



THE REPUBLIC OF UGANDA

INSPECTORATE OF GOVERNMENT

A COMMUNICATION STRATEGY 2010 - 2015

"My Country My Integrity!"

APRIL 2010

Consultant:



FRK Communications

Specialists in Behavioral Change
Communication, Advocacy, Public Relations
and Multi-Media

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Acronyms and abbreviations

CAOs	Chief Administrative Officers
CBOs	Community Based Organizations
CID	Criminal Investigation Department
CPRU	Communication and Public Relations Unit
DEP	Directorate of Education and Prevention of Corruption
DFOs	District Finance Officers
DPP	Directorate of Public Prosecutions
ESO	External Security Organization
ETC	Etcetera
E-zine	Electronic magazine
FGDs	Focus Group Discussions
IEC	Information, Education and Communication
HH	Household
IG	Inspectorate of Government
IGG	Inspector General of Government
ISO	Internal Security Organization
IT	Information Technology
LAN	Local Area Network
LC1	Local Council One
LC5	Local Council Five
M&E	Monitoring and Evaluation
MIS	Management Information Systems
MoLG	Ministry of Local Government
MT	Management Team
NGOs	Non Government Organizations
PDRs	Performance Development Reviews
PR	Public Relations
Q&A	Question and Answer
RDCs	Resident District Commissioners
TV	Television

Executive Summary

This Communication Strategy is in line with the Inspectorate of Government constitutional function, to *“stimulate public awareness about the values of constitutionalism in general and the activities of the Inspectorate of Government, in particular through any media and other means considered appropriate by the Inspectorate of Government”*. It is a realization of the important role communication plays in promotion of good governance, popularizing the leadership code, and harmonizing efforts committed to the fight against corruption and abuse of office. The Communication Strategy will establish and maintain clear and regular channels of communication with the Inspectorate of Government partners, stakeholders and among IG staff to facilitate the execution of the institution’s mandate.

Since its inception, the IG has been undertaking awareness programmes through print and electronic media and outreach programmes to educate the public about issues related to governance, leadership code, and dangers associated with corruption and abuse of office and the role of the public in the fight against the vice. This has been mainly, done sporadically without a comprehensive communication strategy, which limited the impact of the initiatives.

In view of this, the Inspectorate of Government started the process of setting up a fully-fledged communication and public relations function. This process aimed at identifying communication gaps and barriers that threaten the institution’s efforts to fight corruption and abuse of office and use the information to develop a communication and public relations strategy and policy.

The process of setting up a fully fledged communication and public relations function for the Inspectorate of Government started with a needs assessment to determine the levels of the respondents’ knowledge on the institution’s mandate, its mission, vision, activities, programmes and the concept of corruption and abuse of office, identify and describe attitudes, perceptions, beliefs and behaviors of the general public towards the IG’s office, identify the various players in the fight against corruption and abuse of office, assess the IG’s internal communication and identify ways of addressing identified challenges. The study was carried out in 5 Districts of Uganda namely; Kabale, Kampala, Kiruhura, Pallisa and Gulu, various communication challenges were noted. These are:

- Inadequate knowledge about the IG mandate, functions and powers, roles of various partners, the 2002 IG Act, 2002 Code of Conduct and IG Corporate and Development Plan 2004 -2009,

- Misconceptions about the role of the Inspectorate of Government institution in the fight against corruption and approaches used therewith,
- Negative attitudes, wrong beliefs about the IG institution and values and practices that continue to promote corruption and abuse of office
- Limited institutional capacity to plan and implement communication programmes,
- Negative attitude amongst IG staff and bureaucratic tendencies within the institution

In view of the above challenges, therefore, the purpose of this communication strategy is to provide a framework, which will guide efforts aimed at enhancing IG public image, enlist public support and forge a strong partnership with key stakeholders in the fight against corruption and abuse of office. It is also expected that the strategy will go a long way in streamlining efforts geared at improving internal communication between Inspectorate of Government departments and between headquarters and regional offices.

The strategy analyses the institution's previous and current communication programmes, outlines the objectives, spells out the communication problem for each component, describes the key audiences to be reached, states the key benefit for each of the target audience, presents key messages and messages addressing barriers, states the desired action expected of the target audience and recommends channels through which specific segments of audience can be reached. It also includes a section on monitoring and evaluation and an action plan.

The strategy recognizes the importance of *forging strong partnership* with key partners and stakeholders to generate the will that is essential for successful execution of the institution's mandate. *Social mobilization* efforts are needed to address the issue of limited awareness and dispel misconceptions about the institution among communities. *Behavioural Change* interventions must be stepped up to ensure that the culture of "Get-Rich-Fast" is condemned and eliminated from people's minds and target audiences have the correct knowledge, information and social support they need to participate in the fight against the vice.

The expected outcomes of this communication strategy include;

- Increased appreciation of IG role in the fight against corruption and abuse of office, promotion of good governance and adherence to the leadership code.

- Increased partnership with key stakeholders, including other government departments, civil society organizations, private sector and the media.
- Increased participation of communities in the fight against corruption and abuse of office, promotion of good governance and adherence to leadership code
- Encouraging the public to embrace the principle of “*non tolerance to corruption*”

The various print materials including the CADP, IG Reports to Parliament, Operational Manuals, and Public Servants’ Code of Conduct generate technical information that is not easily accessible to all stakeholders. The strategy will be used to refine and synthesize the knowledge generated and share it through various communication channels and learning foray that meets the needs of different target audiences.

Overall, coordination of the strategy will be provided by the Directorate of Education and Prevention of Corruption (DEP) through its Communication and Public Relations Unit. Key partners, civil society organisations, religious leaders, community all the way down the village level will play pivotal roles in the implementation of this communication strategy.

A generic set of IEC materials will be developed and availed for distribution through established channels. Central to the strategy is the institutionalization of open-door policy through appropriate feedback mechanisms to ease communication among the Inspectorate of Government staff.

In recognition of it’s central role, the media features prominently in this strategy. Whether in an editorial form, radio or TV broadcast, video or newspaper article, the media has a key role to play in disseminating messages to identified target audiences. It is therefore emparative to forge a strong partnership with the media in the fight against corruption and abuse of office, promotion of good governance and adherence to leadership code.

