



Equal Opportunities Commission



# **Study Report on Salary Disparities in the Public Service**

**By**

**Equal Opportunities Commission (EOC)**

**Kampala, Uganda**

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**By**

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## **ABOUT THE EQUAL OPPORTUNITIES COMMISSION**

The Equal Opportunities Commission (EOC) is a constitutional body established by the Equal Opportunities Commission Act, No. 2 of 2007 (EOC Act)“to give effect to the State’s constitutional mandate to eliminate discrimination and inequalities against any individual or group of persons on the ground of sex, age, race, colour, ethnic origin, tribe, birth, creed or religion, health status, social or economic standing, political opinion or disability, and take affirmative action in favour of groups marginalised on the basis of gender, age, disability or any other reason created by history, tradition or custom for the purpose of redressing imbalances which exist against them; and to provide for other related matters”.

### **Vision**

A just and fair society wherein all persons have equal opportunity to participate and benefit in all spheres of political, economic, social and cultural life.

### **Mission**

To give effect to the state’s mandate to eliminate discrimination and marginalisation against any individual or groups of persons through taking affirmative action to redress imbalances and promote equal opportunities for all in all spheres of life.

### **Functions of the Equal Opportunities Commission**

The functions of the Commission are spelt out under section 14 of the EOC Act, 2007. In brief these are: to monitor, evaluate and ensure that policies, laws, plans, programmes, activities, practices, traditions, cultures, usage and customs of organs of state at all levels, statutory bodies and agencies, public bodies and authorities, private businesses and enterprises, non-governmental organisations, and social and cultural communities, are compliant with equal opportunities for all and affirmative action taken in favour of groups marginalised on the basis of sex, age, race, colour, ethnic origin, tribe, birth, creed or religion, health status, social or economic standing, political opinion or disability or any other reason created by history, tradition or custom.

Pertaining to Research, as provided for in Section 14 (2) (d), the Commission undertakes Research on Equal Opportunities and treatment in employment, education, social services or social and cultural construct of roles and responsibilities in society among others.

## **Foreword**

In accordance with Section 14 (2) (d) of the Equal Opportunities Commission Act, 2007, The Commission is delighted to present findings of the Study on Salary Disparities in the Public service. Employment opportunities and fair remuneration are one of the important ways in which individual persons and their families can contribute and benefit from economic growth and access to basic services. Equal access to opportunities across all aspects of life is a major prerequisite for inclusive growth, socio-economic transformation and sustainable improvement of both human welfare and the environment. It is therefore imperative that government ensures equitable remuneration to its workers in its various Ministries, Departments and Agencies.

The Government of Uganda is the largest single formal employer in the country and often provides a reference point in terms of remuneration, labour laws and fair employment practices. In this regard, compliance to employment policies and laws that emphasize equity/equal opportunities in remuneration and employment is instrumental in improving efficiency and effectiveness of service delivery.

This study report highlights several findings pertaining to salary disparities in the public service and associated gaps regarding service delivery. The government of Uganda should take deliberate efforts to review and rationalize the pay structure. All Government remunerations should be determined in a rational way that reflects equity among the peers across the public service.

The Equal Opportunities Commission is committed towards working with all stakeholders to address gaps that affect service delivery across the public sector in the struggle to transform and modernize Uganda. Based on the findings of this report, the Commission strongly recommends for harmonization of the public service salary structure and putting in place mechanisms to ensure fairness in remuneration among government employees.

**FOR GOD AND MY COUNTRY**

**Sylvia Muwebwa Ntambi (Mrs.)  
Chairperson**

## **Acknowledgement**

The Equal Opportunities Commission has worked with several stakeholders in the implementation of its mandate and specifically in conducting this study.

First, the Commission would like to extend appreciation to the Government of Uganda under the leadership of H.E Yoweri Kaguta Museveni for providing an enabling legal environment in the pursuit of Equal Opportunities for all.

Secondly, the Commission extends gratitude to the Parliament of the Republic of Uganda for their legislative and oversight role in the promotion of equal opportunities for all Ugandans.

The Commission acknowledges the Ministries of: Public Service; Gender, Labor and Social Development; Finance, Planning and Economic Development; as well as other MDAs and Local Governments for providing relevant information used in the study.

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## **Acronyms**

AG	Auditor General
BoU	Bank of Uganda
CAA	Civil Aviation Authority
CAO	Chief Administrative Officer
CDO	Cotton Development Organization
CEO	Chief Executive Officer
CG	Central Government
EOC	Equal Opportunities Commission
EPR	Employment To Population Ratio
ERA	Electricity Regulatory Authority
FIA	Financial Intelligence Agency
GoU	Government of Uganda
IG	Inspectorate of Government
KCCA	Kampala Capital City Authority
KYU	Kyambogo University
LC	Local Council
LFPR	Labour Force Participation Rate
LG	Local Government
MDAs	Ministries, Departments and Agencies
MoFPED	Ministry of Finance, Planning and Economic Development
MoLG	Ministry of Local Government
MoPS	Ministry of Public Service
MUK	Makerere University Kampala
NARO	National Research Organization
NCDC	National Curriculum Development Centre
NDA	National Drugs Authority
NHCC	National Housing and Construction Company
NITA	National Information Technology Authority
NMS	National Medical Stores
NPHC	National Population and Housing Census
NSSF	National Social Security Fund
NWSC	National Water and Sewerage Corporation

OAG	Office of the Auditor General
PPDA	Procurement and Public Disposal Authority
PSC	Public Service Commission
PSRP	Public Service Reform Programme
REA	Rural Electrification Agency
SO	Specified Officers
UCC	Uganda Communications Commission
UCDA	Uganda Coffee Development Authority
UETCL	Uganda Electricity Transmission Limited
UGX/Shs	Uganda Shillings
UIRI	Uganda Industrial Research Institute
UNBS	Uganda National Bureau of Standards
UNRA	Uganda National Roads Authority
UR	Unemployment Rate
URA	Uganda Revenue Authority
URSB	Uganda Registration Services Bureau
UTB	Uganda Tourism Board

# **Executive Summary**

## **Introduction**

In accordance with Section 14 (1) and (2) (d) of the Equal Opportunities Commission Act, 2007, the Commission undertook a study on Salary disparities in the Public service. The study is a follow up of the recommendation<sup>1</sup> that was made during the dissemination of the 3<sup>rd</sup> EOC annual report on the state of equal opportunities in Uganda (2015/16). The main purpose of the study was to establish the magnitude of salary disparities and to make appropriate recommendations to government to improve efficiency and effectiveness in service delivery.

## **Objectives of the Study**

The objectives of the study were: (i) To determine the status and magnitude of salary disparities in the public service ;(ii) To establish modalities and causes of salary disparities in the public service ;(iii) To find out the implications of salary disparities on efficiency and effectiveness of service delivery; (iv) to make appropriate recommendations to government to address the causes and effects of salary disparities in public service.

## **Scope of Work**

The scope of the study included; document review of existing legal and policy frameworks on public service pay and compensation in Uganda i.e. the 1995 Constitution (as amended), Employment Act (2006), Labor Unions Act (2006) and the Equal Opportunities Commission Act(2007) among others. The study targeted employee's in public institutions at the Center (Ministries, Departments and Agencies) and Local Governments, (upper and lower local governments). The areas of interest mainly included: status and magnitude of salary disparities, implications of salary disparities as well as modalities and causes of salary disparities.

## **Methodology**

The study used both qualitative and quantitative approaches to collect and analyse data on salary disparities in the public service i.e. at Central and Local Government

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<sup>1</sup> Stakeholder recommendations: Equal Opportunities Commission to conduct a comprehensive study on salary disparities in the Public Sector

levels. Secondary data was sourced from the Ministry of Public Service documents on staffing and salary structures for public service employees, Statutory Organization's payrolls & Human Resource Manuals (HRM) as well as review of the existing laws, policies and practices on employment in Uganda. On the other hand, primary data on various salary differentials and their implication on service delivery was sourced through key informant interviews with human resource personnel and selected employees at both Central and Local Government levels. Various data analysis approaches were used including descriptive statistics, comparative and ratio analysis to elucidate more about the findings.

### **Major findings of the study**

The study was focused on the public service in Uganda and sought to establish the state and magnitude of salary disparities, modalities and causes of salary disparities and to find out the associated implications on efficient and effective service delivery. The major findings of the study included the following;

- i. There are wide salary disparities between the traditional civil service and statutory bodies established by Acts of Parliament (the other public service). For instance a director in a Government Ministry earns UGX. 2,369,300 per month while a deputy director in KCCA earns UGX. 27,000,000 per month. Other observations reveal that some some public officers earn two-to-six times more than their counterparts in other public Institutions. The salary disparities are so wide that public officers in some institutions are required to work for several years to be able to earn what their counterparts earn in one year.
- ii. Similarly, at local government level, the results show a wide salary disparity of 50 percent between the Chairperson and the Deputy as well as between the Municipal Mayor and the Deputy. The difference between the annual salary of the highest paid LG political leader (Chairman LC V) and the lowest paid leader (Sub-county/ Town Council Chairperson) is UGX. 21,216,000 per annum. In other words, it takes 7 years for the lowest paid political leader to earn what the highest paid political leader earns in 1 year.
- iii. There is also a wide disparity between the annual salaries of the top most paid (U1S) and least paid civil servant (U8 Lower) equivalent to UGX. 57,172,778 (as of

December, 2016). This is a substantial difference that became even bigger following salary reviews of specific civil servants in January, 2017 hence requiring redress. Despite the possible underlying causes of such a big difference, which may include experience, training, required standard of living, and job requirements, there is need to raise the threshold for the least paid civil servants. Whereas the Circular from the Permanent Secretary, Ministry of Public Service communicated revision of salaries, the revision was only restricted to the Head of Public Service, Permanent Secretaries, Chief Justice and the Deputy Chief Justice, the above increment did not cut across all levels within the Public Service.

- iv. It was also noted that some institutions had wide salary differentials compared with their peers elsewhere as well as significant differentials among their own staff. For example, there are institutions where the ratio of the highest earner and the lowest earner is 51:1 (Uganda Coffee Development Authority), 49:1 (Uganda Industrial Research Institute), 40:1 (Uganda Land Commission), 34:1 (National Information Technology Authority) and 33:1 (Uganda Road Fund). The variations observed are likely to contribute to low employee motivation, morale and productivity among the lowest paid earners.
- v. The determination of salaries in the public service is guided by various laws, policies and regulations. The Ministry of Public Service plays a big role in determining salaries for the traditional civil service. On the other hand, other Statutory Institutions and bodies such as Universities, Funds, Authorities, and Boards determine their salaries in consultation and with approval of the Ministry of Public Service. In this regard, employees in such Institutions are in position to negotiate or even advocate for specific terms regarding their salaries, allowances and related facilitation.
- vi. Finally, the study revealed that the Salary disparities in the public service contribute negatively towards efficiency and effectiveness of services delivery. Among the direct consequences included absenteeism, low motivation, corruption and late coming among others.

## **Conclusions**

The study found out that there are wide salary disparities in the public service that are manifested in the salary differentials between; (i) the traditional civil service and statutory bodies established by Acts of Parliament, (ii) the annual salaries of the top most paid (U1S) and least paid civil servants (U8 Lower) as well as salary bands for the highest and lowest earners in statutory institutions. Findings further revealed that determination of salaries in the public service is guided by various laws, policies and regulations. The Ministry of Public Service plays a big role in determining salaries for the traditional civil service. On the other hand, other Statutory Institutions and bodies such as Universities, Funds, Authorities, and Boards determine their salaries in consultation and with approval of the Ministry of Public Service. In this regard, employees in such Institutions are in position to negotiate or even advocate for specific terms regarding their salaries, allowances and related facilitation.

Finally, the study findings show that the salary disparities in the public service contribute negatively towards efficiency and effectiveness of services delivery. Among the direct consequences included absenteeism, low motivation, corruption and late coming among others.

## **Policy recommendations**

The following policy recommendations are made with reference to the findings of the study.

- i. Ministry of Public Service should fast track establishment of a Salary review Commission to determine equitable remuneration for Public servants and harmonization of the various salary structures across the Public service.
- ii. Parliament and Executive should respectively review some laws and policies that relate to establishment and remuneration of Public Institutions to avoid duplication of mandates and ensure sustainability of a quality public service.
- iii. Ministry of Public service should review the structures of the various existing MDAs and LGs in order to come up with an efficient, effective, lean and sustainable public service.



- iv. In the harmonization of remunerations for public servants, the Ministry of Public Service should ensure fair pay that is commensurate to the ever changing economic environment to overcome corruption, low morale, and absenteeism among other vices that may arise from pay disparities.

# **SECTION ONE**

## **GENERAL INTRODUCTION**

### **1.0 Introduction**

In accordance with Section 14 (1) and (2) (d) of the Equal Opportunities Commission Act, 2007, the Commission undertook a study on Salary disparities in the Public service. The study is a follow up of the recommendation<sup>2</sup> that was made during the dissemination of the 3<sup>rd</sup> EOC annual report on the state of equal opportunities in Uganda (2015/16). The main purpose of the study was to ascertain the magnitude of salary disparities in the Public sector and associated gaps in service delivery. The study focused on the status of salary disparities, modalities of salary determination and implications of the disparities.

### **1.1 Background**

From the universal declaration of Human Rights (1948), to the Millennium Development Goals (2000-2015) and the Sustainable Development Goals (2015-2030); and in accordance with the International Labour Organization convention on Equal Remuneration of 1951 (No. 100), global attention remains on promoting human rights and eliminating discrimination and inequalities for which equitable pay for effective and efficient service delivery is critical.

Accordingly, Uganda ratified the ILO convention on Equal remuneration on the 2<sup>nd</sup> of June 2005. This is in line with Article 21 and Article 40 part (1) (b) of the Constitution of the republic of Uganda. In Uganda, the public sector wage differentials across comparable employment levels continue to be of concern. Specifically, such differences may be having severe implications on employee retention, morale and overall productivity in the public sector bodies that include: Ministries, Departments and Agencies (MDAs) and Local Governments (LGs).

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<sup>2</sup> Stakeholder recommendations: Equal Opportunities Commission to conduct a comprehensive study on salary disparities in the Public Sector

The concept of equal pay requires provision of same remuneration for individuals doing similar work. However this is not always the case, the differences in remuneration in the public sector can be traced from the existing laws, policies and Institutional structures. In Uganda the Public Service Commission (PSC) is mandated to review the terms and conditions of service, standing orders, training and qualifications of public officers and matters related to human resource management with reference to existing laws and policies. The determination of remunerations in the public sector ought to be harmonized with respect to the existing laws and policies.

## **1.2 Purpose and objectives of the study**

### **1.2.1 Purpose**

The purpose of the study was to establish the magnitude of salary disparities and to make appropriate recommendations to government to improve efficiency and effectiveness in service delivery.

### **1.2.2 Objectives of the Study**

The objectives of the study were:

- a) To determine the status and magnitude of salary disparities in the public service;
- b) To establish modalities and causes of salary disparities in the public service;
- c) To find out the implications of salary disparities on efficiency and effectiveness of service delivery;
- d) To make appropriate recommendations to government to address the causes and effects of salary disparities in public service.

## **1.3 Scope of Work**

The scope of the study included; document review of existing legal and policy frameworks on public sector pay and compensation in Uganda i.e. the 1995 Constitution (as amended), employment act 2006, Labor Unions Act, the Equal Opportunities Commission Act among others. The study targeted employee's in public institutions at the Center (Ministries, Departments and Agencies) and Local Governments, (Lower Local Governments and Upper Local Governments). The areas of interest mainly included: status and magnitude of salary disparities, implications of salary disparities as well as modalities and causes of salary disparities.

## **1.4 Outline of the Report**

This study report is structured in into five sections and these include; (i) Section one: General Introduction, (ii) Section Two: Contextual Background and Legal framework, (iii) Section Three: Methodology, (iv) Section Four: Study Findings and (v) Conclusions and Recommendations.

## SECTION TWO

### CONTEXTUAL BACKGROUND AND LEGAL FRAMEWORK ON EMPLOYMENT

#### 2.0 Introduction

This section presents a contextual background on employment and salary remuneration in the public service of Uganda and provides a review of policies, laws and regulations governing the determination and operationalization of employee compensation in the public sector.

#### 2.1 Contextual Background

Recent trends show an improvement in economic growth with the size of the economy increasing from UGX 40.96 trillion in 2009/10 to UGX 55.86 trillion in 2015/16<sup>3</sup>. The average growth rate between 2009/10 and 2015/16 was 5.4% with the highest rate of 9.4% in 2010/11 and lowest of 3.6% in 2012/13 (See Table 2.1 below).

**Table 2.1: Trends in Economic Growth**

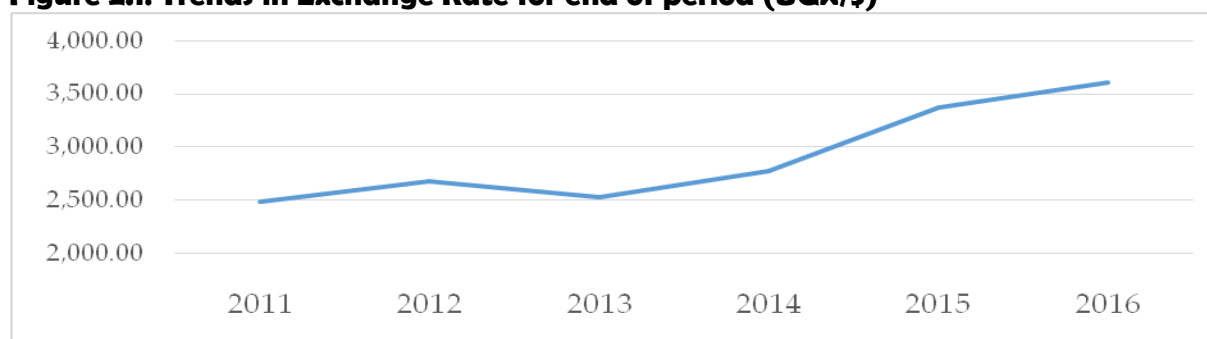
Fiscal Years	2009/10	2010/11	2011/12	2012/13	2013/14	2014/15	2015/16
GDP (UGX Billion)	40,956	44,803	46,521	48,177	50,674	53,281	55,856
GDP Growth rate (%)	5.7	9.4	3.8	3.6	5.2	5.1	4.8

Source: UBOS, 2016, Statistical Abstract

The external sector has continued to struggle over the period with increasing pressure for imports amidst poor performance of exports causing a depreciation of the shilling from UGX/\$ 2,491 at end of 2011 to UGX/\$ 3,611 at the end of 2016 (See Figure 2.1 below).

<sup>3</sup>GDP at constant prices for 2009/10

**Figure 2.1: Trends in Exchange Rate for end of period (UGX/\$)**



Source: BoU, 2016

In 2012/13, the total working population was estimated at 13.9 million, with a total employed population of 7.9 million people, and the difference of 6.0 million persons presumed to be in subsistence farming (See Table 2.2)<sup>4</sup>. The labour force participation rate (LFPR) was 52.8% while the employment to population rate (EPR) was 47.8%. The overall Unemployment Rate (UR) was 9.4% in 2012/13 with the females experiencing higher unemployment rates (11%) compared to males (8%).

