especially during the tendering process. A lot of money is extorted from the contractors and they end up with shoddy results. For example toilets were built and they collapsed shortly despite having been certified by the District Engineers as work well done (KII, Kyotera Mayor)

One of the forms of corruption that was reported by respondents in the project area is within the construction sector. Reports abound about several government contracts where the structures constructed have collapsed within no time. This was partly attributed to the kickbacks that contractors are required to illegally pay to individuals who influence the

tendering process in their favor. The District CAO noted that corruption in the district is largely manifested in the construction sector. He considered the construction sector to be the most corrupt in the district. The following quotations by study respondents are illustrative.

The tenders for the construction of toilets did not work at all; when you look at some classrooms, the floors are worse than dust. In a period of two months after completion, the whole class is dust and some are not being reconstructed (KII, Teacher Kalisizo)



The pictures above show a toilet at Kasali Primary School. At the left is the old pit latrine which still stands. To the right is a new collapsed pit latrine, which stood for only two months before collapsing

The district officials who are supposed to ensure that the tendering process is fair are the very perpetrators of corruption in this process. For example it was reported that there was a time in the town council when contractors had to pay 10% of the contract value before the initiation of any project. This compromises the quality of work done as contractors make efforts to make a profit.

The feeder roads in the districts that were constructed 4 years ago were reported to be in very poor shape because of the substandard work which was attributed to corruption. It was reported that guidelines on construction of feeder roads indicate that they should be at least seven meters wide and the culvert pipes should be in accordance with the nature of the road. However contractors do not comply with specifications because of the volume of kickbacks paid to the district officials. The pictures below show the shape in which some roads are:



3.3 Knowledge of Anti Corruption Laws

There is an apparent lack of knowledge among community members and leaders on anti corruption laws. It is worth noting that the guidelines and laws for corruption are not well known by the district leaders. For example, although he was aware of a Parliamentary Act, the District CAO admitted that he could not clearly remember the details of the Act.

There is an Act by Parliament but I cannot remember well (KII, CAO)

3.4 Institutions to address corruption and their roles

Generally community members and leaders have scanty knowledge on institutions that address corruption. Institutions mentioned by respondents include the Police Force, IGG, URA, IMF and UTODA

The Uganda Police Force

The Police was identified as an institution with a role in addressing corruption. However its explicit role in addressing corruption was not explained by respondents. Study findings show that although people in the project area identify the Police as an institution responsible for addressing corruption, they lack confidence in the police as an organ that responds to corruption. There is a strongly held belief that the Police is not effective as demonstrated below:

Police is not doing its work. It is just pretending to do but it is promoting corruption (FGD Bukalasa)

The Police lack the commitment to address corruption. This was attributed to the low salaries that they are paid. The Police are widely believed to be beneficiaries of corruption through bribery. It is believed that this enables the Police to top up the little salary they receive from the Government. The study findings show that the residents in the project area lack confidence in the Police as an institution that can curb corruption. This perception arises from people's experiences where suspected criminals are released from Police without being subjected to the judicial system. The quotation below is illustrative.

I cannot trust the Police to curb corruption. Even if you are robbed and the suspect is taken to police, the next day the person is set free because he has bribed them (KII, LC 1)

In addition to the lack of public confidence, the Police are reported to be grossly under facilitated. Study findings show that the police lack the capacity to carry out investigations and as a results are handicapped and unable to proceed with cases that are reported to them.

....anyway the police do not even have facilitation like transport to investigate cases (KII LC 1)

Procurement Committee

Among the local leaders, the existence of a procurement committee at the district was cited as an institution to address corruption. Under the Decentralization Act, there is now a committee responsible for procurement. However reports from Rakai cast doubt over the capacity of the committee to effectively execute its role. It is believed that the members of the committee do not have adequate capacity to effectively undertake their roles.

Members of the procurement committee are not yet competent. Most of the funds necessary for procurement are still on the account pending approval of the committee. Also the criteria of selecting the committee is not clear because he CAO would submit names but could not be approved by the Ministry (KII)

The Inspectorate of Government

The Inspector General of Government (IGG) was also identified as an institution that is charged with the responsibility of corruption. However knowledge of the IGG is not widespread among the community members but is most known among the district officials. The IGG was mentioned in only one FGD which was held with students. It is worth noting that the role of the IGG is not clearly understood by the communities. The students mentioned that the IGG issued laws to reduce corruption in Uganda. It should be noted that in Uganda, laws are the responsibility of Parliament.