1.0. Introduction and Background

Corruption and abuse of office flourished in Uganda during the era of irresponsible governance, especially, between 1970s -1986. All institutions of accountability during this period were completely, destroyed. Newspapers were banned except one which was government owned. In 1986, the office of the Inspector General of Government (IGG) was created to spearhead a crusade against corruption and abuse of office after National Resistance Movement took over power. It's status was formalized by statute 2 of 1988. It was established as a constitutional office according to the provisions of the 1995 Constitution of the Republic of Uganda. The functions of Inspectorate of Government (IG) as spelt out in Article 225 (1) of the Constitution include:

- (a) To promote and foster strict adherence to the rule of law and principles of natural justice in administration.
- (b) To eliminate and foster the elimination of corruption, abuse of authority and of public office.
- (c) To promote fair, efficient and good governance in public offices.
- (d) To supervise the enforcement of the Leadership Code of Conduct.
- (e) To investigate any act, omission, advice, decision as recommended by a public officer or any other authority to which this article applies, taken, made, given or done in exercise of administrative functions and
- (f) To stimulate public awareness about the values of constitutionalism in general and the activities of its office, in particular, thoroughly any media or other means it considers appropriate.

The IG has particular responsibility for promoting and ensuring adherence to the rule of law. It has powers to investigate, arrest or cause the arrest and prosecution of individuals found to be involved in corrupt practices.

The Inspectorate of Government is mandated to promote good governance through elimination of corruption and removal of administrative injustice in public offices. Initially, the Institution dealt not only with cases of corruption but also with those related to human rights abuse. It ceased to have responsibility for the latter when the Human Rights Commission was set up in 1997, although it retained the responsibilities of ombudsman.

The Inspectorate of Government Act of 2002, subsequently, replaced the earlier legislation. Under this Act, the Inspectorate of Government is mandated to investigate any breach in the rule of law, corruption, abuse of office, occasioning injustice and

neglect of duty by persons in public offices. Furthermore, it has responsibility for enforcement of the Leadership Code Act 2002.

In order to fulfill its mandate, the Inspectorate of Government is invested with powers to enter and search any premises and may cause a prosecution to be instituted. Most cases are dealt with and disposed off administratively. In handling the latter cases, the IG works hand in hand with the Police-Criminal Investigations Department and the Directorate of Public Prosecutions (DPP).

1.2. Rationale for the communication and public relations strategy

The need for a Communication Strategy for Inspectorate of Government is enshrined in the constitution of Uganda, 1995, which states one of the functions of IG as “to stimulate *public awareness about the values of constitutionalism in general and the activities of its office in particular...*”. It rhymes with one of strategic objectives of the IG Corporate and Development Plan, 2004-2009, “*to sensitize, educate and enlist public support against corruption; strengthen weak systems and policies in Government Institutions and to monitor levels of corruption through periodical integrity surveys.*” This technical document highlights key communication issues to be addressed including barriers likely to affect the success of the strategy.

There are other key stakeholders who have designed interventions to complement the IG in the fight against corruption. These need to be brought on board to forge a strong partnership against corruption and harmonize these interventions. The activities therein are almost similar in terms of coverage and design. There is need for one comprehensive communication strategy combining all communication initiatives of other key stakeholders involved in the fight against corruption and abuse of office. This will enable the IG and partners to avoid mixed messages, which can confuse the public.

Almost all the studies carried out on public knowledge about IG and the concept of corruption, reported limited knowledge about IG functions and how the institution operates. The Second National Integrity Survey conducted by K2 Consult on behalf of IG established that only 21% respondents knew the correct procedure for reporting cases of corruption. The needs assessment commissioned by the institution in 2007, established that 23.7% have never heard of IG and 40.3% do not know the roles of the institution.

This limited knowledge is exacerbated by presence of misconceptions about institution’s performance and modus operandi. There is, therefore, a need to raise

awareness about the institution, the concept of corruption and dispel misconceptions about performance and approaches used in the fight against corruption and abuse of office and enforcement of the leadership code.

The studies recommended the need to promote participation and involvement of key stakeholders in the program activities. This is expected to improve multi-sectoral collaboration and enhance ownership of the communication interventions recommended by this strategy.

1.3. Communication Situation Analysis

This communication strategy has been developed through a process of research and stakeholder participation. The process begun with the task of listening to potential audiences and stakeholders, through a communication needs assessment to; ascertain the target audience's knowledge, attitudes, and perceptions about IG institution, and the concept of corruption as well as identifying appropriate channels of communication. The study was conducted along three major objectives namely;

- Determine the levels of the respondents' knowledge on the institution's mandate, its mission, vision, activities, programmes and the concept of corruption and abuse of office,
- Identify and describe attitudes, perceptions, beliefs and behaviors of the general public towards the IG's office,
- Identify the various players in the fight against corruption,
- Assess the IG's internal communication and identify ways of addressing identified challenges.

The study used both qualitative and quantitative methods to achieve the stated objectives. It covered five districts selected purposively and regionally on the advice of Inspectorate of Government technical team; thus Kampala representing Central, Gulu in the North, Pallisa representing the East, Kabale in south western, and Kiruhura in the West. The individual household sample was obtained using multi-stage stratified sampling technique. The country was divided into five regions from which one district was selected per region. Two sub- counties (one rural and the other semi-urban) were singled out from which two Parishes were selected. Random sampling was used to get villages in which the study was conducted. LC1 records were, then used as sampling frames from which the final sample was selected using simple random sampling technique.

The sample from which qualitative data was obtained was purposively selected. It included key informants from local governments, NGOs, the Media, the private sector and national level respondents representing government functionaries and agencies. In addition, two Focus Group Discussions were conducted in each of the five districts, totaling to 10 FGDs countrywide.

Levels of the knowledge: The study established that only 53.2% in Kampala and 19.1% in Pallisa knew what IG does. Most of the respondents (92%) did not know the Inspectorate of Government's vision and only 57.7% were aware of IG programmes. Most FGD participants did not know how they can forward their grievances to IG office

".....we don't know the procedures of reaching the IG" FGD Ppt, Nakawa-Kampala

The study reported limited knowledge on forms of corruption with bribery mentioned by 46.8% extortion mentioned by 10.9%, favouritism mentioned by 26.5%, embezzlement by 10.9% and over invoicing by only 2%)

Attitudes, perceptions, beliefs of the general public about IG: The institution of IG is not ranked highly with only 34% saying its fairing in the fight against corruption, promotion of good governance and enforcement of the leadership code. Most Focus Group Discussions participants and Key Informants interviewed were completely dissatisfied with the performance of the institution. Some key informants believe that IG's actions are based on hearsay while others doubt the institution's impartiality.