**Table 2.2: Selected Labour Market Indicators - Working Age (14-64 years), 2012/13 in '000;**

Sub category	Male	Female	Rural	Urban	Total
Working age population	7,850	8,652	12,289	4,213	16,502
Working population	6,827	7,069	10,732	3,164	13,896
Subsistence agriculture	2,517	3,493	5,345	664	6,009
Employed population	4,310	3,576	5,387	2,500	7,887
Employment to population ratio	54.9	41.3	43.8	59.3	47.8
Underutilized persons	1,685	1,623	2,394	915	3,308

Source: UBOS, UNHS 2012/13

Information on economic activity, which is the kind of work people do to enhance their quality of life, which involves production of goods and services for sale or own consumption. According to UBOS (2016)<sup>5</sup>, using information for persons aged 10 years and above, there were more working males (73.9%) compared to females (68.4%) as shown in Table 2.3 below. On the contrary, the population that was not working, which includes the unemployed and the economically inactive persons, had more females (31.6%) compared to males (26.1%).

<sup>4</sup>UBoS, Statistical Abstract, 2016

<sup>5</sup>Uganda Bureau of Statistics 2016, *The National Population and Housing Census 2014 – Main Report*, Kampala, Uganda

**Table 2.3: Distribution of working/not working population (%) aged 10+ years**

Category	Working	Not working	Total
Male	73.9	26.1	100
Female	68.4	31.6	100
Urban	60.6	39.4	100
Rural	72.7	27.3	100

Source: UBOS, 2016 Statistical Abstract

Overall, almost two thirds (64%) of the working population was engaged in subsistence agriculture, professionals accounted for less than one percent while technicians and associate professional workers were less than 2% of the working population. The report shows that the majority of the workers (over 50%), including those in paid employment were mainly in the subsistence agriculture sector. There are several people engaged in household-based enterprises that were dominated by agriculture at 43%, followed by manufacturing at 16%. Trade, services and food processing accounted for 5.1%, 3.2% and 2.6% respectively. At the national level, employment income was the main source of livelihood for 16.4% of the population compared to subsistence farming at 69.4% and 8.1% for business enterprises.

Employment has expanded in lower-productivity activities such as subsistence agriculture and petty trade, and contracted in some high-value sectors. Despite the substantial diversification in household sources of income, 76% of households still earn income from agricultural production, with 26% of households relying on agriculture exclusively. Only 11% of the labour force is primarily engaged in non-agricultural wage employment and the number of permanent non-agricultural wage jobs declined between 2009/10 and 2012/13 (World Bank, 2016). Further to the reduction in high-value employment opportunities, the remuneration within this sector is uneven. Therefore, whereas unemployment is one of the most pressing challenges, there are problems of low and unequal pay among the employed.

There is insufficiency of opportunities for gainful employment that tends to manifest in form of underutilization of the workforce. According to UBOS (2016), a big part of the population is forced to engage in some kind of work— even for a few hours and at low wages especially in the informal sector. As a consequence, the unemployment rate, based on the international definition does not provide a real picture that is prevailing in

the labour market. To get a clearer picture, UBOS provides a more comprehensive analysis involving unemployment rate and other forms of under-employment.

The indicators include insufficiency of the volume of work (time related underemployment, low remuneration (low earnings) and incompatibility of education and occupation (skills mismatch). The results show a labour underutilization rate of 20% of the working age population. The proportion is higher among males (24%) compared to females (16%) as indicated in Table 2.4 below. The labour underutilization was mainly composed of income/wage related inadequate employment rate of 31%.

**Table 2.4: Percentage Share of Labour Underutilisation components (14-64 years) by sex, 2012/13**

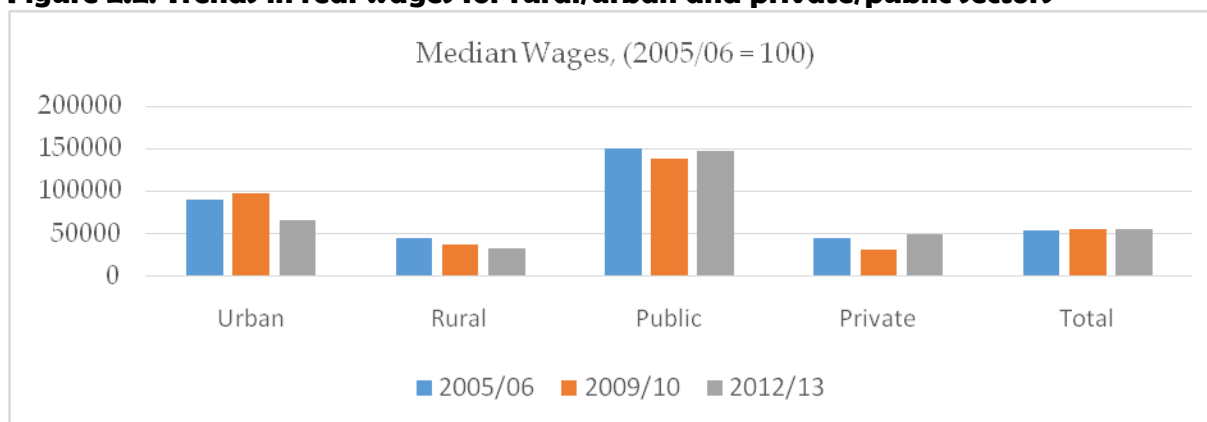
Labour Underutilisation components	Male	Female	Total
Unemployment	32.2	16.1	25.4
Time related under employment	21.3	21.3	21.3
Marginally attached to the labour force e.g. discouraged workers	4.3	15.6	9.0
Skills related Inadequate employment	15.3	10.5	13.3
Income/wage related Inadequate employment	26.9	36.6	31.0
Total	100	100	100
Total population underutilised (000's)	1,685.1	1,623.4	3,308.4
Labour Underutilization rate	24.4	15.9	19.9

Source: UBOS, 2016

In addition to the limited opportunities for gainful employment in the country and differences of access across gender, indicated above, there are salary disparities in the private and public sector. While the latter is the subject of this study, Figure 2.2 shows differences in real wages within the rural and urban areas as well as public and private sector.



**Figure 2.2: Trends in real wages for rural/urban and private/public sectors**



Source: UBOS Household Surveys

Figure 2.2 above shows that, between 2005/06 and 2012/13, real wages have been higher in both the public sector compared to the private sector respectively. In fact real wages in the public sector are three times more than similar wages in the private sector. Similarly, real wages in the urban sector are two times more than wages in the rural areas. It is worth noting that lower wages in the rural areas do not necessarily imply better standards of living for urban dwellers because of the big element of subsistence living, which requires no wage income, among the rural communities.

The need to apply the principle of equal remuneration for work of equal value should be made even more prominent in the current context where about 19 per cent of the population earns a living by engaging in salary and wage related activities in the public sector.

## **2.2 Legal and Policy frameworks**

Uganda has ratified a number of pertinent conventions relating to protecting workers' rights and availing equitable employment terms and conditions. These include: (i) Equal Remuneration Convention, 1951 (No. 100); which puts emphasis on the right to equal pay, without any discrimination on grounds of gender; (ii) Discrimination (Employment and Occupation) Convention, 1958(No. 111); which puts emphasis on the right to not be discriminated against on grounds of race, colour, sex, religion, political opinion, national extraction or social origin", or other grounds determined by member states, in employment and (iii) the Equal Remuneration Convention, 1951 (No. 100), that requires each member State to use means that are appropriate to the methods in operation to

determine rates of remuneration, promote and ensure the application to all workers of the principle of equal remuneration for work of equal value.

The public service has been broadly defined to cover a range of institutions including Ministries, Departments and Agencies (MDAs), Commissions, Boards, Funds, Bureaus and Local Governments (LGs) among others. Seeking equal remuneration in the public service is even more critical in the case of Uganda where the government is not only the leading employer but also provides a major benchmark for the private sector.

### **2.2.1 National Legal Frameworks**

The Constitution of the Republic of Uganda, which is the supreme law of the country, makes provisions for protection of workers' rights including equitable employment terms and conditions (Article 21). Specifically, the law mandates Parliament to enact laws to provide for the rights of persons to work under safe and healthy conditions, and to ensure equal payment for equal work without discrimination (Article 40 (1) (b)).

On 24<sup>th</sup> May 2006, Parliament of the Republic of Uganda enacted the employment Act in fulfillment of Article 40 (1) (b). In accordance with Section 6 (6), of the Employment Act, The Minister and the labor advisory board seek to give effect to the principles of equal remuneration for employees for work of equal value. In addition, Section 6 (7) requires every employer to pay equal remuneration for work of equal value regardless of whether they are public or private.

The Labor Unions Act, 2006 introduces a new array of rights for employees to demand for their rights among which includes equal pay for work of equal value. The Act guarantees employees the right to organize themselves into Labor Unions and participate in the management of the said Unions.

In 2010, the Equal Opportunities Commission was inaugurated in accordance with the Equal Opportunities Commission Act, No. 2 of 2007 to give effect to the State's constitutional mandate to eliminate discrimination<sup>6</sup> and inequalities against any

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<sup>6</sup> Discrimination means any act, omission, policy, law, rule, practice, distinction, condition, situation, exclusion or preference which directly or indirectly has the effect of nullifying or impairing equal opportunities or marginalizing a section of society or resulting in an equal treatment of persons in

individual or group of persons on the ground of sex, age, race, colour, ethnic origin, tribe, birth, creed or religion, health status, social or economic standing, political opinion or disability, and take affirmative action in favour of groups marginalised on the basis of gender, age, disability or any other reason created by history, tradition or custom for the purpose of redressing imbalances which exist against them; and to provide for other related matters”.

The law empowers certain entities such as PSC to establish structures as well as terms and conditions of services for public sector workers. In a number of cases, some offices and respective holders are specified within the Constitution (Specified Officers) while others are to be appointed and remunerated on the basis of Ministers and/or Boards as specified by the respective Acts of Parliament establishing such institutions. However, the terms and conditions of the bulk of the employees in the Public Service are determined by the PSC, which is established by the Constitution.

Lastly, the Pensions Act (Chapter 286) and Pensions regulations provide that pensions, gratuities and other allowances may be granted by the Pensions Authority, to officers who have been in the service of the Government. In order to avoid certain kinds of discrimination that may arise out of differences in times of services, the Act provides that, whenever the pensions authority is satisfied that it is equitable that any regulation made under should have retrospective effect so as to confer a benefit upon or remove a disability attached to any pension or gratuity granted under the Act is to be computed in accordance with the provisions in force at the actual date of an officer's retirement or of his or her death in the public service, as the case may be.

### **2.2.2 National Policy Framework**

The Uganda Vision 2040 prescribes equal pay for equal work and the NDP II (2015/16-2019/2020) focuses on the theme, “strengthening Uganda's competitiveness for sustainable wealth creation, employment and inclusive growth”. Under employment, NDP II emphasizes enhancing the availability and quality of gainful employment and employment creation in a concerted effort to achieve inclusive growth. In addition,

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employment or in enjoyment of rights and freedoms on the basis of sex, race, color, ethnic origin, tribe, birth, creed, religion, health status, social or economic standing, political opinion or disability.

Under the NDP II implementation institutional roles and responsibilities, the Ministry of Public Service is to provide and implement the pay policy.

In 2011, Uganda launched its employment policy to guide Government objectives and processes for generating jobs and ensuring a better working environment for all workers. The main thrust of the policy is to generate productive and decent jobs. The policy also provides enhancing the employability of marginalised groups, which include persons with disabilities who continue to face numerous challenges when it comes to accessing employment opportunities.

## **SECTION THREE**

### **METHODOLOGY**

#### **3.0 Introduction**

This section presents the methodology used in the study on salary disparities in the public sector. It includes sub sections on the study design and approach, study population, sample section, data collection and analysis methods as well as data quality control.

#### **3.1 Study design and approach**

The study used both qualitative and quantitative approaches to collect and analyse data and information on salary disparities in the public sector i.e. at Central and Local Government levels. This study was based on three major components namely: review of academic and institutional literature; collection and analysis of secondary information on policies, laws, and practices; and collection and analysis of primary data on actual salary differentials and their implications. The specific parameters used in measurement of earnings for the study are indicated in sub section below.

##### **3.1.1 Parameters on measurement of earnings**

For purposes of this study, the term “Salary” included ordinary basic pay. The measurement of salary was based on the tax-based definitions of salaries as this was the most widely used operational definition by employers. Basic salary was based on existing legal and policy frameworks including variations through special government directives based on recognition of exceptional skills and/or circumstances required to attract and/or retain certain individuals. Exceptions were made for irregular earnings such as: overtime pay; severance pay; shift differentials; non-production bonuses; tuition reimbursements; premium pay for overtime, holidays and weekends; and tips.

Other specific parameters that informed the identification and measurement of earnings included the following:

- i. Income was any payment received from an employer (public sector entity) during a calendar month that could be used to meet a person's needs for food,

shelter etc. however, the computation excluded allowances provided as facilitation for staff to do their regular work.

- ii. Income, which could be in cash or in kind, included both earned and unearned income with the later comprising of interest and dividends, retirement income, social security, medical and support by way of house attendants.
- iii. Social Security was considered "received" and hence formed part of the gross income of the given year they are withheld.
- iv. Any income or facilitation that was consistently paid out regularly such that it represented 'additional' incomes.

### 3.2 Study population

The study covered employees in the mainstream civil service at both the Central Government and Local government levels. Information on various salaries and other forms of remuneration for employees was sourced from the MoPS and selected LGs. In addition, the study covered a select number of public sector institutions involved in service delivery. The selection of respondents was based on seniority of the person in the public service structure or selected institution. Table 3.1 below provides persons who were selected for interviews and other forms of information gathering such as collection of official documents.

**Table 3.1: Persons selected for interviews**

District level	Central Government	Other Institutions
<ul style="list-style-type: none"> <li>▪ Resident District Commissioner</li> <li>▪ Chairperson LC 5</li> <li>▪ Chief Administrative Officer</li> <li>▪ Town clerk</li> <li>▪ Chief Finance Officer</li> <li>▪ Human Resource Personnel</li> <li>▪ District Planner &amp; Statistician</li> <li>▪ Sub county Chief</li> <li>▪ Support staff</li> </ul>	<ul style="list-style-type: none"> <li>▪ Permanent Secretary</li> <li>▪ Directors</li> <li>▪ Commissioners</li> <li>▪ Staff at Principal level</li> <li>▪ Staff at Senior level</li> <li>▪ Support staff</li> </ul>	<ul style="list-style-type: none"> <li>▪ Head of the institution</li> <li>▪ Chief Finance Officer</li> <li>▪ Personnel officer</li> <li>▪ Middle level personnel</li> <li>▪ Junior staff</li> <li>▪ support staff</li> </ul>

### 3.3 Sample selection

The Study drew respondents at two levels namely; Central Government and Local Government. At Central Government Level, the selection of Government institutions was based on the need to get a fair spread between organizations with different legal and policy frameworks. In this regard, the study focused on Institutions that contribute in determining their salaries as well as the Ministry of Public Service which regularly reviews the salary structure of the various employees in the traditional civil service. The statutory institutions sampled were: Kampala City Council Authority, National Social Security Fund, Kyambogo University, Electricity Regulatory Authority, Inspectorate of Government, Office of the Auditor General, Cotton Development Authority and Financial Intelligence Authority.

On the other hand, the selection of LGs (districts) was based on regional distribution, consideration of hard to reach areas and presence of ongoing activities by the Equal Opportunities Commission. The selected districts are indicated in table 3.2 below.

**Table 3.2: Selected Sample Districts by Region**

Region	Districts
Eastern	Bulambuli, Kaberamaido, Butaleja,
Central/Southern	Kalangala, Luwero, Buikwe
Northern	Kotido, Napak, Lira, Nwoya,
Western	Kasese, Kamwenge, Kiruhura, Mbarara, Isingiro

The selection of respondents within each district were purposively selected and these included; District Chief Administrative Officers, Chairpersons, Resident District Commissioners as well as selected technical personnel from education and health sectors.

### 3.4 Data collection methods and sources

Secondary data was sourced through review of the Ministry of Public Service documents on staffing and salary structures for public service employees, Statutory Organization's payrolls & Human Resource Manuals (HRM) as well as review of the existing laws, policies and practices on employment in Uganda.

On the other hand, primary data on various salary differentials and their implication on service delivery was sourced through face to face interviews using semi structured questionnaires and key informant interviews with human resource personnel and selected employees respectively at both Central and Local Government levels. Specific reference was also made to results in the National Service Delivery Survey, 2015.

### **3.5 Data analysis**

The data was analyzed using various approaches including descriptive statistics, content analysis, comparative and ratio analysis to elucidate more about the findings. The analytical strategy further involved setting salary intervals instead of exact amounts as that would involve too many observations with no significant variations. The analysis involved aggregation of salary information for employee categories in form of pay bands<sup>7</sup>. Various options were used to aggregate pay information, including pay rates, range of pay, total pay, standard deviation, average and median pay.

### **3.6 Quality control**

In order to ensure quality of the report, data and information accuracy was considered a critical aspect of the study. Data was specifically sourced from official sources within the organisations and government – mainly the MoPS. Field data through interviews was checked for consistency and whatever was inadequate was not used in the analysis. In this respect, LG data was not analysed on a district or regional basis as that could not raise sufficient data points to assure reliability of the findings. Instead, the analysis of the data from LGs was based on staffing levels across the country. Finally the report was subjected to peer review for validation of the facts and findings.

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<sup>7</sup> Although collection of income data in bands rather than on a continuous scale results in a loss of information, the loss is likely be small, Micklewright and Schnepf (2007).



## **SECTION FOUR**

### **STUDY FINDINGS**

#### **4.0 Introduction**

This section presents findings on Salary Disparities in the Public service. The section gives background information on Institutions whose salaries were reviewed as well as respondents (Central and Local Government), State and magnitude of salary disparities in the public service, modalities of determination of salaries in the public sector, Implications of the salary disparities on staff turnover as well as the efficiency and effectiveness on public service delivery.

#### **4.1 Background Information**

During the study, background information was collected from both Central and Local Government Institutions. The study reviewed salary structures in the various institutions of Government ranging from Traditional Ministries, Missions Abroad, Referral Hospitals, Commissions, Boards, Authorities, Bureaus, Universities and Local Governments among others. Table 4.1 below presents the number of Institutions whose salary structures were reviewed;

**Table 4.1: Number of Institutions whose salary structures were reviewed**

S/N	Institutions	Number	Percentage
1	Ministries	19	7%
2	Missions Abroad	34	13%
3	Hospitals/Referral Hospitals	16	6%
4	Commissions	08	3%
5	Authorities	08	3%
6	Bureaus	02	1%
7	Universities	09	4%
8	Local Governments	116	45%
9	Boards and others	45	18%
	Totals	257	100%

Source: MPS, 2016/17

The public service Institutions were categorized into 9 sub categories of which MDAs constituted (55%) while the rest were Local Governments.