Uganda Revenue Authority

The Uganda Revenue Authority was also identified as an institution that plays a role in addressing corruption. According to study respondents, the URA arrests and prosecutes those who evade taxes and engage in smuggling. Whereas the URA has an anti smuggling unit and mechanisms for nabbing traders who evade taxes, it does not have the jurisdiction to prosecute. This is the responsibility of the DPP.

Others

Other corruption-focused institutions mentioned by respondents include UTODA and IMF. Some sections of the population believe that the IMF monitors utilization of funds and cuts off supply if there is misappropriation. UTODA was also perceived as useful in regulating taxi fares and saving the public from being fleeced.

The apparent inadequate awareness of institutions that address corruption points to the need to sensitize local communities about the various institutions, their roles and how the local people can interact with such institutions to address corruption.

4.0: CURRENT INITIATIVES BY LEADERS, THE COMMUNITY AND OTHER ANTICORRUPTION ACTORS TO ERADICATE CORRUPTION

4.1 Introduction

One of the objectives of the baseline survey was to identify and document existing interventions to eradicate corruption in the district. This information was considered important for the project implementation, because if available, it would provide an entry point for mobilization and formation of networks and alliances for effectiveness and sustainability. The study findings show that there are no formal initiatives to address corruption in the project area. All the existing initiatives are implemented within the framework of the existing laws and policies.

4.2 Increased Inspection of Projects

The district leaders are involved in the inspection of on-going projects to ensure adherence to standards. Reports indicate that there is an increase in the inspection of projects by the district officials. Although this was reported, the findings generally illuminate the need for strengthening of the inspection functions of the district units. For example, construction projects that were supervised and certified by the District Engineer collapsed shortly afterwards. This casts doubt on the commitment of the district to inspect and supervise projects.

There is increased inspection on various projects but its sometimes difficult. Our political leaders are also involved in inspection of the various projects in the district and in case of poor quality work, they tip me to take action (KII, CAO)

4.3 Auditing

There are systems of auditing in the district, which are meant to provide checks and balances on the utilization of funds. There are both internal and external auditors (Auditor General). The Police and the IGG also play a role in responding to corruption in the project area.

Whereas auditing was identified as an initiative, its effectiveness in checking corruption was not reported. There is need to study the recommendations made by auditors to appreciate the changes required within the Local government system. It is also important for the local people to access this kind of information to help them demand for better services and accountabilities from their leaders.

4.4 Initiatives by the CAO's Office

Although, not widely reported, study findings indicate some level of commitment by the office of the District CAO to curb corruption. It was reported that the CAO has evoked his power to deal with errant officers through transfers. It was also reported that the CAO

had encouraged the public and district staff to report officers suspected to be involved in acts of corruption.

I do not know if there are any anti corruption laws being enforced in the district. But the last time we met with the CAO, he requested us to report all corruption cases so we can fight it (KII Teacher, Kalisizo)

However, the study did not establish whether there was any active attempt to follow this up. Although this initiative is in place, an analysis of the findings indicates that corruption is widely accepted. This may constrain potential whistle blowers from reporting corrupt officials. In addition, no incentives are available to encourage people to come out in support of this initiative.

Generally although corruption is a key problem in the district, it is clear that the initiatives to address it are not widespread.