"They base themselves on rumors". Key Informant, Kabale

".....IG is a witch hunting organization which makes conclusions without investigations. "Key Informant, Kabale.

"Without any investigation, they are jailed innocently leaving the real culprits free" FGD Pax, Gulu

Some FGD participants noted that there were delays in responding to their complaints and in most cases, no action is taken on those reported to the institution.

"Communication with IG is not good because last year we gave them a letter and they did not respond up to now" Key Informant, Kampala

Among the communities, respondents interviewed view IG as limited to Kampala and this renders it unpopular upcountry while others believe that the institution is corrupt itself.

When asked if they would participate in the fight against corruption FGD participants expressed reservations pointing out that IG has limited capacity to protect those who report cases of corruption.

"We don't know the confidentiality of the institution.....you can report and then be harassed by the boss and the IGG cannot protect you" **Female FGD participant, Gulu**

Most key informants expressed dismay about the way IG staff handles those suspected to be corrupt.

"Its not people friendly" **Key Informant, Gulu**

"The IG needs to demystify itself". **Key Informant, Kampala**

The study revealed that some people have generally accepted corruption as part of life.

"Whereas corruption is bad, it is also good because one can escape from a problem," said a FGD participant in Kampala.

Whereas bribing a police officer to release someone is corruption, it is at the same time good when it ends with the release of a prisoner" **FGD Participant, Kabale**

Sources of information: One of the reasons for this study was to assess IG's previous communication initiatives. The study reported dissatisfaction (57.7%) about the institution's efforts to raise awareness about its programmes. This was reaffirmed by most key informants.

"Regional offices do not conduct seminars as required because the directive has to come from the Headquarters". **Key Informant, Kabale.**

When asked the channel from which they get information about IG, 72.3% mentioned radio, interpersonal 24%, printed materials 10%, TV 16% and internet 1%. These communication initiatives however lacked proper packaging as expressed by some of the Key Informants and FGD participants;

".....programmes on the radio are aired in English and some of us don't know the language" **Female FGD Participant, Kiruhura**

*“...some radio programmes are aired at wrong hours when we are either in the gardens or in the kitchen” **Female FGD Participant, Kabale***

*“I heard about IGG when my husband bought a small radio, but I listen to it only in the evenings when he is back” **Female FGD Participant, Pallisa***

*“..most of the messages on the radio lack perception, most people hear them but interpret them differently because they use complicated languages and unfamiliar technical words that confuse listeners” **Key Informant, Pallisa***

Preferred sources of information: There was a popular preference for radio with 68% mentioning it as the most effective source of information, followed by community meetings which were mentioned by 67%. Most FGD participants argued that newspapers are too expensive for the majority.

*“News papers are for Kampala people and District leaders who are rich through corruption” **Male FGD Participant, Kabale***

Most Key Informants however preferred Newspapers, seminars and radio in that order. Surprisingly, Television was rated slightly higher than newspapers, billboards and brochures because of its visual effect while Telephone was preferred in reporting cases of corruption because of its secrecy.

The need to package messages in popular local languages was expressed by most FGD participants while key informants expressed the need to simplify printed materials, citing limited time to read big volumes.

*“Brochures and Billboards are for educated and town dwellers but for us who cannot read and write can only use radios especially when the program is in Rukiga” **Female FGD Participant, Kabale***

The study established that majority of those interviewed are interested in information on penalties associated with cases of corruption and abuse of office, forms of corruption and abuse of office, means used in fighting corruption and abuse of office, and leadership code.

Stakeholders’ analysis: The study was also set to identify IG allays in the fight against corruption and abuse of office, promotion of good governance and enforcement of the leadership code. Government Institutions were rated high as one of those key stakeholders in this struggle; this was followed by NGOs mentioned by 18.6% while private sector was lowly rated because of it’s focus at profit

maximization. Others mentioned as key partners in the fight against corruption, promotion of good governance and enforcement of the leadership code are donor agencies, the media, religious institutions, academic institutions, cultural leaders and influential's in communities.

Available opportunities: According to a Social Economic Survey conducted in 2003, by Uganda Bureau of Statistics, 63% of the households owned radios, 7% owned TV sets and 7% owned mobile phones with 25% in Kampala and only 3% in rural areas. Fixed phones and email addresses were almost non-existence except in Kampala and other a few upcountry towns. Furthermore, according to 2001/02 Population and Housing Census, more than a third of the population depend on the word of mouth as their main source of information. Newspaper readership was negligible meaning that newspapers cannot be the best channels of communication especially to the poor and those cannot read. The study established existence of solid community institutions and structures such as LCs, CBOs, faith based institutions, Youth and Women groups and SACCOs.

Internal Communication: A communication audit was carried out within IG institution by interviewing the institution's staff in key positions at both the Headquarters and Regional Offices. The audit established that the staff was not satisfied with the way internal communication is managed. A number of them did not know the efforts being done to improve the internal communication while others did not even know the mandate of the unit responsible for management of information flow.

The shortfalls in the internal communication were blamed on administrative bureaucratic tendencies, absence of a communication policy, limited skills to use existing facilities, limited financial resources and lack of interest in existing communication facilities like Email, Case Management System – “Ask Sam” and LAN.

The study established that a number of members of the IG institution advocated for a campaign aimed at promoting the use of email, ASK SAM, LAN, expansion of the LAN to regional offices, making phones accessible to all members of the IG and organising regular internal seminars and retreats and increase meetings at lower levels of the institution. They also recommended that weekly briefs be brought back but with credible and work-related content rather than personal gossip. There was an outcry of limited appreciation of the importance of the library as a source of

information. They requested that the library be given the attention it deserves as an archive for printed information.