#### **4.1.1 Central Government Level**

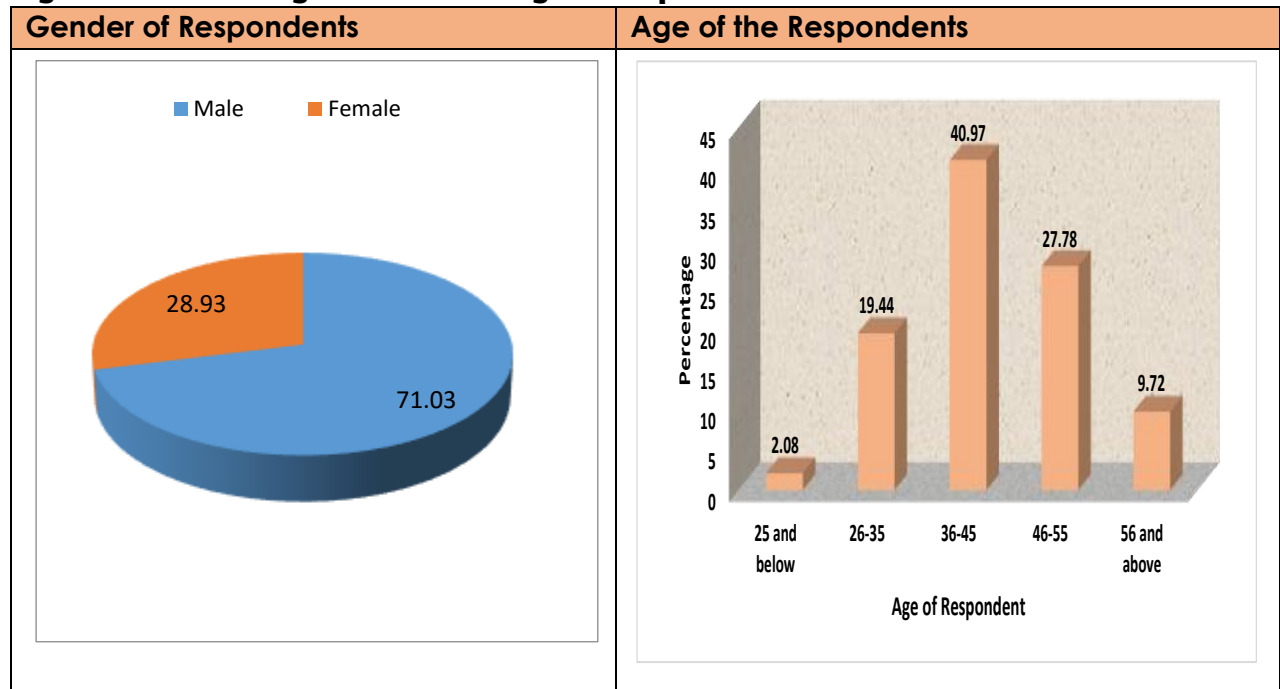
The Study drew respondents from Central Government Level and focused on Institutions that contribute in determining their salaries as well as the Ministry of Public Service which regularly reviews the salary structure of the various employees in the traditional civil service. These Institutions included;

- i. Ministry of Public Service
- ii. Kampala City Council Authority
- iii. National Social Security Fund
- iv. Kyambogo University
- v. Electricity Regulatory Authority
- vi. Inspectorate of Government
- vii. Office of the Auditor General
- viii. Cotton Development Authority
- ix. Financial Intelligence Authority

#### **4.1.2 Respondents at Local Government Level**

The officers interviewed at the LG level were; the top political leaders (Chairperson of the LCV); the top technical persons (CAOs); the lower cadre staff at both the district headquarters and field service delivery centers i.e. education and health facilities. A total of 185 employees were interviewed across LGs that participated in the study. (See Annexure 1 (b)). Majority of the respondents were male at 71.03% compared to women at 28.93%. The dominant age group was the 36 - 45 years at 40.97% and was followed by the age group of 46 to 55 years at 27.18%. (Figure 4.1).

**Figure 4.1: Percentage Gender and Age of Respondents**

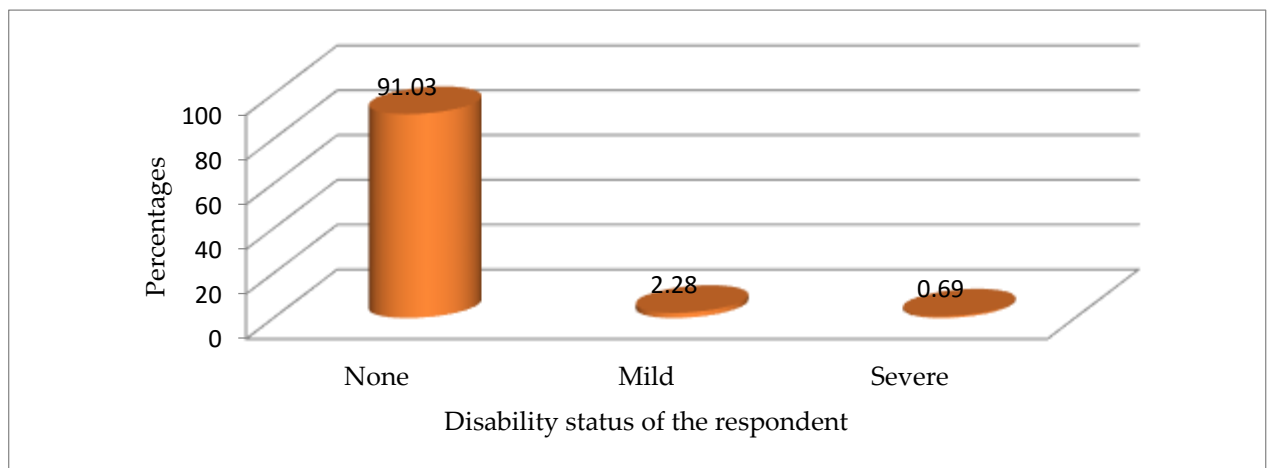


Source: Field data

**4.1.2.1 Disability Status of Respondents**

Regarding physical status and education, majority of the respondents (91%) had no physical challenges on their bodies (see Figure 4.2 below) and only 2.28% and 0.69% had mild and severe disabilities respectively.

**Figure 4.2: Disability status of the respondent**

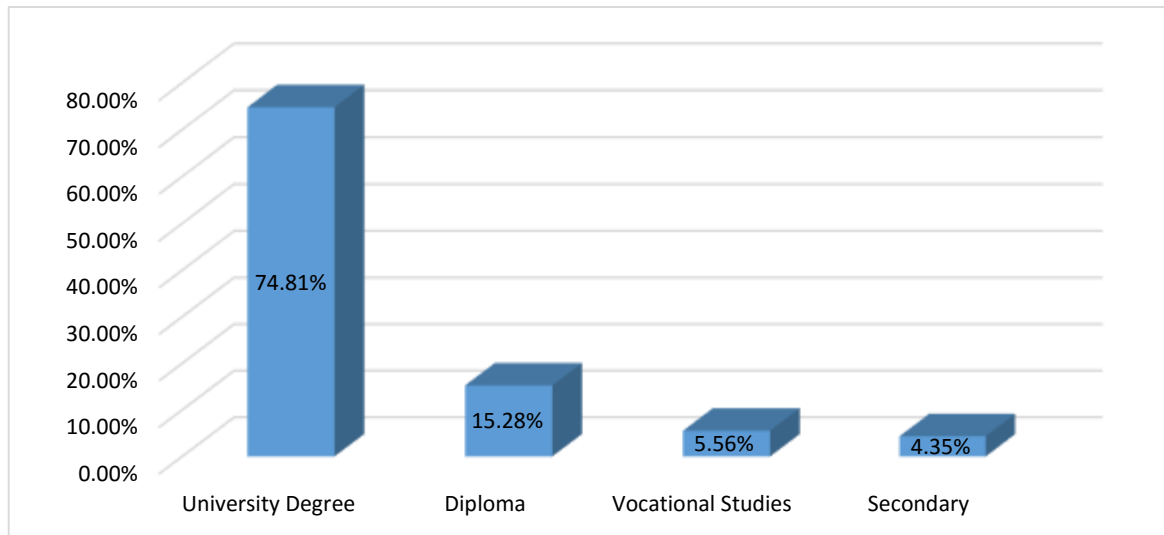


Source: Field data

#### 4.1.2.2 Education level of Respondents

The educational level was grouped into the following four categories: secondary, vocational, tertiary and university as shown in Figure 4.3. Majority of the respondents (74.81%) had attained a university degree in their respective disciplines, followed by Diploma holders with 15.28%. The rest had attained a certificate either at vocational or secondary level of education with 5.56% and 4.35% respectively.

**Figure 4.3 Education level of respondents**



Source: Field data

#### 4.1.2.3 Marital Status of Respondents

In order to assess the magnitude of individual responsibilities at home, which influences perceptions about sufficiency of a given salary level, information was collected on the marital status for each respondent (See Table 4.2). The marital status was categorized as single, married divorced/separated and widowed.

**Table 4.2: Marital status of respondents**

Marital Status	Frequency	Percent
Single	26	17.93
Married	112	77.24
Divorced/separated	1	0.69
Widowed	6	4.14

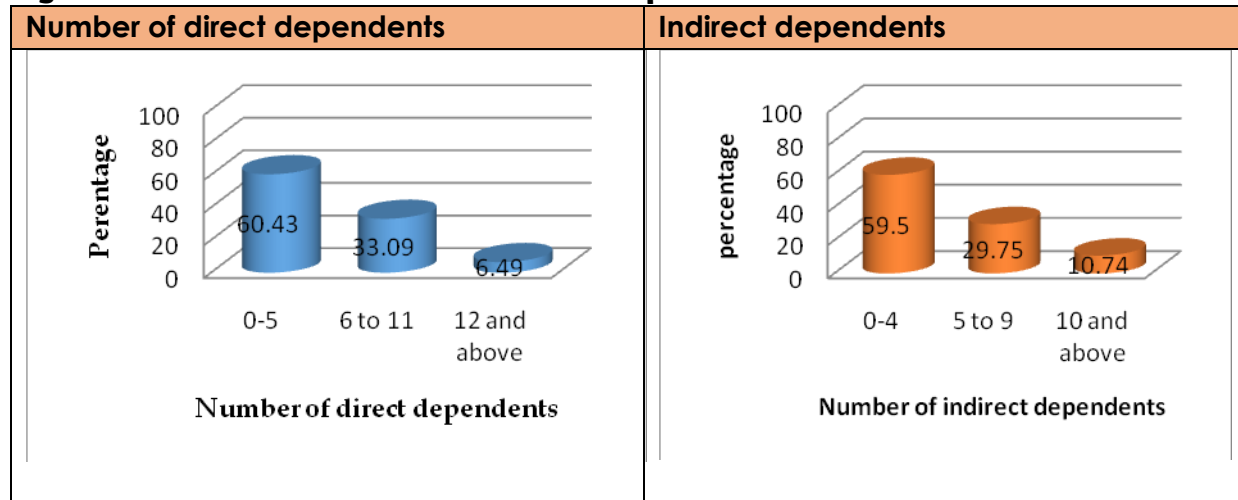
Source: Field data

The results show that majority (77.24%) of the respondents were married followed by those who were single (17.93%).

#### 4.1.2.4 Number of Dependents

Information was collected on the number of direct and indirect dependents that each respondent had in order to assess the number magnitude of individual responsibilities and findings are presented in Figure 4.4 below.

**Figure 4.4: Number of Direct and Indirect Dependents**



Source: Field data

Most of the respondents (60.43%) had between 0 and 5 direct dependents, followed by 33.1% who had between 6 and 11 direct dependents. On the other hand, 59.5% of the respondents had less than four indirect dependents, while 29.75% had between 6 and 11 indirect dependents.

The high degree of dependency, where nearly 40 percent of the employees had 6 or more direct dependents signifies a substantial burden that can easily translate into dissatisfaction and disharmony in case of low salary levels and big salary differentials. Employees with relatively lower rates of pay tend to experience significant financial constraints, which can make them demoralized. The dissatisfaction can increase with a perception that the system is unfair in the sense that some staff are receiving more benefits and living a better life.

#### 4.1.2.5 Period of Service

The period of service, which has a direct relationship with experience, was considered a vital ingredient of performance and related remuneration. According to Table 4.3, 54.3% of the employees had worked for less than 5 years, which is a relatively short time

in the public service and can imply moderate levels of disparity as such staff would be earning salary at or close to the entry level. Only 14.7% had worked for a minimum of 12 years, which would imply less salary differentials related to experience.

**Table 4.3: Period of service in the public sector**

Period of service (Years)	Percent
1 - 5	54.26
6 - 11	31.01
12 and above	14.73
<b>Total</b>	<b>100.00</b>

Source: Field data

In the analysis, field information from LGs was mainly used for qualitative aspects regarding individual characteristics and impacts in terms of motivation. The analysis did not reflect the regional dimension partly because of the small samples that emerged once the data was disaggregated by designation and region. Furthermore, there was no significant salary differentials across LGs since most of the components of the remuneration package were based on parameters issued by the CG and, to a lesser extent, local revenues and special projects, which were a key element of additional allowances.

## **4.2 State and magnitude of the salary disparities in the public sector**

The Ministry of Public Service (MoPS) has the mandate to develop, manage and administer human resource policies, management systems, procedures and structure for the public service. Accordingly, the MoPS regularly reviews the salary structure at the various levels under the traditional civil service. This sub section provides analysis of salary structures at two levels i.e. (i) Central Government (Specified Officers, Political presidential Appointees, Legal Professionals, Education Institutions and (ii) Local Government (Political Leaders at Local Government Level, Production Department Staff, Selected Level of medical workers, Primary school teachers, Chief Administrative Officers).

### **4.2.1 Salary Structure at Central Government Level**

This sub section presents findings on salary structures and differentials at Central Government Level. Specifically the section presents findings on salaries of Specified

Officers, Political presidential Appointees, Legal professionals and selected employees in the education sector.

#### 4.2.1.1 Specified Officers

Specified Officers (SOs) are appointed by H.E the President and vetted by Parliament. Salaries of specified officers are largely subjected to review by the Ministry of Public Service other factors remaining constant. A review of the payroll revealed significant disparities among the SOs with some earning six times more than their peer heads of institutions as presented in Table 4.4 below.

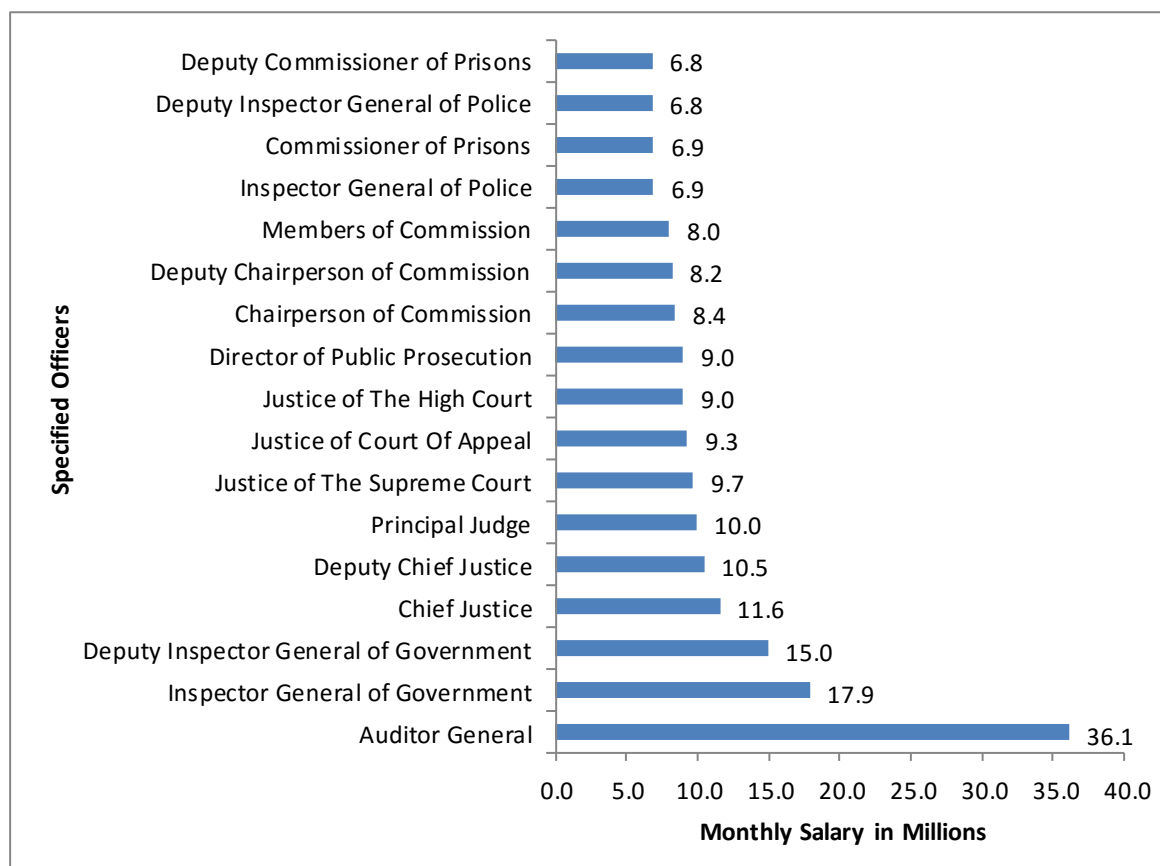
**Table 4.4: Monthly Salary for Specified Officers for FY 2015/16**

Designation	Monthly Salary, FY 2015/16
Chief Justice	11,560,150
Deputy Chief Justice	10,532,581
Principal Judge	10,018,796
Justice of The Supreme Court	9,688,506
Justice of Court Of Appeal	9,358,216
Justice of The High Court	9,026,743
Director of Public Prosecution	9,026,743
Auditor General	36,100,000
Inspector General of Government	17,875,000
Deputy Inspector General of Government	15,005,000
Chairperson of Commission	8,457,300
Deputy Chairperson of Commission	8,157,300
Members of Commission	8,007,300
Inspector General of Police	6,868,005
Deputy Inspector General of Police	6,774,345
Commissioner of Prisons	6,868,005
Deputy Commissioner of Prisons	6,774,345

Source: MoPS Salary Structure, 2015/16

The average salary for the seventeen officers in this category was UGX 11.182 million and yet only six officers (35%) earned salaries above that average. This is an indication of a wide skew upwards by the few officers. Similarly, the difference (UGX 29 million) between the highest paid (UGX 36 million) and the least paid (UGX 6.7 Million) in such a small sample indicated wide disparities. Figure 4.5 below shows a salary spread across a group of seventeen Specified Officers. It is clear that the rate of increase is higher with the last group of four employees.

**Figure 4.5: Distribution of monthly salary scales for specified officers in UGX**



Source: Analysis of payroll data for selected agencies

#### **4.2.1.2 Political presidential Appointees**

The salaries of political officers appointed by the President were analyzed in order to derive comparisons within and with other public servants. The review covered salaries for Presidential Advisors, Envoys, Assistants and Commissioners. The findings are presented in Table 4.5 below;

**Table 4.5: Salary structure for Political Presidential Appointees**

Designation	Monthly salary, 2016/17
Senior Presidential Advisor	2,382,082
Assistant Senior Presidential Advisor	2,370,616
Presidential Advisor	2,370,616
Special Presidential Envoy	2,362,012
Special Presidential Assistant	2,350,546
Deputy Special Presidential Assistant	2,321,873
Resident District Commissioner	2,293,200
Deputy District Resident Commissioner	1,282,329
Assistant Resident District Commissioner	817,216

Source: MoPS Salary Structure, 2016/17



The authorized salary structure (Table 4.5) shows no significant disparity within the group as well as beyond the group for staff at similar levels. For example, the salary structure for a comparable position of District Chairperson, some of whom have been appointed Presidential Advisors after leaving office, is UGX 2.08 million, which compares with the salary of the Resident District Commissioner at UGX 2.29 million and Senior Presidential Advisor at UGX 2.38 million.

However, there was a significant level of disparity across this category of public servants given the high value of the standard deviation (585,722) compared to the average of 2,061,166. The disparity was mainly caused by two positions of Deputy RDC and Assistant RDC since the standard deviation declined drastically to 31,731 when these two categories were omitted from the data. Depending on the criteria of the appointing authority and the skills sought, the Office of the President should consider harmonizing the salaries of the two categories to reduce the gap/disparity.