5.0: THE CAPACITY OF THE PEOPLE IN THE TARGET AREA TO PARTICIPATE IN CURBING CORRUPTION

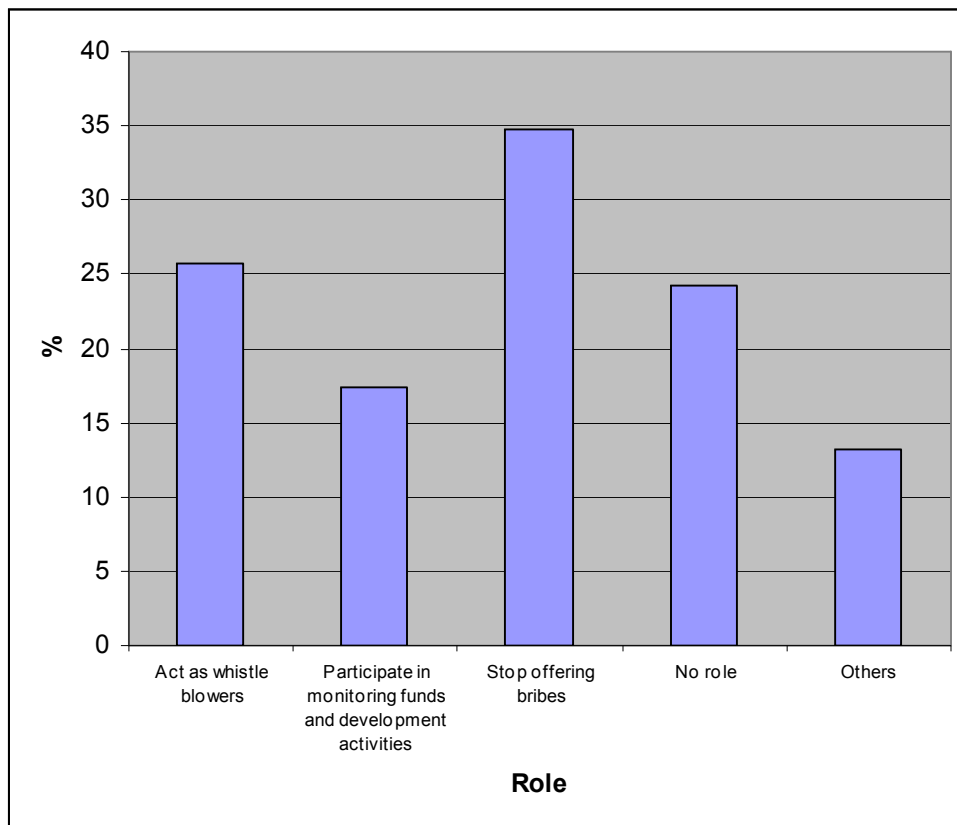
5.1 Introduction

The project strategy is to mobilize local people through building their capacity and creating of opportunities for their active participation in monitoring the utilization of PAF funds. As such the objective of the baseline survey was to assess the capacity of the people in the project area to participate in curbing corruption. To this effect, respondents were asked to identify roles that ordinary people can play in curbing corruption, and the knowledge required to undertake these roles.

5.2 Roles of ordinary people in curbing corruption

The baseline survey investigated the perception of the people in the project area about the roles of ordinary people in curbing corruption. These were identified as reporting corruption, participation in monitoring funds and development activities, initiatives to desist from offering bribes.

Figure 7: What Role can Local People and Communities Play in Curbing Corruption?



5.2.1 Reporting criminals

One of the roles of local people and communities in responding to corruption was identified as reporting perpetrators of corruption. 26% of the respondents reported that local people could act as whistle blowers, which means providing information to authorities. The local people are in most cases victims of corruption, particularly bribery and nepotism. As such they can be used to provide information to the relevant actors on individuals and institutions that are corrupt. For the local people to effectively undertake this role, there is need for incentives and assurances of protection. Whistle blowers may not be willing provide information if assurances of their protection are not guaranteed.

5.2.2 Participate in Monitoring Funds and Development Activities

17% of the respondents identified active participation in monitoring funds and development activities as one of the roles of the local people and communities in responding to corruption.

For this to be effective, there must be cooperation and good will on the part of agents of development both in the public and non public sectors to provide a forum for local community participation. In this regard, the needs of the local people should be assessed and interventions for developing and improving their capacities designed and implemented.

5.2.3 Stop offering Bribes

Petty corruption is endemic in the project area; this can be demonstrated by the willingness with which ordinary people offer bribes to receive services. One of the roles of ordinary people in curbing corruption was identified as a change in their thinking which would lead to a change in behavior. It was believed that if people stopped giving bribes, this would contribute to the elimination of corruption. 35% of the study population reported this was one of the ways local people can curb corruption.

5.2.4 Income Generating Activities

There is a perception among certain sections of the population that corruption is fueled by low incomes. Those from this school of thought believe that if individuals engage in IGA, this will be one way of direct involvement in curbing corruption. However it is worth noting that corruption is not privy to those with low incomes. There is need to sensitize the public to the fact that all people regardless of their levels of income can engage in corrupt activities.

Regarding the potential role of local people in curbing corruption, it should be noted that 24% do not believe that ordinary people have a role they can play in curbing corruption. This information was corroborated in the FGD. Those with this perception argued that local people have no knowledge of anti corruption laws and therefore no role.