A number of those interviewed echoed a number of worrying perceptions. Some of these perceptions include:

- The internal communication is poor
- The importance of the library is not appreciated
- Informers are too expensive to facilitate
- Communication in IG is too centralized
- Courier firms are costly and inefficient
- The management should communicate regularly on issues related to promotions, appointments, selection for training and transfers

Capacity for communication programming: The audit established a few capacity gaps. There is a remarkable gap in skills especially in areas of media relations, media research and generally communication programming. Other gaps include technical knowledge on use of computers and understaffing especially in the Communication and Public Relations Unit. It was thought it proper to position the head of Communication and Public Relations to a senior level.

The documents review conducted alongside interviews revealed that there was a funding gap of 1,634,675,666 in the DEP, CADP 2004-2005. As a result about 74% of the estimated radio talk shows and print media may not be conducted, 34.1% of the estimated research activities may not be conducted, 62.1% of the estimated books and periodicals may not be bought, 76.5% of the targeted workshops, seminars and drama shows may not be conducted. The study also revealed a gaping gap in communication support facilities. For instance, the ratio of Staff to computer was 1:4 at Headquarters and 1:5 at regional offices.

Recommendations:

- Multi channels (media mix) approach, integrating interpersonal communication, community based channels, and different media and two-way exchange of information (feedback),
- Use of informative, dramatic, non scaring messages in descent, persuasive language and illustrated with pictures,
- Packaging should be done in different languages and responsiveness to cultural diversity,
- Messages illustrating benefits to the target audience
- Benefits should outweigh disadvantages,
- Use messages that inspire and motivate the audience,
- Use of simplified printed materials for those who can read,
- Use outstanding persons (influentials) in communities,
- Channels selected should be readily available, acceptable and cost-effective to IG and to target audiences.

2.0. Strategy Development

This strategy is premised on the recommendation of the needs assessment preceded the drafting of the strategy document. The strategy emphasizes use of multi channels (media mix) approach, integrating interpersonal communication, community based channels, and different media and two-way exchange of information (feedback). It proposes use of informative, dramatic, non scaring messages in descent, persuasive language and illustrated with pictures and packaging messages in different languages as well as paying attention to cultural diversity. It places benefits above the disadvantages and emphasizes messages that inspire and motivate the audience. Stresses the need to use simplified printed materials for those who can read as opposed to big volumes and proposes use of influential's to exert pressure on those involved in cases of corruption and abuse of office and the public officials that are not operating within the leadership code. It is important that the channels selected are readily available, acceptable and cost-effective to IG and to the target audience.

The strategy is divided into two sections:

- (i) External Communication and (ii) internal Communication.

The **External Communication** is comprised of 3 pronged, mutually reinforcing components. The first component places emphasis on enlisting public support in the fight against corruption, promoting good governance and enforcing leadership code by feeling the knowledge gaps, correcting misconceptions, modifying beliefs, values and practices and applying social pressure directed at persons with influence on those involved in cases of corruption and abuse of office. The second component focuses at forging partnership with Government Institutions in the fight against corruption and abuse of office. It addresses issues of suspicion and mistrust, negative attitude and misconceptions. The third component places emphasis on strengthening partnership with the media and private sector and addresses the issue of limited access to information, limited publicity on IG operations, mistrust, negative attitude and lack of initiative.

Each of the components of the external communication states the problem (i.e. the communication problem, the target group (primary beneficiaries and influentials by age, sex, location, and the problem affecting them), communication objective (specific, measurable, achievable, realistic and time bound), key promise/benefit (stating the benefit), support points (factual demonstration, endorsement, guarantees, comparisons, and testimonials) with emphasis on the approach (informing, entertaining, persuasive, educating, directing and empowering), the appeal and tone (positive or negative, rational, emotional, mass or individual, humorous or serious,

one or two sided, direct or indirect, closed or open ended), source (which may have a negative or a positive impact), development process (which includes concept development, pre-testing, review, update and production) and desired action response (what we want the target audience to do/think/act).

The **internal communication** is comprised of limited knowledge about the vision, mission, and mandate, powers, of IG, misinformation and rumours/grapevine, withholding important information, lack of information/guidelines to ease the work of IG staff, negative attitude towards the institution, delays in information dissemination,

Each of the components of the internal communication states the origin of the communication situation, the information required to fill the communication gap, an array of interventions recommended and the key implementing actors.

A matrix summarizing key components, an M&E framework, implementation arrangement and action plan are attached to the two sections.

Communication objectives

- Increase levels of knowledge about the importance of IG institution and about the institution's performance and its modus operandi among the general public by 50% within 5 years.
- Increase the knowledge about the role and functions of IG among top government institutional workers to 20% years within 5 years.
- Increase the proportion of Government Institutional workers who are participating in anti-corruption programmes by 20% within 5 years.
- Increase the proportion of IG staff at all levels with adequate knowledge about the institution by 50% and positive attitude about the institution by 30% within 5 years.

SECTION 1: EXTERNAL COMMUNICATION

2.1. Component 1:

Enlisting public support in the fight against corruption and abuse of office, promotion of good governance and enforcement of leadership code

2.1.1. Overview

There is a general lack of knowledge about the importance, roles and functions of the IG. Data collected from the districts of Kabale, Kiruhura, Kampala, Pallisa and Gulu where the baseline study was conducted indicated that some portions of the general public (23.7%) are ignorant about IG. This is worse in remote areas like Pallisa where only 19.1% have heard about IG compared to urban areas like Kampala where 53.2% know IG's existence.

This gap is further exemplified by limited information about the roles and functions of IG. Majority (40.3%) of people interviewed hardly knew the roles of IG. Related to this is lack of knowledge on how to access IG, many (42.3%) admitted that they do not know the procedures of reporting cases of corruption.

"...IGG is good but we don't know what it does and how it operates. IGG should always come and have meetings with us at Local Council level so that we learn more about it. We are also willing to give information to IGG because we have problems that police has not solved for us...." **Male FGD Participant, Pallisa**

"Are we also allowed to go to IGG's office? Do we have that right or we have to go through someone?" **Female FGD participant, Kabale**

There is a general perception that IG is not performing to the public expectations. Focus Group Discussions conducted in the five regions of the country indicates that the general public is dissatisfied with IG performance. Only a very small number (34%) of the respondents were happy with the institution's performance. Presence of a number of misconceptions among the general public is another worrying obstacle to effective communication. These misconceptions have bred a negative attitude towards the institution and an air of indifference in the general public. As a result, people tend to perceive corruption as part of life.