#### **4.2.1.3 Legal Professionals**

The legal professionals are spread between two pillars of Government – the Judiciary and the Executive. The salary structure for professionals in each of the two pillars are designed to closely match the required professionalism in terms of qualification and experience. The Chief Registrar, within the Judiciary, was at the scale of U1S, earning a monthly salary of UGX 4,804,800 which was equal to the counterpart in the Executive or Solicitor General. The findings are presented in Table 4.6 below;

**Table 4.6: Salary structure for legal professionals**

Designation	Salary Scale	FY2015/2016	
		Monthly	Annual
<b>The Judiciary</b>			
Chief registrar	U1S	4,804,800	57,657,600
Registrar	U1SE	4,064,736	48,776,832
Deputy registrar(Director)	U1SE	4,064,736	48,776,832
Assistant registrar(Deputy director)	U1SE	3,146,000	37,752,00
Chief magistrate (Commissioner)	U1SE	2,848,560	34,182,720
Senior principal magistrate grade I	U1E	2,428,560	29,144,544
Principal magistrate grade I	U2	2,104,960	25,259,520
Senior magistrate grade I	U3	1,578,400	18,944,640
Magistrate grade I	U4	1,258,400	15,100,800
Senior principal magistrate grade II	U3	1,578,720	18,944,640
Principal magistrate grade II	U4	1,258,400	15,100,800

Designation	Salary Scale	FY2015/2016	
		Monthly	Annual
Senior Magistrate grade II	U5	860,810	10,329,719
Magistrate grade II	U6	737,837	8,854,045
<b>The Executive</b>			
Solicitor general	U1S	4,804,800	57,657,600
Director	U1SE	4,064,736	48,776,832
Deputy DPP	U1SE	4,064,736	48,776,832
Assistant DPP	U1SE	2,848,560	34,182,720
Commissioner	U1SE	2,848,560	34,182,720
Senior principal state attorney	U1E	2,428,712	29,144,544
Principal state attorney	U2	2,104,960	25,259,520
Senior state attorney	U3	1,578,720	18,944,640
State attorney	U4	1,258,400	15,100,800
State prosecutor	U6	737,8378	8,854,045

Source: MoPS Salary Structure FY 2015/2016

Comparison of the salary structure of legal professionals reveals no differences in pay across the two pillars (Executive and Judiciary). Whereas the highest paid officers earned (U1S) UGX. 57,657,600 annually as compared to the least paid officer who earned (U6) UGX. 8,854,045 annually, the above difference (UGX. 48,803,555) can be justified by experience, qualification, roles and responsibilities and seniority.

It is important to note the recent revision of the salaries for the Chief Justice and Deputy Chief Justice from an average of UGX 11,500,000 per month and UGX 10,500,000 to UGX. 20,000,000 and 18,000,000 respectively. However the above increment did not cut across other levels in the legal profession.

#### **4.2.1.4 Education Institutions**

Under this sub section, focus was centered on the salary structures at various education levels. i.e. Primary, secondary and tertiary. The findings are presented in Table 4.7 below;

**Table 4.7: Structure for primary and post primary science teachers**

Designation	Salary Scale	FY 2015/2016	
		Monthly	Annual
Graduate teachers	U4 (Lower)	799,323	9,591,877
		794,859	9,538,311
		780,193	9,362,321
		766,593	9,199,110
		744,866	8,938,393
		723,868	8,686,418
		700,000	8,403,677
		672,792	8,073,508
		644,785	7,737,415
		611,984	7,343,805
Entry point for head teacher	U5(Upper)	611,984	7,343,805
Entry point for deputy head teacher		603,801	7,245,609
		593,981	7,127,770
		589,350	7,072,200
		585,564	7,026,765
		576,392	6,916,709
		577,405	6,928,861
		568,588	6,823,054
		559,948	6,719,380
		551,479	6,617,746
		543,172	6,518,062
		535,032	6,420,388
		527,127	6,231,483
		519,290	6,231,483
511,617	6,139,399		
Entry point for senior education assistant	U6(Lower)	489,988	5,879,852
		487,882	5,854,588
		485,685	5,828,220
		482,695	5,792,344
Entry point education assistant (grade III Teacher)	U7 (Upper)	467,685	5,612,216
		459,574	5,514,886
		452,247	5,426,965
		445,095	5,341,138
		438,119	5,257,429
		431,309	5,175,710
		424,676	5,096,114
		418,196	5,018,357
		413,116	4,957,391
		408,135	4,897,620
Teachers on trial terms	U7 (Lower)	284,050	3,408,600
Non formal education teachers(trial terms)	U8 (Lower)	198,793	2,385,518

Source: Ministry of Public Service FY 2015/2016

The table above shows salary disparities which are justifiable based on seniority, experience, qualification and responsibility. However, during interviews with various teachers, it was noted that a number of teachers have upgraded i.e. from Grade V to graduate but still earn a lower pay. This finding is in line with the recent Monitor publication dated 15<sup>th</sup> May, 2017 highlighted in Text Box 1 Below;

**Text Box 1: Daily Monitor Publication Extract on allegations of Discriminatory Promotions among teachers**

Education Minister, Ms. Janet Museveni has instructed the Uganda National Teacher's Union to generate a list of all qualified teachers who have not been promoted over the years. This follows a report by the teachers' body that most teachers who completed various further studies have not had a salary increment and the majority of them have never been promoted in their respective schools.

During UNATU's annual stakeholders meeting that was held at the Office of the President on Friday, the secretary general of the union, Mr. James Tweheyo raised concern that due to corruption, **only a few teachers have been promoted because they have relatives and friends in the Ministry of Education leaving out qualified ones who have no godfathers.** *"There are teachers who have the qualifications but they have never been appointed in those big positions. Instead, we are seeing young students we have taught being promoted because they have caretakers in the ministry and this must stop,"* Mr. Tweheyo said.

Ms. Museveni admitted that the issue of godfathers who promote only their relatives and friends in her ministry have been witnessed arguing that it is being handled and culprits would be brought to book. She, however, lamented that she cannot solve the issue of qualified teachers who have not been promoted when she does not have their list. *"How do you expect me to promote teachers who have not been appreciated in their schools they are working from when I do not know them"?* My ministry is going to ensure that qualified teachers are in the right place, she said.

With regard to higher institutions of learning, there have been several strikes over the years from various Universities relating to pay increments. As part of this study, the Commission reviewed salaries of five selected public Universities namely; Makerere

University, Busitema, Kyambogo, Mbarara and Makerere University Business School. The findings are presented in Table 4.8 below;

**Table 4.8: Annual salary levels in higher institutions of learning**

S/N	Salary Scale	Makerere	Busitema	Kyambogo	Mbarara	MUBs
1	M1	43,017,792	75,675,600		89,057,040	86,902,320
2	M2	47,511,696	46,563,864	76,821,888	71,524,668	86,902,320
3	M3	52,858,584	63,424,092	42,633,408	48,332,940	44,765,880
4	M4	40,264,020		44,248,404	41,489,532	39,532,080
5	M5	42,257,652	41,526,756	39,651,960	33,758,856	32,748,816
6	M6	28,974,600	34,696,908	28,190,472	30,304,368	23,801,304
7	M7	23,947,164	29,694,924	22,144,440	24,638,844	19,163,196
8	M8	20,424,072			20,424,072	18,306,912

Source: MPS 2015/2016

Analysis of Table 4.8 above reveals that there are salary disparities within Universities and between Universities that ought to be harmonized. For instance, at Makerere University it was observed that one of the employees under salary scale M3 was earning more than other employees in salary scales M1 (43,017,792) and M2 (47,511,696). On the other hand, a big difference in pay was observed between staff of different institutions at similar salary scales for example, whereas a staff at scale M1 in Makerere earns (UGX. 43,017,792) annually, the staff at similar scale in Mbarara University earns (UGX. 89,057,040) annually.

#### **4.2.1.5 Statutory and other Government Institutions**

This sub section presents findings on salary structures of employees in Statutory and other Government Institutions. Specifically this sub section presents findings on salaries of top most paid accounting officers, Deputies of selected public Institutions and Salary Disparities within the Institutions.

##### **4.2.1.5.1 Wages for top most paid accounting officers**

The Institutions of focus under Statutory among others included; Central Bank, Inspectorate of Government (IG), Office of the Auditor General (OAG), Uganda Communications Commission (UCC), National Medical Stores (NMS) and various Authorities – Kampala Capital City Authority (KCCA), Uganda Revenue Authority (URA) and Civil Aviation Authority (CAA). These institutions are established and governed by

Acts of Parliament. Table 4.9 (a) below gives a comparative analysis of top most paid officers in the various Institutions.

**Table 4.9 (a): Salary differences among the top most paid officers in the different government institutions**

S/N	Officer	Monthly	Annual	Salary as a % of highest earner
1.	Governor Bank of Uganda	53,300,000	639,600,000	100%
2.	Commissioner General, URA	40,900,000	490,800,000	77%
3.	Executive Director, NSSF	39,000,000	468,000,000	73%
4.	Executive Director, UCC	36,900,000	442,800,000	69%
5.	Executive Director, KCCA	36,000,000	432,000,000	68%
6.	Auditor General	36,000,000	432,000,000	68%
7.	General Manager, NMS	35,200,000	422,400,000	66%
8.	Executive Director, NITA	34,367,273	412,407,276	64%
9.	Managing Director, UETCL	32,500,000	390,000,000	61%
10.	Managing Director, NWSC	30,000,000	360,000,000	56%
11.	Managing Director, CAA	30,000,000	360,000,000	56%
12.	Executive Director, UCDA	25,330,869	303,970,428	48%
13.	Managing Director, UEDCL	25,300,000	303,600,000	47%
14.	Executive Director, REA	24,700,000	296,400,000	46%
15.	Chief Executive Officer, UDB	24,200,000	290,400,000	45%
16.	Chief Executive Officer, NHCC	20,900,000	250,800,000	39%
17.	Executive Director, UNBS	20,416,667	245,000,004	38%
18.	Executive Director, UIRI	19,040,000	228,480,000	36%
19.	Managing Director, CDO	18,721,920	224,663,040	35%
20.	Executive Director, UEPB	18,500,000	222,000,000	35%
21.	Director Privatization Unit	18,200,000	218,400,000	34%
22.	Inspectorate General of Government	17,875,000	214,500,000	34%
23.	Executive Director, PPDA	15,080,000	180,960,000	28%
24.	Executive Director, UTB	15,000,000	180,000,000	28%
25.	Executive Director, NAADS	15,000,000	180,000,000	28%
26.	Executive Director, Road Fund	14,326,308	171,915,696	27%
27.	Registrar General, URSB	13,280,000	159,360,000	25%
28.	Executive Director, NDA	13,100,000	157,200,000	25%
29.	Executive Director, UEGCL	13,100,000	157,200,000	25%
30.	Secretary EOC	12,215,071	146,580,852	23%
31.	Specified, Judiciary	12,088,506	145,062,072	23%
32.	Specified, Judiciary	11,758,216	141,098,592	22%
33.	Executive Director, DDA	11,413,990	136,967,880	21%
34.	Board Secretary, URSB	11,064,000	132,768,000	21%
35.	Director Finance & Administration, UNRA	10,637,938	127,655,256	20%
36.	Secretary, Law Reform Commission	9,771,000	117,252,000	18%
37.	Director, NCDC	9,700,000	116,400,000	18%
38.	Director, NARO	9,591,247	115,094,964	18%

S/N	Officer	Monthly	Annual	Salary as a % of highest earner
39.	Executive Director, UNRA	9,547,936	114,575,232	18%
40.	Managing Director, Namboole Stadium	8,500,000	102,000,000	16%
41.	Director General, NARO	8,312,416	99,748,992	16%
42.	Director, LDC	7,673,750	92,085,000	14%
43.	Head of Public Service	4,952,059	59,424,702	9%
44.	Chief Registrar	4,804,800	57,657,600	9%
45.	Solicitor General	4,804,800	57,657,600	9%
46.	Director General of Health Services	4,697,024	56,364,292	9%
47.	Director General Uganda Aids Commission	4,596,511	22,063,253	3%
48.	Academic Registrar, MUK	3,973,362	47,680,344	7%
49.	Permanent Secretaries GoU	3,768,835	45,226,024	7%
50.	University Vice Chancellors	3,584,816	43,017,792	7%
51.	Director, Technical Support Services, UEC	3,150,000	37,800,000	6%
52.	Chief Magistrate	2,848,560	34,182,720	5%
53.	CAO/Accountant General/ Director	2,369,300	28,431,605	4%

Source: Equal Opportunities Commission, Annual Report 2015/16

Observations reveal that some top officials earn three-to-twenty two times more than their counterparts in other public institutions. For example, Solicitor General earns about 9 per cent of the salary for Commissioner General in URA or 7 percent of what is earned by the Governor of the Central Bank. The causes of these disparities were varied in nature. In some cases, the disparities arose from provisions in the general guidelines for officers who are specified in the Constitution while others were special arrangements by Government aimed at attracting officers with special skills.

It is important to note the recent revision of the salaries for the Head of Public Service and Permanent Secretaries from an average of UGX. 4,900,000 and UGX 3,768,835 per month to UGX. 17,600,000 and UGX. 15,400,000 per month respectively. However the above increment did not cut across other levels below the Permanent Secretaries.

#### 4.2.1.5.2 Wages for Deputies of selected public Institutions

During the Study, the Commission reviewed salaries of deputies from 23 Institutions. The findings on the levels of disparities at deputy level within the selected Institutions are presented in Table 4.9 (b) below

**Table 4.9 (b): Salary distribution among Deputies or their equivalent in some institutions**

S/N	Officer	Monthly	Annual	Salary as a % highest earner
1.	Directors NITA	27,094,546	325,134,552	100%
2.	Deputy Executive Director, KCCA	27,000,000	324,000,000	99.7%
3.	Head Finance UCDA	18,902,125	226,825,500	70%
4.	Deputy IGG	15,005,000	180,060,000	55%
5.	Deputy Executive Director, UNBS	14,026,018	168,312,216	52%
6.	Deputy Executive Director, UTB	12,000,000	144,000,000	44%
7.	Deputy Director CDO	11,750,000	141,000,000	43%
8.	Director UIRI	11,362,000	136,344,000	42%
9.	Director, UEPB	10,000,000	120,000,000	37%
10.	Deputy Director NAADS	10,000,000	120,000,000	37%
11.	Director PPDA	9,048,000	108,576,000	33%
12.	Deputy Director, DDA	8,433,728	101,204,736	31%
13.	Under Secretary, EOC	8,061,640	96,739,680	30%
14.	Under Secretary LRC	7,470,000	89,640,000	28%
15.	Deputy Director, NARO	6,394,166	76,729,992	24%
16.	Deputy Director, LDC	6,248,750	74,985,000	23%
17.	Deputy Head of Public Service	4,099,486	49,193,835	15%
18.	Registrar/Deputy Registrar/Director	4,064,736	48,776,832	15%
19.	Deputy Secretary to the Treasury	3,419,578	41,034,935	13%
20.	University Deputy Vice Chancellors	3,286,369	39,436,428	12%
21.	Deputy Chief Administrative Officer	2,369,300	28,431,605	9%
22.	Assistant Inspector General of Police	2,369,300	28,431,605	9%
23.	Deputy Director in Public Service	2,081,031	24,972,374	8%
24.	Commissioners/Under Secretaries	1,859,451	22,313,410	7%

Source: Equal Opportunities Commission, Annual Report 2015/16

Observations reveal that some deputies earn two-to-six times more than their counterparts in other public Institutions. The salary disparities are alarming that some deputies in some institutions are required to work for several years to be able to earn what their counterparts earn in one year.

Similar salary disparities were observed among the lower level workers of these institutions. In the case of health workers and teachers in Kampala, some employees at



the same level were paid different salaries depending on whether they had been recruited under the KCCA structure or the MoPS structure.

#### 4.2.1.6 Analysis of Salary Disparities within Institutions

The study analyzed salaries paid to officers within the same Institutions at different ranks to establish the magnitude of salary disparities. Table 4.9 (c) below presents details of the findings;

**Table 4.9 (c): Magnitude of difference between the top paid and the least paid employees with in selected Institutions**

S/N	Institution	Top level Salary bands	Middle level Salary bands	Lower level Salary bands	Ratio of Highest earner to lowest earner
1	Uganda Coffee Development Authority	25,330,869 - 18,902,125	9,936,086 - 4,883,785	3,390,158 - 500,000	51:1
2	Uganda Industrial Research Institute	19,040,000-11,200,000	6,720,000-2,500,000	2,142,000 - 391,000	49:1
3	Uganda Land Commission	8,457,300 - 8,457,300	2,370,402-1,291,880	1,131,209-209,859	40:1
4	National Information Technology Authority(U)	34,367,273-25,000,000	12,500,000-6,500,000	4,500,000 - 1,000,000	34:1
5	Uganda Road Fund	17,483,671-11,655,781	10,557,000-7,038,000	4,105,500-527,850	33:1
6	Uganda National Roads Authority	40,971,878-21,000,000	17,000,000-10,000,000	7,000,000-1,300,000	32:1
7	NAADS Secretariat	15,000,000-10,000,000	7,000,000 - 5,100,000	3,600,000-500,000	30:1
8	Electoral commission	8,457,300 - 4,150,000	2,600,000 - 1,788,001	1,558,000 - 292,000	29:1
9	Uganda National Bureau of Standards	20,416,667-14,026,018	7,701,157-3,047,839	2,668,887-743,208	27:1
10	Uganda Registration Services Bureau	26,560,000 - 8,848,000	6,728,000-5,240,000	4,256,000-993,000	27:1
11	Financial Intelligence Authority	25,500,000-12,000,000	11,000,000-6,500,000	5,500,000-1,000000	25:1
12	Uganda Tourism Board	15,000,000-12,000,000	8,000,000-5,000,000	3,290,625-651,375	23:1
13	Uganda Export	18,500,000-	5,000,000-	3,500,000-	23:1

S/N	Institution	Top level Salary bands	Middle level Salary bands	Lower level Salary bands	Ratio of Highest earner to lowest earner
	Promotions Board	10,000,000	5000,000	800,000	
14	National Agriculture Genetic Resources and DB	3,785,100	3,441,000 2,064,600	1,835,200 - 192,675	20:1
15	Inspector General of Government	17,875,000- 11,802,853	9,388,317- 5,106,542	3,942,085- 1,117,808	16:1
16	Law Development Centre	8,704,339 - 6,964,479	6,239,479- 5,239,479	3,839,479- 600,000	15:1
17	Equal Opportunities Commission	13,276,400- 7,483,664	6,553,604- 5,013,488	3,828,728- 874,852	15:1
18	Diary Development Authority	11,413,990- 8,433,728	6,060,890 - 3,287,900	2,476,700 - 825,660	14:1
19	National Agricultural Research Organization	9,591,247 - 7,992,706	6,394,166 2,917,521	2,138,823 744,269	13:1
20	Local Government Finance Commission	8,457,300 - 8,157,300	3,768,835 - 2,532,530	2,027,220- 747,761	11:1
21	Uganda law Reform Commission	10,084,500- 8,280,000	7,452,000- 4,070,000	3,810,000- 1,561,000	6:1
22	Uganda Human Rights Commission	6,564,306 - 3,873,716	3,619,493 - 3,316,174	2,690,908 - 1,062,656	6:1

Source: Field data (MPS, 2016/17)

Analysis of salary bands of respective institutions as reflected in the Table 4.9(c) above shows that there are still wide salary differentials between the highest earner and lowest earner with in the respective statutory institutions. For example, there are institutions where the ratio of the highest earner and the lowest earner is 51:1 (Uganda Coffee Development Authority), 49:1 (Uganda Industrial Research Institute), 40:1 (Uganda Land Commission), 34:1 (National Information Technology Authority) and 33:1 (Uganda Road Fund). The variations observed are likely to contribute to low employee motivation, morale and productivity among the lowest paid earners.