Ordinary people have no role to play in corruption. We do not know the law and have no knowledge whatsoever in curbing corruption. So what then can our role be? (FGD Youth Kasali Sub County)

It is important that sensitization efforts are targeted to enabling local communities appreciate that they can play an active role in curbing corruption. Such interventions must also highlight the benefits of curbing corruption.

5.3 Knowledge Required

The baseline survey investigated the knowledge required by local communities if they are to play an effective role in curbing corruption. The knowledge required was identified as skills in investigation and knowledge of the anti corruption laws.

Effects of Corruption, Anti corruption Institutions, Skills of investigation

The need to sensitize people about corruption through various means including seminars, and radio programmes was identified as a prerequisite to their effective participation in activities to address corruption. The inadequate capacity among ordinary people was highlighted as a potential impediment to their participation in anti corruption activities. It was noted that there is low knowledge on the effects of corruption, the institutions that address corruption and where corrupt people can be reported.

Although local people demonstrate awareness of the effects of corruption in development, they do not fully appreciate it as a problem of immediate concern to them. Findings show that ordinary people believe that money squandered as a result of corruption belongs to the government. They lack the awareness that the government collects this money on their behalf, or that they contribute through payment of taxes. The abolition of graduated tax was reported to have strengthened this indifference. There is need for intense sensitization of the local population on the losses they incur indirectly and directly through corruption in the district.

It was also proposed that structures where corruption can be easily reported be established within close proximity to the people. It is believed this will encourage people to increasingly report corruption.

Further, the local people need skills of investigation. Study findings show that ordinary community members are perceived as having inadequate capacity to effectively monitor the utilization of PAF funds. Local people would largely depend on the information availed to them by the local leaders. As such there is need to equip them with basic skills in investigation as a means of enhancing their effectiveness in monitoring PAF funds.

Demystifying the Local leaders

It was reported that local leaders are considered in awe and greatly respected by the local people. The socialization of the people in the area instills in them values for respect of those in positions of leadership. This was identified as potentially affecting the ability of ordinary people to stand and openly challenge the leaders who are suspected to engage in corrupt activities.

6.0: DISBURSEMENT AND UTILIZATION OF PAF FUNDS IN THE PROJECT AREA

6.1 Introduction

The Poverty Action Fund (PAF) is a mechanism that the government of Uganda established in 1997/98 to mobilize additional resources for expenditure in the social sector to alleviate poverty. PAF funds are generated from savings under the HIPC debt relief initiatives, donor contributions and government revenues. PAF grants are sent to the districts as conditional grants and are supposed to be used according to guidelines issued by the Finance ministry. This baseline survey investigated the disbursement and utilization of PAF funds in the project area. Ordinary community members have no knowledge of PAF funds. Therefore the findings in this section represent only the views and experiences of the key informants.

6.2 Disbursement and utilization of PAF funds in the project area

Information from key informants indicate that PAF funds in the district are used for Road maintenance, Primary education (School Facilitation Grant), Primary health care, i.e. planning health units and immunization as well as water and sanitation. The Ministry of Finance makes allocations for the funds and disburses them to the district. The District Council, which is the supreme body that decides how the funds are distributed across departments, approves work plans for the different departments.

Ordinary people have an opportunity to participate in the utilization of PAF funds at the sub-county level. During the process of budgeting, local people identify their priorities, which are forwarded to the District Council through the Sub county and incorporated in the district plan. The District Budget Conference has representatives of ordinary people from the sub counties. The involvement of ordinary people extends to the implementation phase. If the ordinary people have a concern about the implementation of projects and activities, they can appeal to the district for action.

Also during implementation, the ordinary people can put up a case and we listen to them (KII CAO)

There are attempts to involve the ordinary people in planning for the utilization of PAF funds. However these attempts are nominal and may not translate into meaningful participation for communities. Discussions with the district officials show that local people are involved in the process of identification of needs and priorities. The local people may also be provided with information on the amount of resources that the district receives under PAF. However the decisions pertaining to the allocation of the funds are limited to the Local government authority. The local people do not participate in planning for allocation of the resources.