Some of the identified misconceptions include;

- IG is an institution that arrests people.

- When complaints are forwarded to IGG, she takes very long to respond and take action on the culprits.
- IG is an institution for the rich and those in Kampala.
- IG is corrupt itself.
- IG harasses the poor.
- IG is easily manipulated by the rich.
- IG is inefficient.

“If you are a rich person you are handled properly by IGG unlike the poor people who are just sentenced even when innocent. That’s why many of the people in prison are poor people and are suffering for nothing...” Male FGD participant, Kiruhura

However, not all is lost. There is good will among communities to participate in anti-corruption programmes. There is a general call for increased advocacy for use of local community institutions and structures like local council system in identifying cases of corruption.

“IGG should always come and have meetings with us at LC.1 level so that we know more about it”. LC.1 Counselor, Gulu

“We are also willing to give information to IGG because we have problems that police has not solved for us”. Male FGD Participant, Pallisa

2.1.2. Target Audience

Primary Audience: Heads of Households, both men and women, aged 18 years and above residing in both urban and rural areas.

Secondary Audience: Community Leaders in both formal and informal positions living in rural and urban areas.

2.1.3. Problem Behaviors

Heads of Households:

- Giving inducements and bribes
- Not reporting cases of corruption and abuse of office

Community Leaders:

- Extorting money
- Not reporting cases of corruption and abuse of office

2.1.4. Communication problem

There is inadequate knowledge about IG's mandate, the role, and how to access the institution.

2.1.5. Communication objective:

Increase levels of knowledge about the importance of IG institution and dispel rumours and misconceptions about the institution.

2.1.6. Key promise (House holds):

If you report cases of corruption in your community, you will be seen as a responsible person.

2.1.7. Key promise (Community Leaders):

If you stop extorting money in exchange for a service you will be seen as a trustworthy and pro-people community leader.

2.1.8. Message concepts

- **Mandate of IG:** "To promote good governance through elimination of corruption and removal of administrative injustice in public offices"
- **Mission of the inspectorate of Government:** "To promote good Governance through the removal of corruption, mismanagement and administrative injustice from public Offices"
- **Functions of IG:**
 - To promote and foster strict adherence to the rule of law and principles of natural justice in administration;
 - To eliminate and foster the elimination of corruption, abuse of authority and public office;
 - To promote fair, efficient and good governance in public offices;
 - To enforce the leadership code of conduct;
 - To investigate any act, omission, advice, decision or recommendation by a public officer or any other authority to which section 8(1) of the IG Act applies, taken, made, given or done in exercise of administrative functions;

- To stimulate public awareness about the values of constitutionalism in general and activities of the office in particular, through any media and other means it considers appropriate;
- To inquire into the methods by which law enforcing agents and the state security agencies execute their functions, and the extent to which the practices and procedures employed in the execution of such functions uphold, encourage or interfere with the rule of law in Uganda;
- To investigate the conduct of any public officer which may be connected with or conducive to:
 - (a) The abuse of his/her office or authority;
 - (b) The neglect of his/her official duties; and
 - (c) Economic malpractices by the officer
- To take necessary measures for detection and prevention of corruption in public offices and in particular:
 - (a) To examine the practices and procedures of those officers in order to facilitate the discovery of corrupt practices and to secure the revision of methods of work or procedure which, in the opinion of the inspectorate may be conducive to corrupt practices?
 - (b) To advise those offices on ways and means of preventing corrupt practices and on methods of work or procedures conducive to the effective performance of their duties and which, in the opinion of the IGG, would reduce the incidence of corruption;
 - (c) To disseminate information on the evil and dangerous effects of corruption on society;
 - (d) To enlist and foster public complaints of alleged or suspected corrupt practices and injustices and make recommendations for appropriate action on them; and
 - (e) To perform any other functions that Parliament may prescribe.

• **Powers of IG:**

- Investigate or cause investigations,
- Arrest or cause arrest,
- Prosecute or cause prosecution,
- Powers of access to premises and documents,

- Powers of injunctions or orders whenever necessary, whether during the process of investigations or after completion of the investigations.

“These powers are limited to cases involving corruption or abuse of authority or of public office”.

- **Corruption and its effects**

- Increases poverty and reduces the standard of living
- Poor service delivery
- Imbalance in regional development
- Retards economic development
- Increases the income inequality

- **Forms of corruption**

- Bribery
- Embezzlement/theft/causing financial loss
- Over invoicing
- Favoritism
- Bureaucratic corruption
- Extortion of money

- **How to fight corruption**

- Public awareness programmes
- Policy and systems studies
- Laying traps
- Use of whistle blowers and informers
- Emphasizing strict accountability
- Arrest and prosecution of corrupt officials

- **Accessing IG:** IG is located at **Plot 14, Jubilee Insurance Centre**. You can write to Inspectorate of Government on **P.O Box 1682, Kampala** or call Telephone Number **0414-344219** or send a FAX to **256-414-257590** or check the our website: **www**.

2.1.9. Messages addressing barriers

- IG is not partisan but impartial
- IG actions are based on thorough investigations and facts, not hearsay
- IG staff is human. They don't harass people.

2.1.10. Support messages

- Corruption is a hindrance to the development of the country
- Corruption benefits a few people
- Corruption is a crime
- Corruption is not condoned by our traditional cultures and religions
- Corruption breeds complacency and unfair competition

Approach: (Informing, entertaining, educating, empowering)

Appeal: (Emotional, positive and negative)

2.1.11. Desired action**a) Household:**

Now that I know the dangers of corruption and the importance of IG, I will report all forms of corruption and abuse of office to the institution.

b) Community Leaders:

Now that I know that corruption is a hindrance to the development of our people, I will work with IG in the fight against corruption and abuse of office.

2.1.12. Mobilization approaches and media channels**a) Interpersonal communication**

- Community meetings/ seminars,
- Community drama shows/Role play
- LC meetings,
- School visits,
- Road shows

b) Mass media

- Radio spots, radio drama, discussion programmes,
- Print materials (stickers, posters, and Bill boards)

2.2. Component 2:

Forge partnership with Government Institutions in the fight against corruption and abuse of office, promotion of good governance and enforcement of leadership code.