It is recommended that the government considers reducing the differentials between the highest and the lowest paid to reflect a moderate ratio of possibly 20:1. This would cushion the employees who are already earning the higher salaries while redressing the plight of the disadvantaged employees.

### **Highlights of the Key Findings on magnitude of salary disparities**

- i. Study findings revealed wide salary disparities between the traditional civil service and statutory bodies established by Acts of Parliament. For instance a director in a Government Ministry earns UGX. 2,369,300 per month while a deputy director in KCCA earns UGX. 27,000,000 per month.
- ii. It is important to note the recent revision of the salaries for the Head of Public Service and Permanent Secretaries from an average of UGX. 4,900,000 and UGX 3,768,835 per month to UGX. 17,600,000 and UGX. 15,400,000 per month respectively. However the above increment did not cut across other levels below the Permanent Secretaries.
- iii. It is important to also note the recent revision of the salaries for the Chief Justice and Deputy Chief Justice from an average of UGX 11,500,000 per month and UGX 10,500,000 to UGX. 20,000,000 and UGX 18,000,000 respectively. However the above increment did not cut across other levels in the legal profession.
- iv. It was also noted that some institutions had wide salary differentials compared with their peers elsewhere as well as significant differentials among their own staff. For example, there are institutions where the ratio of the highest earner and the lowest earner is 51:1 (Uganda Coffee Development Authority), 49:1 (Uganda Industrial Research Institute), 40:1 (Uganda Land Commission), 34:1 (National Information Technology Authority) and 33:1 (Uganda Road Fund).
- v. The salary differentials between some senior executives and their immediate subordinates were still substantial. The differences can only be explained by non-market based aspects such as individual negotiation abilities or influence of the appointing/supervising authority. Other than negotiating with the appointing authority, the CEOs can have a significant influence on the Board, which is the entity that approves management's recommendations for consideration by the

appointing authority, which can even be the same Board. Potential alliances between Board and Management, especially the CEO, can result in significant salary disparities.

- vi. The general public service salary structure ranges from salary scale U1S to U8 lower. The structure also offers different salaries for Scientists, Professional Cadres and Administrative Cadres with the same job rank from the level of Assistant Commissioner down to officer level. The structure shows wide variations within salary scales that one would expect to be close given the description of the jobs. For example, the difference between the annual salary of the top highest paid officer (Head of Public Service) and lowest paid officer (Assistant Commissioner – Scientists) in the U1S category is Shs. 32,422,752, which is quite substantial. On the other hand, the lowest scale of U8 (lower), has a salary disparity in the annual salary is Shs. 314,057 which is not substantial given the possible causes such as experience and training that are generally low at the beginning of people's employment career.
- vii. There is also a wide disparity between the annual salaries of the top most paid (U1S) and least paid civil servant (U8 Lower) equivalent to UGX. 57,172,778 (as of December 2016). This is quite a substantial difference that became even bigger following salary reviews of specific civil servants in January, 2017 hence requires redress. Despite the possibly underlying causes of such a big difference, which may include experience, training, required standard of living, and job requirements, there is need to raise the threshold for the least paid civil servants.

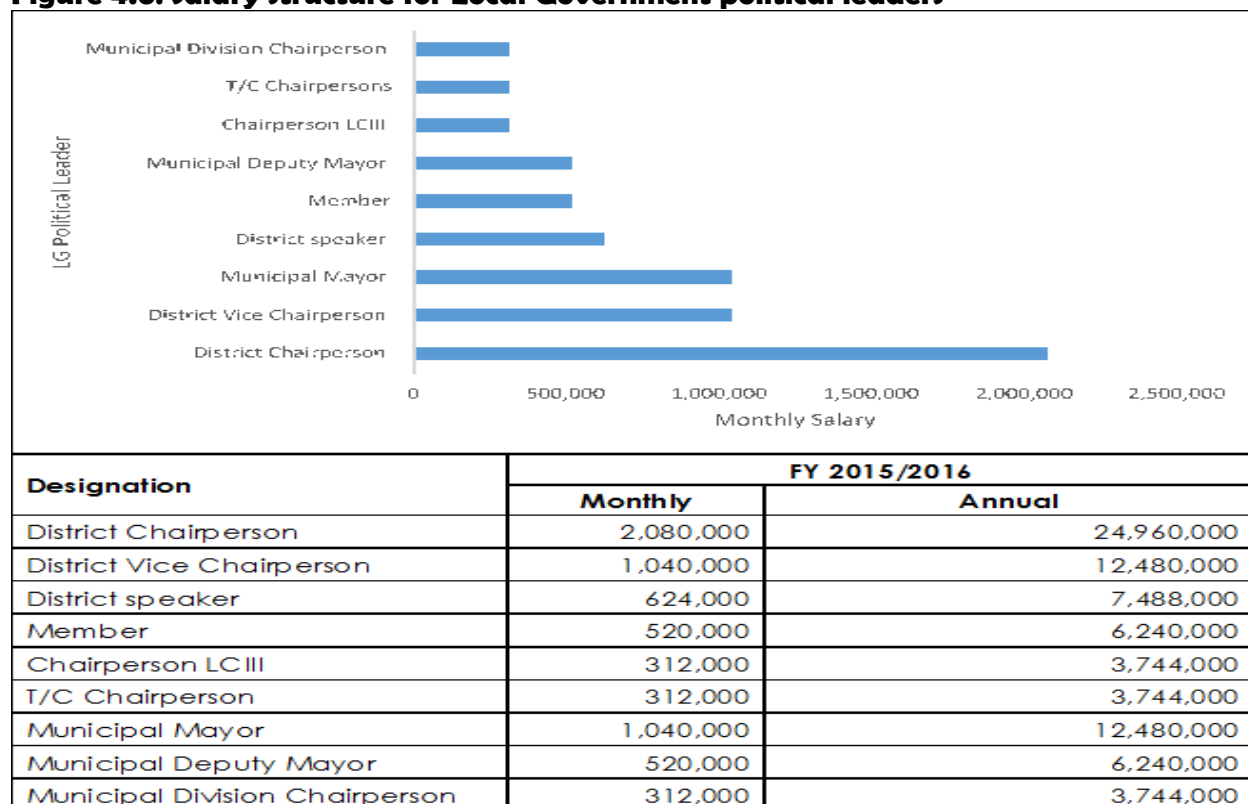
## 4.2.2 General salary structure of Local Government

The salary structure at the LG level is determined and approved by the MoPS and communicated through circulars to the CAO who is the technical head and accounting officer of the district. The prescribed salary structure covers both the political and technical officers. Specifically, this sub section considered salaries of political leaders, Chief Administrative Officers, selected level of lower level medical workers (Scale U6 and U7), and the production department.

### 4.2.2.1 Local Government Political Leaders

The political leadership at LG level is at two levels i.e. (i) the upper local government and (ii) the lower local governments. The Upper Local government includes; Chairperson Local Council Five (LC V), Vice Chairperson, Speaker and members of the Executive Committee. On the other hand the Lower local governments include; Chairperson LC III, Sub county/ Town Council Chairperson, Mayors among others. Figure 4.6 shows the MoPS salary structure for local government political leaders.

**Figure 4.6: Salary structure for Local Government political leaders**



Source: MoPS Salary Structure, 2015/16

The results show a wide salary disparity of 50 percent between the Chairperson and the Deputy as well as between the Municipal Mayor and the Deputy. The difference between the annual salary of the highest paid LG political leader (Chairman LC V) and the lowest paid leader (Sub-county/ Town Council Chairperson) is UGX. 21,216,000. In other words, it takes 7 years for the lowest paid political leader to earn what the highest paid political leader earns in 1 year.

The respective standard deviations in relation to the mean were quite high implying a wide salary disparity for both District and Municipal political leaders. The standard deviation for the district leadership was 675,333 compared to the mean value of 814,667. Similarly, the standard deviation for the Municipal leadership was 374,977 compared to the mean value of 624,000.

The big salary differentials cannot be accounted for by the differences in nature of work given the fact that they are able to take on acting position and hence have similar characteristics. Accordingly, there is no strong justification for such a wide disparity given the caliber of these elected officials. Although the two deputies are normally selected by their immediate bosses, the choice is from the elected members/councilors.

#### **4.2.2.2 Chief Administrative Officers**

The common age group for this category was 46 – 55 years (40 percent) with the rest equally spread out between 36 – 45 years (30 percent) and 56 – above (30 percent). This indicates that all staff were likely to have the requisite experience based on age, related experience and qualifications. This would be expected given the nature of recruitment that is based on public service guidelines and enforced by the Public Service Commission and MoLG. The CAOs had common duties as description in Table 4.10 below.

**Table 4.10: Duties of the Chief Administrative Officer**

<b>Duties of the CAO</b>	<b>Additional Duties</b>
i. Coordinating, oversee and monitor all government activities in the district	i. Report to Accounts
ii. Implement and supervise all Government programs	ii. Coordination of HIV/AIDS Projects and Programs
iii. Supervising the lower council employees	iii. Overseeing procurements at District
iv. Develop development policies	iv. Address environmental concerns

Duties of the CAO	Additional Duties
<ul style="list-style-type: none"> <li>v. Provide technical guidance to the District Council and departments</li> <li>vi. Act as the Accounting Officer for the district, hence report to the Accountant General, the Auditor General and Parliament, and also ensure accountability and transparency in the Council</li> <li>vii. Appraise or ensure appraisal of all the district staff</li> </ul>	<ul style="list-style-type: none"> <li>and ensure related programs are operational.</li> <li>v. Interpret and formulate district policies and laws.</li> <li>vi. Ensure functionality of the human resource function in the district.</li> <li>vii. Oversee the local revenue collection efforts.</li> </ul>

Source: Field data

By grouping individuals into a comparable category based on the required skills, competencies, experience and sectors of work among others, it was possible to establish the nature, magnitude and possible causes of any observed salary disparities. Following the aggregation of earnings (i.e. basic salary, allowances and facilitation among others) into one pay band, the results was augmented by narratives of additional facilitation by the district from both local revenues, and special programs in the district.

The findings, based on the narratives on allowances, indicated wide disparities in the range of 15 – 20 percent, mainly on account of allowances and other facilitation from local revenue and programs in the district. Districts had different abilities to collect local revenue and attract special development programmes by government and NGOs, and invitations to various conferences that provided additional support to officials.

#### **4.2.2.3 Production Department Staff**

The production department was singled out at the district headquarter level largely because it is the largest single departmental structure in terms of staff establishment. According to the Ministry of Public Service Structure, the average staff establishment ceiling for the production department at Local Government level is constituted by 15 staff. These range from; Principal level to Attendants (Laboratory). There are Principal and Senior officers for the following areas: agriculture, fisheries veterinary and entomology. The salary scale for 2015/16 ranged from UGX 1,813,114 (Scale U2) for the Principal level officers to UGX 1,175,632 for the Vermin Control Officer (Scale U4). See Annexure 2 (b).

The value of the standard deviation at 283,564 when compared with the mean value of 1,434,169 is so small implying there are no significant disparities in the salaries of personnel in the Production department. The only small differences observed can be attributed to the level of required training and experience given the fact that most staff are scientists who take time to train and gather the experience required for service at different level of employment.

#### 4.2.2.4 Selected Level of medical workers

There are two categories of employees under the MoPS salary structure for medical workers below the salary scale of U5. These include medical workers under salary scale U5 upper and U7 upper as described in Table 4.11 (a) below.

**Table 4.11 (a): MoPS salary structure for lower cadre medical workers (U6 & U7)**

Salary Scale	FY2015/2016	
	Monthly	Annual
U6(Upper – highest salary level)	500,993	6,011,915
U6(Upper – lowest salary level)	478,934	5,747,209
U7(Upper – highest salary level)	432,782	5,193,384
U7(Upper – lowest salary level)	413,158	4,957,899

Source: MoPS FY 2015/2016

The salary differences between the lowest medical cadre under U6 who earns Shs. 478,934 per month and the highest medical cadre under U7 who earns Shs. 432,782 per month is Shs. 46,152. The difference is not significant for the transition from one scale to another that is expected to be based on additional training or experience gained before getting a promotion.

A detailed analysis of the transitional salary from U7 Upper (highest level) to U6 Upper (lowest level) of 432, 782 and 478,934 respectively showed a very low standard deviation compared to the mean implying no significant disparity. See Table 4.11 (b).

**Table 4.11 (b): Monthly Salary for Selected Medical Workers for FY 2015/16**

Salary Scale	Average	Standard Deviation
U6(Upper)	490,062	7,294.2
U7(Upper)	423,327	6,374.2

Source MoPS Salary Structure, 2015/16



#### 4.2.2.5 Primary school teachers

Like Universities, the primary sub sector has also had a number of strikes relating to salary increment. This study reviewed the salary structure for primary school teachers and findings are shown in Table 4.11 (c) below;

**Table 4.11 (c): Monthly Salary Structure for Primary School Teachers; FY 2015/16**

Salary Scale	Monthly salary interval
U4 (Lower)	623,063 - 799,323
Entry Point For Head teachers	519,290 - 611,984
Entry Point For Deputy Head teachers U6(Lower)	485,685-511,617
Entry Point For Senior Education Assistant U7(Upper)	467,685 -482,695
Entry Point For Education Assistant (Grade III Teachers)	408,135
Teachers on Trial Terms U7 (Lower)	227,240
Non-Formal Education Teachers Trial Terms U8(Lower)	198,793

Source: MoPS Salary Structure, 2015/16

There were no significant disparities among the primary school teachers from Senior Education Assistants (U7 Upper) to Head teachers at the Scale of U4 (Lower). The actual salary levels ranged from UGX 467,685 for the former to UGX 799,323 for the later. The value of the standard deviation of 112,069 compared to the average value of all the salaries in this category, of 562,668, was considered small and hence did not imply significant salary disparities more so given the big span of the salary intervals from U4 to U7 (upper). The analysis excluded teachers on trial terms (U7 lower) and non-formal education teachers on trial terms (U8 lower). The Grade III teachers were also excluded to allow for analysis of the senior staff as one group of peers.

#### 4.3 Modalities of Salary determination in the public service

Determination of salaries in the public service is guided by various laws, policies and regulations. The Ministry of Public Service has the mandate to develop, manage and administer the salary structure for the public service. As highlighted under section 4.2 (State and Magnitude of salary disparities), the Ministry of Public Service plays a big role in determining salaries for the traditional civil service. On the other hand, other Statutory Institutions and bodies such as Universities, Funds, Authorities, and Boards determine their salaries in consultation and with approval of the Ministry of Public Service. In this regard, employees in such Institutions are in position to negotiate or even advocate for specific terms regarding their salaries, allowances and related facilitation. This sub

section presents modalities of Salary determination in the public service and reasons for wages differentials that are related to the policy and legal framework. Furthermore, it highlights some of the key challenges involved in the determination of wages and other relevant remuneration of public sector employees.

#### **4.3.1 Key modalities of salary determination under specific categories**

This sub section presents modalities of salary determination and other emoluments for various entities within the public sector including; Specified Officers, Commissioners within Commissions, Civil servants at the CG and LG levels, and other public sector corporations in the category of Funds, Authorities and Boards.

##### **4.3.1.1 Determination of salaries for Specified Officers**

The Constitution provides for appointment and remuneration of Specified Officers by H.E the President of the Republic of Uganda. The emoluments attached to these appointments are provided for under the Salaries and Allowances (Specified Officers) Act, 1999 in pursuance of article 158 of the 1995 Constitution of the Republic of Uganda (as amended).

The officers in this category include: Chief Justice, Deputy Chief Justice, Principal Judge, Justice of the Supreme Court, Justice of Appeal, Judge of the High Court, Auditor General, Inspector General of Government, Deputy Inspector General of Government, Chairperson of a Commission established by the Constitution and their Deputies and Members, Inspector General of Police and the Deputy, and Commissioner of Prisons and the Deputy.

The various Schedules in the Act specify the actual salaries, allowances and benefits to be provided to the Specified Officers. These include salaries, housing, medical allowances, transport facilitation, travel abroad, and security at office and at home. The study did not consider allowances since they are mainly provided for facilitation of specific duties and are not necessarily part of the remuneration for work done.

#### **4.3.1.2 Modalities of salary determination under the traditional public service**

The traditional public service includes employees recruited directly by District Service Commissions and the Public Service Commission. Salaries under the traditional public service are determined by the Ministry of Public Service (MoPS), the Ministry of Finance, Planning and Economic Development (MoFPED) and the Public Service Commission (PSC) with reference made to the economic conditions other factors remaining constant. Once the structure is agreed upon, the Ministry of Public Service issues a Circular on the salary structure with respect to category.

Annexure 2(a) shows the approved and costed salary structure for selected senior and middle ranking civil servants at the Central and Regional levels of Government. In addition, Annexure 2(b) shows a copy of the approved and costed staff establishment for LGs that was issued in May 2016.

There are a number of disparities that are not necessary within the salary as provided by law but rather are based on policy position and are intended to address specific conditions that are not necessarily temporary. Examples include payment to Scientists, which was approved and hard-to-reach/stay areas. Text Box 4.2 presents a case of the “Hard to Reach” areas.

## **Text Box 2: Hard to reach areas**

In pursuit of its strategic objectives the Public Service, through the Public Service Reform Programme (PSRP), set out to attract and retain adequate numbers of skilled and capable personnel in the Public Service. Based on inspection reports, support supervision exercises and payroll status reports, it was observed that some specific areas in a number of LGs had consistently failed to attract and retain skilled and capable personnel, leading to inadequacies and gaps in the delivery of services. These were defined as “Hard to Reach”, which encompassed elements of being hard to stay and hard to work in. The areas were characterized, among others by remoteness, insecurity and poor infrastructure. The particular areas included: the following LGs: Kotido, Kalangala, Abim, Bundibugyo, Kaabong, Kisoro, Moroto, Kanungu, Nakapiripirit, Bukwo, Pader, Buvuma, Kitgum, Lamwo, Amuru, Namayingo, Gulu, Napak, Adjumani, Ntoroko, Nwoya, Mayuge (especially Malonge Islands), Mukono (mainly Koome Islands) and Bugiri (especially Sigulu Islands).

Accordingly, a variation in payment was initiated within the “Hard to Reach Framework” to enable Government to attract and retain officers in these areas. The Framework comprises of short term, medium term and long term interventions which include: Payment of; a hardship allowance, leave transport concession, transport allowance and provision of preferential training and career growth support, as well as targeted recruitment, construction of staff housing, improved planning of public investments, pay reform strategies, improvement of general infrastructure and sector specific incentives.

In 2010/11 government begun the implementation of two (2) interventions namely: extension of the payment of the Hardship Allowance of 30% of the basic monthly salary, to all Public Officers living and working in designated “hard to reach” areas and the improvement of infrastructure in health facilities and schools, through provision of more funds for the construction of teachers and health workers' houses.

#### **4.3.1.3 Modalities of determining salaries for Statutory Institutions and Bodies**

Statutory Institutions and bodies are established by Acts of Parliament. A number of Acts were reviewed and they all had provisions that empower them to determine terms and conditions of service in consultation with the Ministry of Public Service/ Public Service Commission. Information from selected public sector agencies was reviewed to establish the nature of determination of salaries and allowances as well as the organization structures. These included the following: Kyambogo University, National Social Security Fund (NSSF), Inspectorate of Government (IG), Kampala Capital City Authority (KCCA), Office of the Auditor General (OAG), Financial Intelligence Authority (FIA), Cotton Development Organization (CDO), and the Electricity Regulatory Authority (ERA).