When we get a water grant, what we do is sit down and compute the water

coverage on the sub county and then get 50% of the grant, allocate it to the sub county based on the water coverage. A sub county with lower coverage gets more funds compared to the one with high water coverage. The remaining 50% is used for administrative purposes. We handle the bigger projects directly (KII)

The statement above illustrates the decision-making hierarchy for PAF funds. It also illuminates the reality that local people's participation in allocation of PAF funds is very limited. Almost half of the grant is spent on administrative expenses, although it was not established what such expenses include. It is worth noting that communities are supported to form water user committees, which monitor the utilization of water sources. It is apparent that communities' participation in PAF funds is limited to identification of priorities and monitoring the output.

The importance of sensitizing and training ordinary people was also highlighted as an important input for their effective participation. It was also highlighted that some organizations like Concern, World Vision and DANIDA were reported to have trained ordinary people in the modernization of agriculture and investigation skills. It is critical for TIU to follow up these organizations to establish the kind of skills training conducted and assess their relevance to the project.

The local people are reported to sometimes report corruption cases especially shoddy work. Ordinary people mainly complain about poorly constructed roads, lack of drugs in health units, absenteeism among teachers etc.

Majority of key informants support the involvement of local people in the monitoring of PAF funds. However they make proposals for the limitations of their participation. It is believed that the participation should not extend to technical aspects to avoid confusion. Study findings further highlight the district officials' perceptions on the role of communities in monitoring PAF funds. Although they agreed that this would enhance and create a sense of ownership, district leaders do not seem to recognize that communities can be actively involved in monitoring utilization of funds. When asked how the communities can be involved in monitoring funds, responses from local leaders included commissioning of projects before implementation, and preparation of community leaders and members before handing over any facility to them. Although these activities are important particularly for providing information, they do not seem to identify opportunities for active community involvement in monitoring utilization of funds.

7.0: SUMMARY AND RECOMMENDATIONS

This section presents the summary of findings and recommendations of the baseline survey for the Corruption and Good Governance In Local Governments Project. The recommendations are drawn from the study findings on the knowledge and perceptions of communities and leaders and their experiences in corruption in the project area.

7.1 Summary of Findings

- Corruption is an issue in the district. It manifests itself through various forms namely bribery, abuse of office, nepotism, embezzlement of public funds and abuse of office; political discrimination; forgeries and falsification of documents. Bribery is manifested in the award of contracts, pre-qualification and the tendering processes, administration of justice and payment for services. Abuse of office where public officers use their positions and offices to gain fraudulently is also prevalent in the district. Misappropriation or diversion of public funds is also a common practice. District employees use their positions to swindle public funds. Nepotism was reported as another form of corruption that features in the recruitment process.
- Political discrimination is emerging as a new form of corruption. Some services are only provided to people who are associated with a particular political group. This threatens the people's right of association, as they may opt to associate with parties on the basis on perceived gains as opposed to personal conviction. Forgeries and falsification of documents including academic documents, receipts and invoices is also a practice in the project area
- Corruption is largely attributed to the immense financial pressure that confronts political leaders who hold elective offices and the inadequate salaries paid to public servants. Greed and break down of morals was also identified as a cause of corruption.
- Corruption in the project area has impacted on the access and quality of services provided to ordinary people. People in need of services may not be able to access them if they lack the ability to bribe the service providers. In addition, unqualified persons are given jobs leading to incompetent staffs that are unable to perform competently.
- Corruption erodes public confidence in government to serve its citizens and meet their basic needs. Corruption in the project area has had its toll on development. Funds meant for the provision of services that are associated with development are instead embezzled. The communities in the project area partially attribute lack of development to corruption.
- Leadership and governance in the project area is compromised by corruption. As a result of corruption, incompetent people are appointed to positions of leadership.
- There appears to be a culture social tolerance of corruption within the community. The pervasive nature of corruption has led to a paradigm shift in that people are increasingly accepting corruption as a part of normal life. It was reported that people expect officials who hold positions that provide them with the power to

misappropriate funds to do so. People perceive corruption as an escape route out of their problems as well as a facilitating factor in moving things in their favor. People have grown accustomed to paying bribes to get systems working in their favor.