2.2.1. Overview

The baseline survey for this communication strategy established that there is limited knowledge about the institution of IG and limited appreciation of the IG efforts in the fight against corruption. This is exacerbated by negative attitude about the institution, suspicion and mistrust and an array of misconceptions about the performance and approaches it uses. Some of the misconceptions include;

- IG has closed doors to other Government Institutions
- IG's actions are based on rumours
- IG officials don't know how to communicate
- Its not people friendly
- The IG needs to demystify itself
- IG misuses its powers

Most government officials interviewed complained about limited access to information about IG and how the institution operates. They blamed this on administrative bureaucratic tendencies, which delay or even deny them accessibility to information. They noted that even when the IG disseminates information materials, its frequency is limited.

"They cannot be credible and relevant, when they are not involving key stakeholders"
Key Informant, Kampala.

"When we call them for meetings they don't honour them" **Key Informant, Kampala**

"Don't ask me about IGG's ways of communication, they don't communicate instead you see them coming to investigate you" **Key Informant, Kabale.**

"They don't know how to communicate. They only come and carry files without giving us time to respond to allegations" **Key Informant, Kampala**

"They base themselves on rumours" **Key Informant, Kabale**

“IGG needs to demystify itself” Key Informant, Kampala

“IGG should first clear our names from those who are corrupt....” Key Informant, Kiruhura

Nonetheless, most key informants interviewed noted that Government Departments are better placed to take the leading role in the fight against corruption. They insisted that government departments should identify cases of corruption, report them directly to IG and make follow-ups. Authorities within government departments should dismiss any culprits on evidence followed by prosecution according to a key informant in Kampala.

2.2.2. Target audience

Heads of Departments/Institutions: These include Accounting Officers, Directors, Project Managers, Finance Officers, and Procurement Officers.

Investigating Institutions: These include Auditor General’s Office, DPP, CID, ISO, ESO, and the Judiciary.

2.2.3. Problem behaviors

- Not detecting
- Not preventing corruption,
- Not reporting cases of corruption,
- Not making follow ups on cases of corrupt.

2.2.4. Communication problem:

Inadequate knowledge and appreciation of the institution of IG in the fight against corruption and abuse of office.

2.2.5. Communication objective

- Increase the knowledge about the roles and functions of IG among the top government institution workers
- Increase the proportion of Government Institutional Workers who are participating in anti-corruption programmes

2.2.6. Key promise/benefit

If you detect cases of corruption and report them to IG, you will be regarded as a responsible, trustworthy and patriotic government worker; committed to national development.

2.2.7. Message concepts

(a) Key messages

- Justification for establishing IG
 - Rampant corruption, abuse of authority and public offices
 - Cases of human rights abuse
 - Increasing cases of administrative injustices
 - Non adherence to the rule of law
 - Bad governance
 - lack of knowledge about the values of constitutionalism

- The purpose – roles and functions of IG
 - To promote and foster strict adherence to the rule of law and principles of natural justice in administration;
 - To eliminate and foster the elimination of corruption, abuse of authority and public office;
 - To promote fair, efficient and good governance in public offices;
 - To enforce the leadership code of conduct;
 - To investigate any act, omission, advice, decision or recommendation by a public officer or any other authority to which section 8(1) of the IG Act applies, taken, made, given or done in exercise of administrative functions;
 - To stimulate public awareness about the values of constitutionalism in general and activities of the office, in particular, through any media and other means it considers appropriate;
 - To inquire into the methods by which law enforcing agents and the state security agencies execute their functions, and the extent to which the practices and procedures employed in the execution of such functions uphold, encourage or interfere with the rule of law in Uganda;
 - To investigate the conduct of any public officer which may be connected with or conducive to:
 - (a) The abuse of his/her office or authority;
 - (b) The neglect of his/her official duties; and
 - (c) Economic malpractices by the officer.
 - To take necessary measures for detection and prevention of corruption in public offices and in particular:

- (a) To examine the practices and procedures of those officers in order to facilitate the discovery of corrupt practices and to secure the revision of methods of work or procedure which, in the opinion of the inspectorate, may be conducive for corruption,
 - (b) To advise those offices on ways and means of preventing corrupt practices and on methods of work or procedures conducive to the effective performance of their duties and which, in the opinion of the IG, would reduce the incidence of corruption;
 - (c) To disseminate information on the evil and dangerous effects of corruption on society;
 - (d) To enlist and foster public complaints of alleged or suspected corrupt practices and injustices and make recommendations for appropriate action on them; and
 - (e) To perform any other functions that Parliament may prescribe.
- The concept of corruption and its manifestations
 - (i) Corruption and its effects**
 - Increases poverty and reduces the standard of living
 - Poor service delivery
 - Imbalance in regional development
 - Retards economic development
 - Increases the income inequality
 - (ii) Forms of corruption**
 - Bribery
 - Embezzlement/theft/causing financial loss
 - Over invoicing
 - Favoritism
 - Bureaucratic corruption
 - Extortion of money
 - (iii) How to fight corruption**
 - Public awareness programmes
 - Policy and systems studies
 - Laying traps

- Use of whistle blowers and informers
- Emphasizing strict accountability
- Arrest and prosecution of corrupt officials

- Challenges in fighting corruption
 - Limited financial support
 - Political interference
 - Limited knowledge about corruption and administrative injustice

- Building partnerships in the fight against corruption

Partnerships of IG:

Directorate of Ethics and Integrity: Responsible for policy formulation and popularizing it and coordinating anti-corruption efforts.

Office of the Auditor General: Audits Government Institutions and makes recommendations on identified cases.

Police: Investigates cases of corruption and abuse of office and arrests those indicted.

Director of Public Prosecutions: Prosecutes those public officials found to be corrupt.

Judiciary: Prosecutes officials who are found to be corrupt.

Public Service Inspection Unit: Investigates Civil Servants on abuse of office and administrative injustice.

MoLG – Inspection Division: Investigates Cases of Corruption in Local Governments.

Public Procurement & Disposal: Investigates cases of corruption of Public Assets Authority in public procurement and blacklists firms involved.

Uganda Revenue Authority: Investigate corruption in tax collections and management.