The major determinants of salary and other emoluments in these organizations include:

- i. Ability for the organization to pay what specific individuals are asking for as well as meeting the total wage bill. A number of senior personnel are able to negotiate high salaries on the basis of where else they have worked or based on comparisons with similar organizations. However, the final agreement was often informed by the organization's ability to pay using revenues from government, self-generated or project loans and grants.
- ii. All statutory Institutions and Bodies offer contractual appointments ranging from one to five years. This poses a risk in terms of job security for individuals that forego pensionable jobs or those who have never accessed them. In addition the nature and sensitivity of certain job positions tends to attract different terms and conditions. In this regard the would be risk is compensated in form of high pay compared to traditional civil service.
- iii. Staff of special projects within organizations such as KCCA were paid on the basis of availability of funds within such projects. The projects had specific budget lines for salary that were agreed upon by donors at the design level, which, therefore, influenced individual salary levels. Most staff in this category were employed on Contract basis given the volatility in available resources.

### **4.3.2 Reasons for salary differentials**

During the study, a number of respondents were engaged in addition to the review of literature to ascertain the probable causes for salary differentials both at the Central and Local Government level. Below are some of the reasons that were identified;

- i. The ability of the institution, including government, to pay the required salary and related allowances is a major determinant of salary levels and hence a cause of salary disparity. It was noted that persons with similar professional qualifications, skills and experience were paid differently on account of resource constraints. In most cases, institutions in the category of Funds, Authorities, Boards and Commissions had relatively more resources compared to the mainstream civil service especially at the LG level. There have also been cases where increments in wages in the public service have been halted for years due to fiscal (budgetary) reasons.
- ii. The priorities of Government at a given time, can influence its ability to increase salaries and remuneration of personnel as resources will be concentrated in a few areas. Government will be in need of attracting and retaining critical staff in such project areas. For example, efforts to deliver road projects in Uganda lead to the creation of the Uganda National Roads Authority (UNRA), whose engineers and other personnel are paid several times more than their counterparts in the Ministry and LGs. The salary debate in Uganda, is in line with the findings by the IMF<sup>8</sup> on low-income countries regarding competitive compensation required to attract and retain skilled staff, pressures to expand public service coverage in the context of revenue constraints and the need for higher public investment in infrastructure. Constrained budgets have forced government to promise its employees that salaries will be increased after adequate investments in the infrastructure have been made.
- iii. Public entities such as Authorities, Boards and Commissions tend to benchmark salaries with private sector entities that either do related work or employ similar personnel. Accordingly, they are likely to have significant differentials when

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<sup>8</sup> IMF, 2016, Managing Government Compensation and Employment – Institutions, Policies and Reform Challenges. Policy Papers. International Monetary Fund, Washington D.C.

compared with their counterparts in the mainstream civil service. Institutions such as KCCA, UNRA and NSSF were paying their chief executives a monthly salary that is close or equivalent to the annual salary of the Director General of Health Services, Solicitor General and other Senior Officers who head departments in the mainstream civil service. The variation was largely a result of benchmarking using private sector rates and ability to pay.

- iv. The decision on compensation levels (how much will the government or any other organization pay?) is normally tied to both the magnitude of the wage bill and its ratio to the total budget. Quite often, governments find it necessary not to increase salaries on grounds of the big salary component in the annual budget. Such a macro level decision automatically translates into limited salary increases compared to other public sector employees in organizations with more discretion and a relatively smaller number of employees. Public sector organizations have a wide range of discretion in setting pay levels.
- v. Government units that employ personnel with similar characteristics as workers in more profitable private sector organization, tend to pay higher salaries in order to realize objectives of attraction, retention and facilitation. Thus, senior personnel in the Judiciary have to be paid relatively higher wages given the high rates of earnings by their counterparts in the private sector. Service industries that tend to be labour-intensive, low-profit, and low-pay are often composed of small organizations, which pay less and hence provide no competition that would force government to pay more for similar employees in the service sector. In fact, as noted in section one (Graph 1.2), real wages in the public sector were twice more than the private sector, largely on account of the massive number of small scale businesses in the later that cannot pay high wages due to limited resources and low productivity.
- vi. Labour Unions can increase or reduce salary disparities depending on the focus and ability of a given group to negotiate. For example, primary school teachers in Uganda negotiated for an increase of 50 percent on their salaries, which was not applied to the rest of civil servants. There have been similar increases in

salaries for science teachers and scientists in general that were not necessarily a result of industrial action. These developments have led to salary differentials as noted in Annexure 2(a) and 2 (b). In some cases, there are personnel such as the army, police and prisons officers who are not allowed to engage in organised labour activities. As a consequence, such personnel have often been paid less than their counterparts in other areas of public service.

- vii. Policy variations beyond the MoPS were partly responsible for salary disparities as it was observed that, in a number of cases, the negotiations and hence determination of salaries and other forms of remuneration was done from the Office of the President. For example, the President had authorized special rates for categories of persons including some judicial officers, pilots and some groups of scientists. Though no specific individuals in these categories were interviewed, it was indicated through discussion with key informants familiar with the process that differences between such categories of employees and their peers can be in the range of 100 – 200 percent. This was largely due to differential implementation of the directives that specified specific categories of initial beneficiaries. It was noted that the long interval of waiting for the complete rollout was acting as a demotivating factor for peers.
- viii. Salary differentials were also related to several factors that hinged on the legal and policy frameworks that left a lot of room for individual organizations and persons to determine their salary structure. While the situation is more controlled under the mainstream civil service, there is great flexibility in the other areas of the public service including pegging remuneration to the mainstream private sector.
- ix. At local government level, the main source of the differences were earnings from the additional engagements and responsibilities given to the officers by virtue of their office but not related to basic salary and related allowances such as leave and responsibility allowances as well as other hard reach allowances. Officials were paid certain allowances that were determined on the basis of locally generated resources or donor projects at the district level. Although some



of these payments were considered temporary, their magnitude and consistency raised concern given that a number of programs operated for two or three years, and could be renewed. Recipients could make medium to long-term plans including borrowing from financial institutions on the basis of this extra pay. Accordingly, these additional payments played a vital role in motivation and retention of staff in the district.

- x. Finally, it was argued that public sector employees in the mainstream civil service are less productive and hence should attract less pay than their counterparts elsewhere in the public sector. The reasons for less productivity included limited facilitation, poor motivation, inadequate supervision from the seniors, and recursive effects of low pay. While this may be true in some cases, it is a weak explanation for the salary differentials for these reasons. First, it generalizes across the service and hence masks a lot of good performance in the sector. Second, the poor performance, where it occurs, may be a result of low pay and poor facilitations by government and hence should not be attributed to employees.

### **4.3.3 Challenges of salary determination and differentiation**

There are inherent problems involved in the determination of salaries especially if one wants to use the results for purposes of making comparisons across jobs and institutions. Some of the major underlying causes of the challenges include: personal attributes including experience and characteristic that must be included in determination of employee compensation; remuneration for certain forms of hardships associated with certain kinds of work; and consideration of cost of living that is only intended to harmonize benefits to similar jobs in different economic environments. The major challenges in the determination of salaries include the following:

- i. Establishment of the value of the work done based on professionalism, skills and experiences of different persons. Based on information sourced during interviews, it was clear that performance of employees does not necessarily depend on the qualifications and experience in terms of duration of service but also on individual characteristics. The characteristics include ability to provide leadership and work as a team; temperament, loyalty to the organization; and readiness to

work for long hours or in hostile environment. Quite often, organization recognizes and reward individuals for such unique but vital attributes either through bonus payments or through variations (notches) within a broad band of a given salary scale. The process of identification, valuation and hence provision of appropriate rewards to such individual characteristics is often not based on any scientific methodology and can be quite subjective.

- ii. Salaries are often pegged to cost of living in a given country or area, and yet the determination of both the cost of living and appropriate reward to cover such extra cost is a complex matter. One of the notable challenges is agreement on the set of common elements to be considered in the determination of cost of living.
- iii. Certain work environments involve hardships that need to be provided for in the determination of salaries. In the case of Uganda, government made a provision for “hardship allowances” to be given to staff in hard-to-reach areas as already noted in Text Box 4.2. It is possible to argue that certain categories of employees who would have qualified for similar allowances have not been considered. A case in point is the payment of security personnel working abroad in Somalia, South Sudan and Central Africa Republic who are paid differently depending on whether the source of funds is the Government of Uganda or international bodies such as the African Union.
- iv. Although productivity is not widely used as an explicit determinant of salary levels, it can be a good bargaining tool more so if the employees have evidence of increased output compared to cost. If the employer gets more output for each unit of input, the organization's ability to pay is increased. For this reason, productivity deserves some discussion as part of the concept of ability to pay. A more efficient government is likely to generate more services for a given amount of financial resources thereby creating opportunities for increasing salaries of its employees.

- v. Finally, comparable salaries constitute, one of the most widely used parameters for salary determination since salary represent the way in which organizations achieve the compensation goal of being competitive. Perhaps the major reason for this widespread use of the concept of comparable wages is its apparent fairness and ability to make the employer competitive. In this view, comparable salaries help in the attraction and retention goals of compensation. To most people, acceptable definitions of fair pay are the salaries paid by other employers for the same type of work. While other employers in the private sector find this definition reasonable, it has not been adopted within government.

#### 4.4 Implications of salary disparities

Salary disparities can be associated with a number of negative implications. During the study, the Commission assessed the areas of staff retention and turnover as well as the likely effects on efficiency and effectiveness on public service delivery.

##### 4.4.1 Salary differentials and staff turnover

Staff turnover is among the factors that affect consistent service delivery in the various Institutions of Public Service. This Study was designed to ascertain the reasons associated to staff turnover and the findings are presented in Figure 4.7 below;

**Figure 4.7: Reasons for leaving the institution**



Source: Field data analysis

The findings indicated that, 70% of the respondents had a high likelihood of leaving the institution, which was followed by a medium rating of 20%. The graph shows that 40% of

the respondents would leave the institution because of personal family/health, while 30% indicated that they would leave because of either salary related or working conditions. Among the approaches of convincing employees to continue working with the government included: promotion; consideration for further studies, career growth, good working environment, fair retirement benefits, salary levels and motivation.

#### **4.4.2 Implications of Salary disparities on service delivery**

In order to accelerate basic progress in economic growth and attain the 17 Sustainable Development Goals including ending poverty, fighting inequality and injustice by 2030 there is need to address factors that impede efficiency and effectiveness in service delivery. Evidence from review of literature on progress of the education and health service sectors in Uganda suggests that they are faced with challenges that can all be traced to low pay and disparities in facilitation of professionals in the education sector.

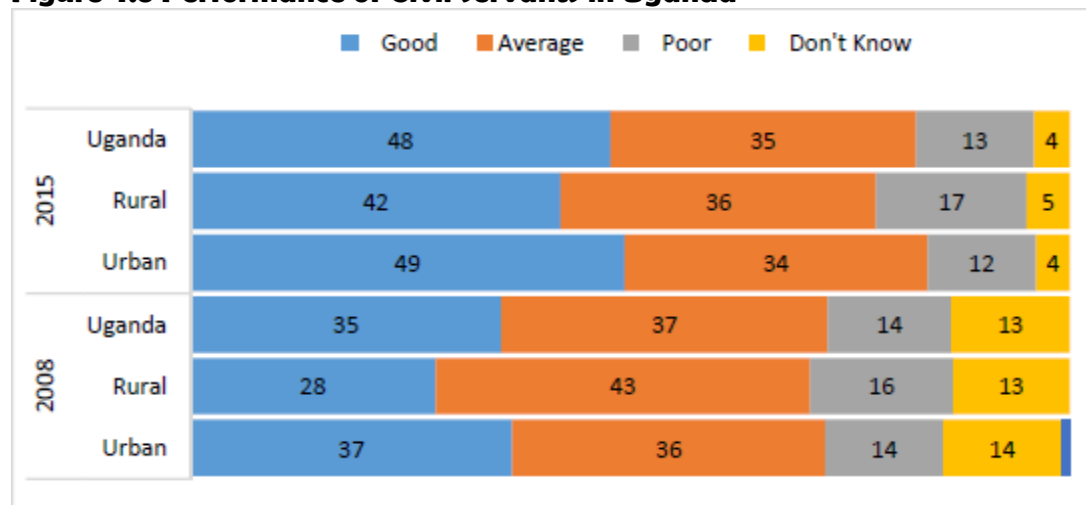
For instance, the education sector is faced with high rate of teacher absenteeism especially in primary schools whereas at secondary level, there are retention and staffing gaps especially of English and Science Teachers in Government aided schools which all contribute immensely to the low quality of education. On the other hand, some of the key challenges in the delivery of health services include: staff absenteeism at health units across the country; unexplained high drug stock outs of essential medicines; and lower quality of service and staffing gaps at most health facilities largely due to low incentives and capacity gaps for the health care workers.

Similarly, results from the National Service Delivery Survey(2015) show that the Public service is still constrained by various issues such as ineffective implementation of a number of public service reforms, corruption, low motivation and remuneration, inability to retain personnel in hard to reach areas, limited citizen participation and engagement in policy processes amongst many others. These issues are further discussed in subsequent subsections below on performance of civil servants in Uganda viv a viz their pay as well as direct negative impacts of salary differentials e.g. absenteeism and corruption.

#### 4.4.2.1 Performance of the Civil Servants

During the NSDS (2015), respondents at household level assessed the performance of the civil servants in general. About half of the households 48% rated the performance of civil servants as good, followed by 35% who rated performance as average and only 13% reporting that it was poor as portrayed in figure 4.8 below.

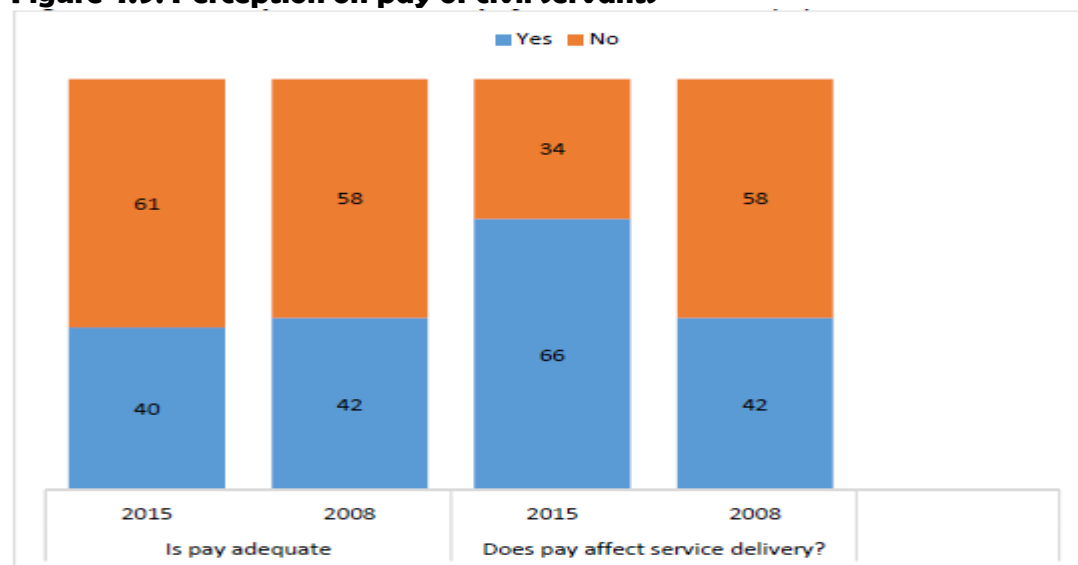
**Figure 4.8 Performance of Civil Servants in Uganda**



Source NSDS, 2015

In order to ascertain the relationship of the performance ratings for civil servants to their pay, the respondents in the households were also asked whether in their opinion the pay of civil servants was adequate and whether it affected service delivery. The results are shown in figure 4.9 below.

**Figure 4.9: Perception on pay of civil servants**



Source NSDS, 2015

The findings in Figure 4.9 above indicate that more than half (61%) of the respondents in the 2015 stated that the pay of civil servants was not adequate, which is an increment when compared to 58 percent in 2008. When asked if they thought that the pay has an effect on service delivery, close to 7 in every 10 respondents (66%) reported that it has an effect compared to four in every ten households in 2008. Therefore, it's worth noting that the pay differentials have negative effects on performance among civil servants, which ultimately affects service delivery.

#### 4.4.2.2 Other associated effects of salary disparities

According to the National Service Delivery survey, 2015 findings indicated that 60 percent of the respondents felt that low pay brings about absenteeism followed by low motivation (47%), corruption (39%) Mis-management (32%) and late coming (29%) which all result into poor service delivery. On the other hand 16 percent felt that high pay increases efficiency. At sub-regional level, Elgon (77%) followed by Acholi (75%), Busoga (73%), Karamoja and Bunyoro (each 71%) had the highest percentage of respondents who reported that service delivery is affected by absenteeism because of low pay. In Kampala, more than half of the respondents cited that low pay encourages corruption (55%) and low motivation (53%). See table 4.12.