- One of the effects of corruption is an increase in crime rates. Instead of retribution and reforming criminals, the corruption in the system, particularly at the level of the Police where cases are reported, renders it ineffective. Such a system instead breeds more crime as offenders increasingly realize that there are loopholes, which they can exploit. Subsequently, instead of being repentant and reforming their behavior, they instead begin to engage in criminal activities with impunity.
- Study participants experienced corruption in particular government projects namely CHAI project and Entandikwa credit scheme. The selection of beneficiaries was not transparent and was marred by impartiality. Among the district leaders, there is an acute awareness that the tendering process is marred by corruption. Award of tenders is based on personal and selfish considerations particularly in anticipation of kickbacks from contractors.
- There is an apparent lack of knowledge among community members and leaders on anti corruption laws. Generally community members and leaders have scanty knowledge on institutions that address corruption. Institutions mentioned by respondents include the Police Force, IGG, URA, IMF and UTODA. Respondents lack confidence in the police as an organ that responds to corruption. There is a strongly held belief that the Police lack the commitment to address corruption. Among the local leaders, the existence of a procurement committee at the district was cited as an institution to address corruption.
- Knowledge of the IGG as an institution that is charged with the responsibility of dealing with corruption is more common among the district officials.
- There is no local initiative to address corruption in the project area. All the existing initiatives are implemented within the framework of the existing laws and policies. These include increased inspection of projects and auditing. The CAO's office was reported to encourage the population to report cases of corruption for action, although it was not clear how this was actualized.
- The roles of ordinary people in curbing corruption were identified as reporting corruption, participation in monitoring funds and development activities, and initiatives to desist from offering bribes.
- Ordinary community members demonstrated ignorance of PAF funds. Information from key informants indicate that PAF funds in the district are used for Road maintenance, Primary education (School Facilitation Grant), Primary health care, i.e. planning health units and Immunization and Water and sanitation.
- There are attempts to involve the ordinary people in planning for the utilization of PAF funds. However these attempts are nominal and may not translate into meaningful participation for communities. Local people are involved in the process of identification of needs and priorities. However the decisions pertaining to the allocation of the funds are limited to the local government authority.
- Majority of key informants support the involvement of local people in the monitoring of PAF funds. However they make proposals for the limitations of

their participation. It is believed that the participation should not extend to technical aspects to avoid confusion.

7.2 Recommendations

It is important for the project implementation team to appreciate from the onset the potential difficulties of implementing the proposed project. It is likely that the team shall encounter a lot of resistance especially from the local leaders and officials who presently benefit from corruption. As a result, project interventions should target both the local population and their leaders. In light of the findings and the above concern, the following recommendations are made:

The project implementation team must identify leaders and officials who are nationalistic and interested in curbing corruption and forge partnerships with them for purposes of implementation of the project.

The high prevalence of corruption in the district and the apparent acceptance of this behavior demands a review of the value system held by the population. The project should consider integrating components of value education such as honesty, integrity, and positive attitudes towards work; nationalism in all sensitization activities.

Closely related to the above, there is urgent need for behavioral change strategies to address the increasing corruption among the district officials and leaders as well as to address the fatalistic and negative attitudes that grip the population about corruption. It is important for the project to integrate components that help the population to appreciate their potential roles and positions in the future and in the development of their communities and nation.

There is urgent need to build capacity in the project area for responding to the problem of corruption through sensitization and training. Local populations need training in investigation skills. It is also important to develop modules for sensitization that emphasize the effects of corruption on the local communities for people to appreciate how it impacts on them.

To create a foundation for an anti corruption movement for society there is need to consider interventions in schools and the family level targeting young people. This may help to build values that abhor corruption and may ultimately lead to a generation that does not tolerate corruption.

There is need to review the current interventions that address corruption i.e. supervision, audition and interventions by the CAOs office with a view of identifying their effectiveness in fighting the problem. The project should consider how it can improve and build on the existing initiatives to curb corruption.

It should however be noted that the current approaches seem to disregard the strength and opportunities presented by the communities in responding to corruption. It is important

that the potential role of the community in responding to corruption is understood by the district leaders and the community itself; this has implications on the content of the sensitization of local leaders

There is need to supplement the use of the media as a major source of information on corruption and its associated problems in the community. Community dialogue meetings should be integrated within the project to disseminate information to the population, stimulate feedback and positive action to fight corruption.

There is need for concerted efforts of all the local communities and leaders in playing a role in advocating for the proper use of funds for development. The project needs to mobilize community resources to play an active role in the advocacy for the use of funds. This could include enactment of byelaws to curb the actions of leaders who misuse funds.

Instead of creating new structures altogether, the project should consider identifying and working through already established Community Based Organizations (CBOs). These organizations are already on the ground, have existing structures and capacity which can be exploited by the project to mobilize communities