Ministry of Finance, Planning and Economic Development: regulate expenditure of public and Economic Development funds through periodic monitoring of funds released to government institutions.

Ministry of Public Service: Ensure that Public Servants adhere to Code of Conduct.

- Methods and procedures of investigating cases of corruption
- Channels of reporting cases of corruption
 - Use of a toll free phone
 - Visit any IG Office (Regional or Headquarters)
 -

(b) Messages addressing barriers

- IG actions are based on thorough investigations and facts
- IG officials are required to treat people courteously
- IG operates within its powers as provided in the Constitution of Uganda, 1995 and IG Act, 2002

(c) Support messages

- Corruption deters national development.
- Corruption breeds inequality.
- Fighting corruption is every ones responsibility.
- Participating in anti - corruption programs will make you popular.
- The Ombudsman is a worldwide institution.
- Investigators can make mistakes. They need to be guided.

2.2.8. Desired action

Now that I know that corruption deters national development, I will report cases of corruption in my institution to the IG for further investigation and prosecution and make follow-ups on the progress of those cases.

2.2.9. Mobilization approaches and media channels

a) Interpersonal communication

- Orientation workshops
- Periodic reviews
- Launches

b) Print Media

- Magazine
- Newsletter
- Pamphlet
- Newspaper Supplements
- Newspaper inserts
- News Articles
- Reports

c) Electronic Media

- TV Talk Show,
- Radio Discussion Programmes

Approach (Informing, educating, empowering)

Packaging (directing, rational)

2.3. Component 3:

Strengthening partnership with the media and private sector in the fight against corruption and abuse of office, promotion of good governance and enforcement of leadership code

2.3.1. Overview

The survey established that the private sector is willing to work with the IG. They can assist the IG by exposing corrupt officials especially in procurement and disposing off public assets and services. However, the private sector is not adequately equipped with correct knowledge about the IG and the concept of corruption.

“We have information which IGG needs but we do not have means and capacity to reach the institution” Key informant, Kampala

The survey established that those in private sector do not even know the roles of IGG. They perceive IG as an institution that only arrests corrupt people. This knowledge gap is also responsible for the negative attitude towards the IG and presence of a number of misconceptions about the institution among members of private institutions/firms.

“I think IG is influenced or restricted by government officials to respond to our complaints” Key Informant, Businessman – Kampala

“IG fears to implicate big people” Key Informant, Kampala

Those in private sector think they are best suited to work with the IG institution since government institutions depend on the sector for supplies. They pointed out that the best means of mobilizing them is through regional and district seminars.

The findings established that almost key stakeholders recognize media as a key stakeholder in the fight against corruption. Media houses have to some extent helped in the fight against corruption by exposing corrupt officials and disseminating the findings of IG investigations. However, media practitioners agree that they are not adequately equipped with information about IG and the

concept of corruption. They requested for programmes aimed at sensitizing the media on strategies put in place to fight corruption and updates on pending cases.

“There should be seminars between IG officials and various stakeholders responsible for fighting corruption, the media inclusive” **Key Informant, Kampala**

“The Media can reach even where local councilors cannot go” **Key Informant, Gulu**

The media feels that the IG lacks the capacity to disseminate information to the general public. They think IG’s PR office is not active enough and some media houses are left out.

2.3.2. Target audience

- a) **Private sector:** These include suppliers of goods and services to government institutions, investors, and work permit seekers.
- b) **The Media:** These include reporters, editors, programme producers and managers in both electronic and print media.

2.3.3. Problem behaviors

(a) Private sector:

- Not exposing corrupt officials,
- offering inducements and bribes
- not seeking information about IG and concept of corruption

(b) The Media

- Not adequately reporting cases of corruption,
- misrepresenting and selling out information, and not seeking correct information from IG

2.3.4. Communication problem

- Inadequate knowledge about IG and lack of individual and institutional commitment to fight corruption.

2.3.5. Communication objective

- Increase proportion of private institutions and media houses with correct knowledge about IG and the concept of corruption.

- Increase the proportion of private institutions and media houses who report cases of corruption and abuse of office.
- Increase the proportion of media houses running programs about IG and the concept of corruption.

2.3.6. Key Promise

Key promise (Private Sector): If you report cases of corruption, you will be perceived as a development oriented and responsible person committed to your people.

Key promise (Media): If you expose cases of corruption, you will be perceived as a development oriented and responsible journalist who is committed to his/her people.

2.3.7. Message concepts

(a) Key messages

- **Mandate of IG:** “To promote good governance through elimination of corruption and removal of administrative injustice in public offices”
- Why IG was established (Purpose – roles and functions)
 - To promote and foster strict adherence to the rule of law and principles of natural justice in administration;
 - To eliminate and foster the elimination of corruption, abuse of authority and public office;
 - To promote fair, efficient and good governance in public offices;
 - To enforce the leadership code of conduct;
 - To investigate any act, omission, advice, decision or recommendation by a public officer or any other authority to which section 8(1) of the IG Act applies, taken, made, given or done in exercise of administrative functions;
 - To stimulate public awareness about the values of constitutionalism in general and activities of the office, in particular, through any media and other means it considers appropriate;
 - To inquire into the methods by which law enforcing agents and the state security agencies execute their functions, and the extent to which the practices and procedures employed in the execution of such functions uphold, encourage or interfere with the rule of law in Uganda;

- To investigate the conduct of any public officer which may be connected with or conducive to:
 - (a) The abuse of his/her office or authority;
 - (b) The neglect of his/her official duties; and
 - (c) Economic malpractices by the officer.
- To take necessary measures for detection and prevention of corruption in public offices and in particular:
 - (a) To examine the practices and procedures of those officers in order to facilitate the discovery of corrupt practices and to secure the revision of methods of work or procedure this, in the opinion of the inspectorate may be conducive to corrupt practices;
 - (b) To advise those offices on ways and means of preventing corrupt practices and on methods of work or procedures conducive to the effective performance of their duties and which, in the opinion of the IG, would reduce the incidence of corruption;
 - (c) To disseminate information on the evil and dangerous effects of corruption on society;
 - (d) To enlist and foster public complaints of alleged or suspected corrupt practices and injustices and make recommendations for appropriate action on them; and
 - (e) To perform any other functions that parliament may prescribe.
- The concept of corruption and its manifestations

(i) Corruption and its effects

- Increases poverty and reduces the standard of living
- Poor service delivery
- Imbalance in regional development
- Retards economic development
- Increases the income inequality

(ii) Forms of corruption

- Bribery
- Embezzlement/theft/causing financial loss
- Over invoicing
- Favoritism
- Bureaucratic corruption
- Extortion of money

- Approaches to fighting corruption
 - Public awareness programmes
 - Policy and systems studies
 - Laying traps
 - Use of whistle blowers and informers
 - Emphasizing strict accountability
 - Arrest and prosecution of corrupt officials
- Challenges in fighting corruption
 - Limited financial support
 - Political interference
 - Limited knowledge about corruption and administrative injustice
- How to build partnership in the fight against corruption

Partners in the fight against corruption and administrative injustice:

Directorate of Ethics and Integrity: Responsible for policy formulation and popularizing it and coordinating anti-corruption efforts.