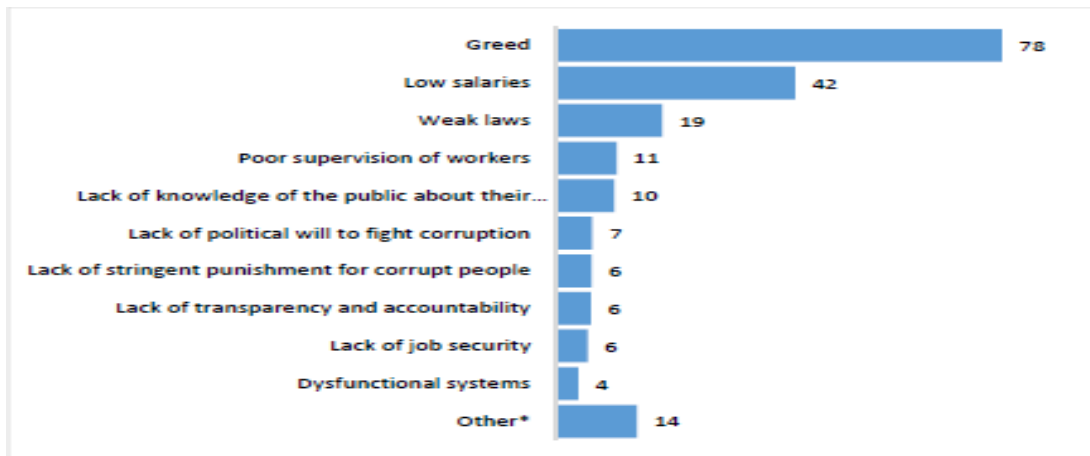
**Table 4.12: Respondents' Perception on how level of pay affects Service Delivery**

	Effects of Low Pay							Effect of high pay
	Absenteeism	Low motivation	Encourages corruption	Late coming	Mis-management	Poor customer care	Embezzlement	Increases efficiency
<b>Residence</b>								
Rural	61.9	46.2	36.2	28.5	31.0	23.1	18.2	16.4
Urban	55.0	49.4	46.2	30.9	34.2	31.1	22.5	14.1
<b>Sub-region</b>								
Kampala	42.8	53.1	55.1	30.6	37.0	38.4	22.0	14.4
Central1	50.1	51.2	48.0	27.4	36.4	41.6	16.7	9.0
Central2	47.6	54.6	29.4	19.8	27.5	23.1	20.3	8.4
Busoga	73.4	35.8	36.4	47.2	37.2	15.8	23.9	11.3
Bukedi	69.4	39.5	39.9	39.0	33.5	40.4	22.7	13.4
Elgon	77.4	53.1	54.0	49.4	43.0	40.4	32.8	20.1
Teso	68.3	41.3	23.9	32.2	24.1	20.0	9.2	12.9
Karamoja	70.7	35.1	27.0	43.0	18.0	17.0	15.3	34.3
Lango	57.6	29.5	26.0	22.3	24.9	9.8	7.8	29.3
Acholi	74.9	58.6	51.4	43.2	40.4	26.6	28.8	44.7
West Nile	56.5	66.1	36.3	11.2	23.3	6.0	15.2	14.8
Bunyoro	70.7	39.2	31.7	39.7	45.0	16.8	21.3	13.9
Tooro	57.6	51.8	32.8	23.7	27.0	18.7	8.9	12.4
Ankole	65.8	39.4	42.9	19.4	32.2	26.2	25.7	14.3
Kigezi	64.1	31.9	36.8	12.9	14.8	9.1	24.4	19.7
<b>PRDP Districts</b>								
Sporadically Affected	59.7	48.0	29.4	20.1	25.7	8.3	11.7	18.7
Severely Affected	68.4	45.0	39.4	36.6	31.0	20.9	19.8	37.6
Spillovers	73.2	45.8	42.8	41.9	36.2	35.9	24.4	17.5
<b>Mountainous status</b>								
Mountainous	69.8	53.4	44.3	38.3	33.9	30.8	22.5	17.1
<b>Islands</b>								
Island	51.4	42.9	47.4	26.1	41.6	40.1	21.6	17.8
<b>National</b>	<b>60.2</b>	<b>47.0</b>	<b>38.7</b>	<b>29.1</b>	<b>31.8</b>	<b>25.1</b>	<b>19.3</b>	<b>15.8</b>

Source NSDS, 2015

Relatedly, there is a broad consensus that low salaries for public officers can create incentives for corruption. Corruption is the use of public office or authority for private gain. Corruption manifests itself in different forms including bribery, extortion, nepotism, fraud, and influence peddling, theft of public funds or assets. According to the National service Delivery Survey (2015), low salaries (42%) emerged as one of the major causes of corruption while others included greed (78%), weak laws (19%) as well as high variations in salaries paid, income inequality which were reported under others (14%). Figure 4.11 presents respondents' opinions on the underlying causes of corruption.

**Figure 4.10 respondents' opinions on the underlying causes of corruption.**



Source NSDS, 2015

The EOC study team held key informant interviews on implications of salary differentials on service delivery and noted that these findings are in tandem with those of the National Service Delivery Survey as shown in Text Box 3 below.

### **Text Box 3: What some public officers say about salary differentials.**

#### ***Case 1: Senior Health Worker, Luwero district***

“As a coping mechanism for some public servants to raise incomes to those of their counterparts, they engage in other income generating activities even during work hours. For example nearly, 80% of the health workers in my district are not fully committed at their work places since they have dual employment. The DEC usually conducts field supervision of some of the health facilities at the sub county level and during one of the visits, we found that the lab technician in one of the health center III's had only been to the facility for only 2 days in a full month”.

#### ***Case 2: Head teacher, Moroto district***

“Most teachers with high qualifications teach in about 3-4 schools as a means of enhancing their incomes which affects their output due to the many commitments and hence leading to poor service delivery”.

#### ***Case 3: Head teacher, Luwero district***

“Some civil servants in parastatals who are even less educated and actually do less work than head teachers earn about 3 times compared to what head teachers get which is extremely demotivating and as a coping mechanism head teachers engage in other kinds of work and this often times results into less time spent at school hence poor service delivery”.

#### ***Case 4: Health worker, Bulambuli district***

“I do not feel recognized for the services I offer, and the amount of labour I put in is not commensurate to the pay I receive. I do a lot of work and I spend much more time at the work place compared to other professions. For example I work on night duty, weekends, public holidays etc. However, am not given any allowances for the extra work I do on such days. Worse still, the money paid to us doctors in public service compared to other professionals like those in the legal fraternity shows that we are undervalued and not appreciated.”



## **SECTION FIVE**

### **CONCLUSIONS AND RECOMMENDATIONS**

#### **5.0 Introduction**

This section gives the conclusion and recommendations drawn from the Study on Salary Disparities in the public sector.

#### **5.1 Conclusions**

The study found out that there are wide salary disparities in the public service that are manifested in the salary differentials between; (i) the traditional civil service and statutory bodies established by Acts of Parliament, (ii) the annual salaries of the top most paid (U1S) and least paid civil servants (U8 Lower) as well as salary bands for the highest and lowest earners in statutory institutions. Findings further revealed that determination of salaries in the public service is guided by various laws, policies and regulations. The Ministry of Public Service plays a big role in determining salaries for the traditional civil service. On the other hand, other Statutory Institutions and bodies such as Universities, Funds, Authorities, and Boards determine their salaries in consultation and with approval of the Ministry of Public Service. In this regard, employees in such Institutions are in position to negotiate or even advocate for specific terms regarding their salaries, allowances and related facilitation.

Finally, the study findings show that the salary disparities in the public service contribute negatively towards efficiency and effectiveness of services delivery. Among the direct consequences included absenteeism, low motivation, corruption and late coming among others.

#### **5.2 Policy recommendations**

In accordance with Section 15 (3) (b)<sup>9</sup> and with reference to the findings of the study on salary disparities in the public service, the Equal Opportunities Commission hereby makes the following recommendations;

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<sup>9</sup> In the course of its proceedings, the Commission may recommend to or order any Institution, Body, Authority or Person to adopt or take particular steps or action which in the opinion of the Commission will promote equal opportunities.

- i. Ministry of Public Service should fast track establishment of a Salary review Commission to determine equitable remuneration for Public servants and harmonization of the various salary structures across the Public service.
- ii. Parliament and Executive should respectively review some laws and policies that relate to establishment and remuneration of Public Institutions to avoid duplication of mandates and ensure sustainability of quality public service.
- iii. Ministry of Public service should review the structures of the various existing MDAs and LGs in order to come up with an efficient, effective, lean and sustainable public service.
- iv. In the harmonization of remunerations for public servants, the Ministry of Public Service should ensure fair pay that is commensurate to the ever changing economic environment to overcome corruption, low morale, and absenteeism among other vices that may arise from pay disparities.

## Definition of Key Terms

1. **Salary** was broadly defined to incorporate all forms of employee compensation and facilitation. The definition covered all the regular payments from employers to their employees as compensation for work performed. They included payment of incentives such as commissions, piece-rate payments, production bonuses, cost of living adjustments, hazard pay (e.g. 'hard-to-reach') and pension or gratuity.
2. **Earnings** are regular payments from employers to their employees as compensation for monthly/ hourly wages or for any salaried work done. They include incentive pay such as commissions, piece-rate payments, production bonuses, cost of living adjustments, hazard pay, payments for income deferred due to participation in a salary reduction plan, and deadhead pay.
3. **Income** is any payment received during a calendar month that can be used to meet a person's needs for food, shelter, clothing etc. Income means both earned income and unearned income. Examples of unearned income are interest and dividends, retirement income, Social Security, unemployment benefits, maintenance, and child support
4. **Specified Officers (SOs)** are government employees that are appointed by H.E the President and vetted by Parliament; these include, Chief Justice, Auditor General, Inspector General of Government, Chairperson of a commission established by the Constitution, Member of a commission established by the Constitution, Inspector General of Police among others.
5. **Public sector employees** were defined into two broad categories as (i) Mainstream Civil Service and (ii) the other public service. The former include staff in the Central Government (CG) and Local Government (LG). These are largely staff appointed through the PSC, District Service Commissions (DSC), Specified Officers (see section 3.3.1), employees in security agencies and political leaders among others. The latter includes staff in other public sector bodies including Authorities, Boards, Funds, and statutory bodies.
6. **Discrimination** means any act, omission, policy, law, rule, practice, distinction, condition, situation, exclusion or preference which, directly or indirectly, has the

effect of nullifying or impairing equal opportunities or marginalizing a section of society or resulting in unequal treatment of persons in employment or in the enjoyment of rights and freedoms on the basis of sex, race, colour, ethnic origin, tribe, birth, creed, religion, health status, social or economic standing, political opinion or disability.

7. **Marginalisation** means depriving a person or a group of persons of opportunities for living a respectable and reasonable life as provided in the Constitution.

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## Annexes

### Annexure 1 (a): List of Institutions Consulted

1. Cotton Development Organization
2. Financial Intelligence Authority
3. Inspectorate of Government
4. Kampala Capital City Authority
5. Kyambogo University
6. Local Governments listed in Table 2.1
7. Ministry of Public Service
8. National Social Security Fund
9. Office of the Auditor General
10. Public Procurement and Disposal of Public Assets Authority

### Annexure 1 (b): List of Interviewed Officers at the LG level

Job Description	Frequency	Per cent
Local Council (LC) V Chairperson	8	4.1
Resident District Commissioner	3	1.6
Chief Administrative Officer (CAO), Assistant CAO, Deputy CAO	12	6.7
Chief Finance Officer, Senior Accountant, Accountant	12	6.2
District Planner, Statistician	10	5.2
Principle Personnel Officer/HR Manager	11	6.7
District Health Officer, District Health Inspector	12	6.9
District Education Officer , District Education Inspector	11	6.7
District Production Officer	10	5.2
Town Clerk	10	5.2
Sub County Chief/Parish Chief	11	6.2
Head Teacher Secondary	15	8.8
Teacher Secondary	10	5.2
In charge Health Centre IV	7	3.6
In charge Health Centre III	8	4.1
Nurse of Health Centre III	8	4.1
Head Teacher Primary	14	7.3
Teacher Primary	13	6.7
<b>Total</b>	<b>185</b>	<b>100</b>

Source: Field Research Data.

## Annexure 2 (a): MoPS General Salary Structure by Designation

Designation	Salary Scale	FY 2015/2016	
		Monthly	Annually
Head of public service	U1S	4,952,059	59,424,702
Deputy head of public service	U1S	4,099,486	49,193,835
Permanent secretary	U1S	3,768,835	45,226,024
Deputy secretary to treasury	U1SE	3,419,578	41,034,935
Director	U1SE	2,369,300	28,431,605
Chief Administrative officer	US1E	2,369,300	28,431,605
Accountant general	US1E	2,369,300	28,431,605
Assistant inspector of police	US1E	2,369,300	28,431,605
Deputy director	U1SE	2,081,031	24,972,374
Commissioner/ under secretary	U1SE	1,859,451	22,313,410
Deputy Commissioner	U1SE	1,800,687	21,608,248
Director General of health service	U1S	4,697,024	56,364,292
Senior consultant	U1SE	3,447,065	41,364,784
Director (SC)	U1SE	2,893,252	34,719,029
Assistant inspector general of police	U1SE	2,652,148	31,536,897
Consultant	U1SE	2,628,075	31,536,897
Deputy director(SC)	U1SE	2,543,627	30,523,525
Commissioner (SC)	U1SE	2,370,401	28,44,818
Deputy Commissioner (SC)	U1SE	2,357,390	28,288,685
Assistant Commissioner (scientists)	U1SE (SC)	2,328,850	27,946,199
		2,304,587	27,655,049
		2,278,680	27,344,160
		2,250,162	27,001,950
Assistant Commissioner (professional cadres)	U1E (UPPER)	1,728,007	20,736,080
		1,710,004	20,520,047
		1,690,781	20,289,366
		1,669,621	20,035,447
Assistant Commissioner (administrative cadres)	U1E (LOWER)	1,690,781	20,289,366
		1,669,621	20,035,447
		1,645,733	19,748,796
		1,624,934	19,499,212
Principal medical officers and medical officers(special grade)	U2 (SC)	2,058,276	24,699,315
		2,036,056	24,432,667
		2,014,112	24,169,345
		1,992,454	23,909,447
Principal officers (scientists)	U2 (UPPER)	1,823,634	21,883,607
		1,802,593	21,631,112
		1,781,818	21,381,813
		1,741,079	21,135,822
		1,741,079	20,892,945
		1,728,187	20,738,240
Principal officers (professional cadres)		1,527,241	18,326,898

Designation	Salary Scale	FY 2015/2016	
		Monthly	Annually
		1,510,753	18,129,898
		1,494,471	17,933,654
		1,478,401	17,740,809
		1,353,136	16,237,636
		1,337,524	16,050,385
		1,322,109	15,865,305
		1,306,898	15,682,780
		1,282,315	15,502,566
		1,282,315	15,387,776
		1,291,880	15,502,566
		1,282,315	15,387,776
Principal officers (administrative cadres)	U2 (LOWER)	1,291,880	15,502,566
		1,282,315	15,387,776
		1,259,083	15,108,997
		1,235,852	14,830,220
		1,212,620	14,551,442
		1,201,688	14,420,253
Senior medical officer	U3 (SC)	1,390,380	16,684,564
		1,371,304	16,455,652
		1,352,515	16,230,185
		1,334,004	16,008,050
		1,315,765	15,789,177
Senior officers for graduates (scientist)	U3 (SC)	1,286,135	15,433,624
		1,268,605	15,223,259
		1,251,329	15,015,944
		1,234,313	14,811,753
		1,217,543	14,610,519
		1,204,288	14,451,457
Senior graduate officer (professional cadres)	U3 (UPPER)	1,131,209	13,574,506
		1,115,688	13,388,259
		1,100,402	13,204,820
		1,085,341	13,024,088
		1,070,502	12,846,019
		1,046,396	12,556,747
		1,032,132	12,385,590
		1,018,077	12,216,921
		1,004,232	12,050,785
		990,589	11,887,064
		979,805	11,757,656
Senior graduate officer (administrative cadre)	U3 (LOWER)	990,589	11,887,064
		879,805	11,757,656
		943,991	11,327,886
		933,461	11,201,534
		923,054	11,076,652
		912,771	10,953,253



Designation	Salary Scale	FY 2015/2016	
		Monthly	Annually
		902,612	10,831,339
Entry point for medical officer	U4 (SC)	1,177,688	14,132,259
		1,177,199	14,126,386
		1,176,808	14,121,691
		1,176,419	14,117,034
		1,176,028	14,112,336
		1,175,632	14,107,579
Entry point for other medical worker		1,143,694	13,724,333
Entry point for graduate (scientist cadre)		1,131,967	13,583,608
		1,103,582	13,242,983
		1,094,258	13,131,092
Entry point for graduate (professional cadres)	U4 (UPPER)	1,089,533	13,074,396
		940,366	11,284,391
		934,922	11,219,067
		926,247	11,114,966
		909,243	10,910,922
		892,574	10,710,883
		876,222	10,152,499
		846,042	10,152,499
		834,959	10,019,506
		808,135	9,697,623
Entry point for graduates (administrative cadres)	U4 (LOWER)	799,323	9,591,877
		789,667	9,584,002
		798,535	9,582,418
		794,074	9,528,883
		780,193	9,362,321
		766,589	9,199,064
		744,866	8,938,393
		723,868	8,686,418
		700,306	8,073,508
		672,792	8,073,508
Entry point for medical workers in U5	U5 (SC)	644,785	7,737,415
		623,063	7,476,759
		601,341	7,216,087
		798,535	9,582,418
Entry point for other scientists	U5 (UPPER)	779,616	9,355,389
		766,613	9,199,362
		753,862	9,046,339
		735,608	8,827,291
		723,464	8,681,568
		711,564	8,5389,770
		699,889	8,398,674
688,450	8,261,401		
		677,236	8,126,830
		666,237	7,994,513

Designation	Salary Scale	FY 2015/2016	
		Monthly	Annually
		655,459	7,865,513
		644,988	7,739,856
		635,236	7,622,831
		598,822	7,185,869
Entry point for other technical cadres	U5 (LOWER)	588,801	7,065,609
		588,801	7,065,609
		578,981	6,947,770
		569,350	6,832,200
		555,564	6,666,765
		546,392	6,556,709
		537,405	6,448,861
		528,588	6,343,054
		519,948	6,239,380
		511,479	6,137,746
		503,172	6,038,062
		495,032	5,940,388
		487,124	5,845,486
		479,759	5,757,103
		472,079	5,664,943
		472,079	5,664,943
		463,264	5,559,166
462,852	5,554,224		
456,394	5,476,723		
Promotional level for analogous staff	U6 (UPPER)	436,677	5,240,129
		434,273	5,211,274
		430,025	5,160,296
		426,265	5,115,178
		425,074	5,100,888
		424,253	5,091,041
		416,617	4,999,405
Promotional level for analogous cadre	U6 (LOWER)	424,253	5,091,041
		416,617	4,999,405
		408,981	4,907,770
		401,497	4,817,968
		394,159	4,729,911
		386,972	4,643,667
Entry point for analogous cadres	U7 (UPPER)	377,781	4,533,367
		369,419	4,433,032
		361,867	4,342,398
		354,493	4,253,921
		347,3023	4,167,628
		3410,282	4,083,386
		333,444	4,001,333
		326,756	3,921,175

Designation	Salary Scale	FY 2015/2016	
		Monthly	Annually
		321,527	3,858,326
		316,393	3,796,711
Entry point for analogous cadre without additional training	U7 (LOWER)	289,361	3,472,334
		284,417	3,413,000
		283,913	3,406,954
		276,989	3,323,869
		268,143	3,217,718
Entry point for support staff like nursing assistant and drivers	U8 (UPPER)	237,069	2,844,832
		232,657	2,791,889
		228,316	2,739,788
		224,066	2,688,790
		224,066	2,688,790
		215,821	2,589,858
		213,832	2,565,980
		209,859	2,518,307
Entry point for other support staff mainly attendants	U8 (LOWER)	213,832	2,565,981
		209,859	2,518,308
		205,978	2,471,734
		202,166	2,425,992
		198,427	2,381,119
		194,767	2,337,207
		191,180	2,294,157
		187,660	2,251,924

Source: Ministry of Public Service FY 2015/2016

## Annexure 2 (b): Staffing and salary structures for LGs (May, 2016)

S/N	JOB TITLE	Salary Scale	Approved Establish ment	Monthly Salary	Annual Salary
<b>Office of the Chief Administrative Officer</b>					
1	Chief Administrative Officer	U1SE	1	2,369,300	28,431,600
2	Personal Secretary	U4	1	723,868	8,686,416
3	Driver	U8	1	221,987	2,663,844
<b>Administration Department</b>					
1	Deputy Chief Administrative Officer	U1SE	1	1,859,451	22,313,412
2	Principal Assistant Secretary	U2	1	1,247,467	14,969,604
3	Senior IT Officer	U3	1	1,286,135	15,433,620
4	Senior Records Officer	U3	1	933,461	11,201,532
5	Senior Assistant Secretary	U3	1	933,461	11,201,532
6	IT Officer	U4	1	1,175,632	14,107,584
7	Records Officer	U4	1	723,868	8,686,416
8	Communication Officer	U4	1	723,868	8,686,416
9	Personal Secretary	U4	1	723,868	8,686,416
10	Assistant Records Officer	U5	2	528,588	12,686,112
11	Senior Office Supervisor	U5	1	528,588	6,343,056
12	Stenographer Secretary	U5	3	528,588	19,029,168
13	Pool Stenographer	U6	3	426,265	15,345,540
14	Office Typist	U7	2	343,792	8,251,008
15	Office Attendant	U8	7	221,987	18,646,908
16	Driver	U8	11	221,987	29,302,284
<b>Human Resource Management Unit</b>					
1	Principal Human Resource Officer	U2	1	1,247,467	14,969,604
2	Senior Human Resource Officer	U3	1	933,461	11,201,532
3	Human Resource Officer	U4	1	723,868	8,686,416
<b>Statutory Bodies</b>					
1	Principal Human Resource Officer	U2	1	1,247,467	14,969,604
2	Secretary District Land Board/Senior Assistant Secretary	U3	1	933,461	11,201,532
3	Assistant Records Officer	U5	1	528,588	6,343,056
4	Pool Stenographer	U6	1	426,265	5,115,180
5	Officer Attendant	U8	1	221,987	2,663,844
<b>Finance Department</b>					
1	Chief Finance Officer	U1E	1	1,700,392	20,404,704
2	Senior Finance Officer	U3	1	1,046,396	12,556,752
3	Senior Accountant	U3	1	1,046,396	12,556,752
4	Finance Officer	U4	1	876,222	10,514,664
5	Accountant	U4	1	876,222	10,514,664
6	Senior Accounts Assistant	U5	5	528,588	31,715,280
7	Assistant Inventory Management Officer	U5	1	528,588	6,343,056
8	Accounts Assistant	U7	2	343,792	8,251,008
<b>Procurement and Disposal Unit</b>					

S/N	JOB TITLE	Salary Scale	Approved Establishment	Monthly Salary	Annual Salary
1	Senior Procurement Officer	U3	1	1,046,396	12,556,752
2	Procurement Officer	U4	1	876,222	10,514,664
<b>Planning Department</b>					
1	District Planner	U1E	1	1,700,392	20,404,704
2	Senior Planner	U3	1	1,046,396	12,556,752
3	Planner	U4	1	876,222	10,514,664
<b>Works Department</b>					
1	District Engineer	U1E	1	2,291,633	27,499,596
2	Senior Engineer	U3	1	1,286,135	15,433,620
3	Superintendent of Works/Sen. Assistant Engineer Off/Civil Engineer	U4	1	1,175,632	14,107,584
4	Civil Engineer (Water)	U4	1	1,175,632	14,107,584
5	Assistant Engineering Officer	U5	1	699,889	8,398,668
6	Road Inspector	U6	1	426,265	5,115,180
7	Engineering Assistant (Civil)	U7	1	343,792	4,125,504
8	Engineering Assistant (Mechanical)	U7	1	343,792	4,125,504
9	Engineering Assistant (Water/Borehole Technician)	U7	1	343,792	4,125,504
10	Plant Operator	U8	1	221,987	2,663,844
11	Machine Operator	U8	1	221,987	2,663,844
12	Driver	U8	2	221,987	5,327,688
13	Plant / Machine Attendant	U8	2	200,296	4,807,104
<b>Education Department</b>					
1	District Education Officer	U1E	1	1,657,677	19,892,124
2	Senior Education Officer	U3	1	933,461	11,201,532
3	Senior Inspector of Schools	U3	1	933,461	11,201,532
4	Sports Officer	U4	1	723,868	8,686,416
5	Education Officer (Special Needs & Administration)	U4	1	723,868	8,686,416
6	Inspector of Schools	U4	1	723,868	8,686,416
7	Education Officer (Guidance & Counselling)	U4	1	723,868	8,686,416
<b>Community Based Services Department</b>					
1	District Community Development Officer	U1E	1	1,657,677	19,892,124
2	Senior Community Development Officer	U3	1	933,461	11,201,532
3	Senior Probation and Welfare Officer	U3	1	933,461	11,201,532
4	Senior Labour Officer	U3	1	933,461	11,201,532
5	Probation & Welfare Officer	U4	1	723,868	8,686,416
<b>Natural Resources Department</b>					
1	District Natural Resources Officer	U1E	1	2,291,633	27,499,596
2	Senior Land Management Officer	U3	1	1,286,135	15,433,620
3	Senior Environment Officer	U3	1	1,286,135	15,433,620

S/N	JOB TITLE	Salary Scale	Approved Establishment	Monthly Salary	Annual Salary
4	Environment Officer	U4	1	1,175,632	14,107,584
5	Forestry Officer	U4	1	1,175,632	14,107,584
6	Physical Planner	U4	1	1,175,632	14,107,584
7	Staff Surveyor	U4	1	1,175,632	14,107,584
8	Assistant Forestry Officer	U5	1	699,889	8,398,668
9	Forest Ranger	U7	1	343,792	4,125,504
10	Forest Guard	U8	1	221,987	2,663,844
<b>Internal Audit Unit</b>					
1	District Internal Auditor	U2	1	1,345,330	16,143,960
2	Internal Auditor	U4	1	876,222	10,514,664
<b>Production Department</b>					
1	District Production Officer	U1E	1	2,291,633	27,499,596
2	Principal Agricultural Officer	U2	1	1,813,114	21,757,368
3	Principal Veterinary Officer	U2	1	1,813,114	21,757,368
4	Principal Fisheries Officer	U2	1	1,813,114	21,757,368
5	Principal Entomologist	U2	1	1,813,114	21,757,368
6	Senior Agricultural Officer	U3	1	1,286,135	15,433,620
7	Sen. Agricultural Engineer (Water for Production)	U3	1	1,286,135	15,433,620
8	Senior Veterinary Officer	U3	1	1,286,135	15,433,620
9	Senior Fisheries Officer	U3	1	1,286,135	15,433,620
10	Senior Entomologist	U3	1	1,286,135	15,433,620
11	Animal Husbandry Officer	U4	1	1,175,632	14,107,584
12	Fisheries Officer (Aquaculture)	U4	1	1,175,632	14,107,584
13	Vermin Control Officer	U4	1	1,175,632	14,107,584
14	Laboratory Technician (Customise)	U5	1	699,889	8,398,668
15	Assistant Inventory Management Officer (Customise)	U7	1	240,605	2,887,260
16	Laboratory Attendant (Customise)	U8	1	221,987	2,663,844
<b>Trade, Industry and Local Economic Development</b>					
1	District Commercial Officer	U1E	1	1,657,677	19,892,124
2	Principal Commercial Officer	U2	1	1,247,467	14,969,604
3	Senior Commercial Officer	U3	1	933,461	11,201,532
4	Commercial Officer	U4	1	723,868	8,686,416
5	Tourism Officer	U4	1	723,868	8,686,416
6	Wildlife Officer	U4	1	723,868	8,686,416
7	Conservator Officer	U4	1	723,868	8,686,416
<b>Health Services Department</b>					
1	District Health Officer	U1E	1	2,291,633	27,499,596
2	Assistant District Health Officer (Environmental Health)	U2	1	2,025,084	24,301,008
3	Assistant District Health Officer (Maternal Child Health/ Nursing)	U2	1	2,025,084	24,301,008
4	Senior Environmental Health Officer	U3	1	1,352,515	16,230,180

S/N	JOB TITLE	Salary Scale	Approved Establishment	Monthly Salary	Annual Salary
5	Senior Health Educator	U3	1	1,352,515	16,230,180
6	Bio-Statistician	U4	1	1,175,632	14,107,584
7	Assistant inventory Management Officer	U5	1	528,588	6,343,056
8	Cold Chain Technician	U6	1	426,265	5,115,180

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### **Annexure 3: Study instruments**

#### **LIST OF DOCUMENTS TO BE COLLECTED (By head of the team)**

1. Legal mandate of the institution (could be within the higher levels in case of MDAs and LGs)
2. The organogram
3. Salary structures
4. Payroll
5. Human resources manual and policies
6. Job descriptions (duties and responsibilities)
7. Job evaluation grid for the institution (in case it exists). i.e. parameters/criteria/methodology used by the institution to grade
8. Exit reports (if any), copies of exit interviews (we may view from there)
9. Source(s) and estimated annual levels/amounts of funding

#### **FIELD SURVEY INSTRUMENT No.2**

##### **INSTITUTIONAL LEVEL INFORMATION**

- 1) Name and type of institution .....
- 2) Describe the type of service offered by institution

<b>Institution</b>	<b>Code</b>	<b>Institution</b>	<b>Code</b>
Health	01	Public administration	06
Education	02	Financials services	07
Agricultural support	03	Community support	08
Environment/Forestry	04	Legal services	09
Security/Law & Order	05	Other (Explain)	10

- 3) Hierarchy of the institution: National, Regional, LG, Lower LG,
- 4) Which authority determines the terms and conditions of service (e.g. recruitments, appointments, contracts, executes rewards/punishments, etc.)

<b>Authority</b>	<b>Code</b>
Central Government	01
Board/Commission	02
Local Authority/Council	03
Management	04
Other	05

- 5) Staff level information: Numbers, Gaps, Exits

	Male	Female
What is the existing staffing level?		
What is the expected staff requirement?		
How many new staffs were recruited in previous three Financial		



Years?		
Over the past 12 months, how many staff have left the organization		
List some of the common reasons why staff have left the institution		

- 6) What informs the amount of remuneration/salary for the different staffing positions in the institution? (include details on type of benefits attached to respective positions)

### FIELD SURVEY INSTRUMENT No.3

#### PERSONAL LEVEL INFORMATION

1. Gender

Female	01	Male	02
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2. Age group

Group	Code	Group	Code	Group	Code
18 -25	01	36-45	03	56 - 65	05
26-35	02	46-55	04	Above 65	06

3. Tribe .....

4. Disability status ..... (E.g. None; Mild; Severe)

5. Education status (Highest level attained)

Level	Code	Level	Code	Level	Code
None	01	Secondary	03	Tertiary	05
Primary	02	Vocational	04	University	06

6. Marital Status

Status	Code	Status	Code	Status	Code	Status	Code
Single	01	Married	02	Divorced	03	Widowed	04

7. Number of dependents

Description of category	No
Direct (family members under ones' care)	
Indirect (responsible for regular costs (fees, medical, food))	

8. How long have you served with this institution (years)

9. Where else have you served and for how long?

10. Reasons for staying in the organization (if more than five years)

11. Description of individual's duties and responsibilities

Regular (clearly described in contract)	Additional (may be administrative or due to insufficient staff)

12. Actual hours of work per day/month
  - a. Office based .....
  - b. Field based/outreach (if applicable)
13. Are you motivated to do your work?

Level	Code	Level	Code
Highly Motivated	01	Moderately motivated	03
Well motivated	02	Not motivated	04

14. On a scale of 1 to 10 (10 being total agreement), explain the contribution of wage towards your motivation for work.
15. What is your salary level (Amount in UGX equivalent)
16. Any additional allowances (average UGX per month)
17. When was the last time your salary was reviewed? (Years/months) and what was the effect (increment or reduction in salary)?
18. Please explain how the salary review process was conducted (e.g. regular increment, individual staff initiative, labour action, promotion, etc.)
19. Additional forms of facilitation/remuneration/benefits

Facilitation	Code	Facilitation	Code
Motor vehicle/cycle		Hardship allowances	
Housing		Gratuity/pension	
Lunch (actual/allowance)		Medical allowance	
Commissions and/or bonuses		Other	
Leave terms (Annual, sick, compassion, study)			

20. Other types of work outside the organization
  - a. Representation of organization (estimate time and UGX if any)
  - b. Personal/private business
  - c. Work with other organization (e.g. on part-time basis)
21. Personal views about work
  - a. Level of satisfaction (High, Medium, Low)
  - b. Level of personal performance (High, Medium, Low)
  - c. Reasons for described level of performance
  - d. Institutional support/facilitation (High, Medium, Low)
  - e. Any three causes of discomfort (if any)
  - f. Current remedies to the discomfort (coping mechanisms)
22. Likelihood of leaving the institution (High, Medium, Low)
23. Have you changed jobs in the last 5 years? if so from which institution (government, private sector, NGO, other)
24. Reasons why one would consider to leave the institution
  - a. Personal family/health
  - b. Salary related
  - c. Work conditions other than salary: (Seek an explanation)
  - d. Environmental (beyond the institution e.g. security, hard-to-reach.)

25. What would prevent you from leaving the institutions?
26. What salary level do you think is adequate for this kind of work?
27. Give two/three reasons for your suggestion above
28. Has any of your colleagues left this institution for better paying job?
  - a. When did they go (months/years)
  - b. Where did they go? (institution, town, region)
  - c. Is it another public institution, private institution, or personal business?
  - d. Please give title they held
  - e. If possible, provide their contact

#### FIELD SURVEY INSTRUMENT No.4

##### **EXIT INTERVIEW (WHERE AVAILABLE)**

1. Gender

Female	01	Male	02
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2. Age group

Group	Code	Group	Code	Group	Code
18 -25	01	36-45	03	56 - 65	05
26-35	02	46-55	04	Above 65	06

3. Tribe .....

4. Disability status ..... (E.g. None; Mild; Severe)

5. Education status (Highest level attained)

Level	Code	Level	Code	Level	Code
None	01	Secondary	03	Tertiary	05
Primary	02	Vocational	04	University	06

6. Marital Status

Status	Code	Status	Code	Status	Code	Status	Code
Single	01	Married	02	Divorced	03	Widowed	04

7. Number of dependents

Description of category	No
Direct (family members under ones' care)	
Indirect (responsible for regular costs (fees, medical, food)	

8. When did you leave the institutions?
9. Describe your work experience (service conditions) at that time
10. Give at least three reasons for departure
11. Comment on the level of facilitation other than salary
12. What do you recommend should change in that institution
13. Would you recommend anybody to work in that institutions (Give 2 reasons)

## **Preliminary information**

District:

Interviewer (Lead in case of more than one)

Date/Time of interview

## **Documents to collect:**

10. Legal mandate of the institution (could be within the higher levels in case of MDAs and LGs)
11. Source(s) and estimated annual levels/amounts of funding (Government; Donors; NGOs; and Local revenues like fees, fines, commissions, etc.)
12. The organogram
13. Salary structures
14. Payroll
15. Job descriptions (duties and responsibilities)

## **Institutional level information**

- 7) Name and type of institution
- 8) Describe the type of service offered by institution (Health, Education, environment, agricultural support, administration, financials services, community support, etc.)
- 9) Hierarchy of the institution: National, Regional, LG, Lower LG,
- 10) Which authority determines the terms and conditions of service (e.g. Issues/signs contracts, executes rewards/punishments, etc.)
- 11) Who does the above institution report to?

## **Personal level information**

- 12) Code: 01: Female    02: Male
- 13) Age group: **01:** 18-25; **02:** 26-35;    **03:** 36-45;    **04:** 46-60; **05:** Above 60
- 14) Education: 01: None; 02: Primary; 03: Secondary; 04: Tertiary; 05: Other
- 15) Family status: 01: Single; 02: Married; 03: Widow/Widowed
- 16) Number of dependents
  - a. Direct (family members under ones' care)
  - b. Indirect (responsible for regular contributions, e.g. fees, medical, food)
- 17) How long the person has served with the institution (years)
- 18) Description of individual's duties and responsibilities
  - a) Regular (clearly described in contract)
  - b) Additional (may be administrative or due to insufficient staff)
- 19) Actual hours of work
  - a. Office based
  - b. Field based/outreach (if applicable)
- 20) Salary level (UGX equivalent)

- 21) Any additional allowances (average UGX per month)
- 22) When was the last time your salary was reviewed? (years)
- 23) Additional forms of facilitation/remuneration
  - a. Motor vehicle/cycle
  - b. Housing
  - c. Lunch (actual/allowance)
  - d. Hardship allowances
  - e. Leave terms (types of leave & duration: Annual, sick, compassion, study)
  - f. Gratuity/pension
  - g. Medical allowance
  - h. Commissions and/or bonuses related to performance
- 24) Other types of work outside the organization
  - a. Representation of organization (estimate time and UGX if any)
  - b. Personal/private business
  - c. Work with other organization (e.g. on part-time basis)
- 25) Personal views about work
  - a. Level of satisfaction (High, Medium, Low)
  - b. Level of personal performance (High, Medium, Low)
  - c. Reasons for described level of performance
  - d. Institutional support/facilitation (High, Medium, Low)
  - e. Any three causes of discomfort (if any)
  - f. Current remedies to the discomfort (coping mechanisms)
- 26) Likelihood of leaving the institution (High, Medium, Low)
- 27) Reasons why one would consider to leave the institution
  - a. Personal family/health
  - b. Salary related
  - c. Work conditions other than salary: (Seek an explanation)
  - d. Environmental (beyond the institution e.g. security, hard-to-reach etc.)
- 28) What would prevent you from leaving the institutions?
- 29) What salary level do you think is adequate for this kind of work?
- 30) Give two/three reasons for your suggestion above
- 31) Has any of your colleagues left this institution for better paying job?
  - a. When did they go (months/years)
  - b. Where did they go? (institution, town, region)
  - c. Is it another public institution, private institution, or personal business?
  - d. Please give title they held
  - e. If possible, provide their contact

**Exit Interview (where available)**

- 32) Repeat questions 6 - 10
- 33) When did you leave the institutions
- 34) Describe your work experience (service conditions) at that time

- 35) Give at least three reasons for departure
- 36) Comment on the level of facilitation other than salary
- 37) What do you recommend should change in that institution
- 38) Would you recommend anybody to work in that institutions (Give 2 reasons)

## NOTES

8. Earnings are regular payments from employers to their employees as compensation for monthly/ hourly wages or for any salaried work done. They include incentive pay such as commissions, piece-rate payments, production bonuses, cost of living adjustments, hazard pay, payments for income deferred due to participation in a salary reduction plan, and deadhead pay.
9. Earnings exclude the following: overtime pay, severance pay, shift differentials, non-production bonuses, and tuition reimbursements, official travel facilitation, premium pay for overtime, holidays, and weekends; shift differentials; nonproduction bonuses; tips; uniform and tool allowances etc.
10. Administrative definition of income covers any payment received during a calendar month that can be used to meet a person's needs for food, shelter, clothing etc. Income means both earned income and unearned income. Examples of unearned income are interest and dividends, retirement income, Social Security, unemployment benefits, maintenance, and child support
11. Income may be in cash or in kind.
12. The various components of remuneration/salary include ordinary, basic wage or salary and any additional emoluments payable directly or indirectly. It should cover the in cash or in kind that are related to one's employment with the given institution.

**Annexure 4: Study Team**

<b>S/N</b>	<b>Name</b>	<b>Title</b>	<b>Organization</b>
1.	Dr. Fred Muhumuza	Consultant	Makerere University
2.	Ms. Apio Joyce Freda	Technical Advisor	GIZ
3.	Mr. Evans Jjemba	Principal Compliance Officer	EOC
4.	Mr. Daniel Mbirizi	Senior Research Officer	EOC
5.	Mr. James Mugisha	Senior Planner/ Economist	EOC
6.	Ms. Twine Hope Rebecca	Senior Compliance Officer	EOC
7.	Ms. Susan Atukunda	Research Officer	EOC
8.	Ms. Namazzi Betty	Research Assistant	EOC
9.	Ms. Nakuya Catherine	Research Assistant	EOC
10.	Ms. Hisineye Fatuma	Research Assistant	EOC
11.	Mr. Patrick Nsereko	Research Assistant	EOC

**Technical Compilation and Review Team**

<b>S/N</b>	<b>Name</b>	<b>Title</b>	<b>Organization</b>
1.	Member Zaminah Malole	Member of the Commission	EOC
2.	Mr. Kamyia Julius	Commissioner, Education, Training and Communication	EOC
3.	Mr. Evans Jjemba	Principal Compliance Officer	EOC
4.	Mr. Daniel Mbirizi	Senior Research Officer	EOC
5.	Ms. Susan Atukunda	Research Officer	EOC