Office of the Auditor General: Audits Government Institutions and makes recommendations on identified cases.

Police: Investigates cases of corruption and abuse of office and arrests those indicted.

Director of Public Prosecutions: Prosecutes those public officials found to be corrupt.

Judiciary: Prosecutes officials who are found to be corrupt.

Public Service Inspection Unit: Investigates Civil Servants on abuse of office and administrative injustice.

MoLG – Inspection Division: Investigates Cases of Corruption in Local Governments.

Public Procurement & Disposal of Public Assets: Investigates cases of corruption of Public Assets Authority in public procurement and blacklists firms involved.

Uganda Revenue Authority: Investigate corruption in tax collections and management.

Ministry of Finance, Planning and Economic Development: regulate expenditure of public and Economic Development funds through periodic monitoring of funds released to government institutions.

Ministry of Public Service: Ensure that Public Servants adhere to Code of Conduct.

How to involving a new partner

- Prioritize your target list.
- Research your top targets.
- Determine what you want.
- Develop your presentation.
- Make contact, introduce yourself and your organisation
- Make your visit, keep the meeting upbeat and friendly, but get the point, explore those issues that seem to interest/excite them and ask for his or her support in a specific area. At the end of the meeting, make clear what next steps you will take to follow up on any concerns, ideas or areas of interest.
- Make follow-up visits.
- Use other ways to reinforce your visit.
- Identify a “first step” activity.
- Be generous in your thanks, and ask for further involvement.
- Methods of investigation and procedures of reporting cases of corruption
- Channels of reporting cases of corruption
 - Use of a toll free phone
 - Visit any IG Office (Regional or Headquarters)

(b) Messages addressing barriers

- IG has powers to investigate any one irrespective of his status.
- IG is non partisan and therefore, not answerable to any politician

(c) Support messages

- Corruption deters national development.
- Corruption breeds inequality.
- Fighting is every ones responsibility.
- Participating in corruption will make you popular.
- The Ombudsman is a worldwide institution.
- Investigators can make mistakes. They need to be guided.

2.3.8. Desired Action

Private sector

- Now that I know that corruption is a crime and retards our country's development, I will not give inducements and bribes to government officials in exchange for favours, instead, I will report all forms of corruption and abuse of office.

Media

- Now that I know that corruption is a crime and retards our country's development, I will report all forms of corruption and sensitize the general public about IG and the concept of corruption using my media house

2.3.9. Mobilization approaches and media channels

a) Interpersonal communication

- Dialogue,
- Regular update
- Press conferences,
- Study tours,
- Launches/exhibitions
- Launches

b) Mass media

- Factsheets,
- Press kits
- Media advisories
- Media contests
- Radio/TV Talk show
- Newspaper inserts

Approach (Informing, educating, persuading, empowering)

Appeal (Positive and negative, rational)

3.0. Implementation arrangement

3.1. Action planning

Implementing the communication and public relations strategy for the IG Institution needs to take place at all levels. Implementing partners will need to develop an integrated action plan that will provide a framework for coordinating implementation of the strategy.

Developing an integrated action plan will be the joint responsibility of the IG institution. A stakeholders IEC task force or Sub-committee on fighting corruption will be identified to provide guidance and direction, and to, actively, participate in the development and implementation of the Action Plan.

Advocacy with policy makers, decision-makers and opinion leaders at national and district levels need to focus on mobilizing adequate resources to enhance awareness campaigns in both rural and urban areas about corruption and its manifestations and ensuring that the set policies are adhered to and widely disseminated to the duty bearers at all levels.

Activities for advocacy should include negotiation, lobbying, joint planning and review processes, special events, public debates, seminars, and printed information on key issues. Advocacy objectives are to generate political will and active support, to initiate policy changes, and to achieve increases in resource allocations for the programmes aimed at fighting corruption.

Social mobilization needs to be initiated with implementing partners at all levels to create ownership necessary to stimulate stakeholder involvement and participation in anti-corruption programs.

At national level, social mobilization initiatives need to involve the Government Institutions, NGOs, development partners, political leaders, cultural and religious leaders, NGOs and the media.

At District and Community Levels, social mobilization needs to involve political leaders, religious leaders, technical departments, District and Lower Level Authorities, Local Councils, Local NGOs, CBOs and the local media.

Activities for social mobilization should include orientation programmes, joint planning processes, meetings, public events and workshops. These programmes will be supported by print materials with tailor-made messages on IG and the concept of corruption.

The objective of social mobilization at National and District Leadership Levels is to generate strong commitment and active advocacy on the part of leaders to promote anti-corruption programs through multi-sectoral approaches. At community level, social mobilization should result in active community participation, community ownership and lead to increased knowledge about IG and the concept of corruption as well as cases of corruption reported to the institution.

Behavioral change communication will focus on increasing knowledge about IG institution, the concept of corruption including; forms of corruption, causes of corruption, effects of corruption on the country, ways of fighting corruption and increased appreciation of the IG efforts in the fight against corruption.

At household level, communication initiatives need to target heads of households, their spouses and community leaders. Activities should focus on behavioral change and dissemination of messages and materials using participatory processes that promote ownership. Expected outcomes at household level will include increased knowledge about IG and the concept of corruption, changes of attitudes, practices and increased participation in exposure of corrupt officials and reporting cases of corruption in particular.

3.2. Roles and responsibilities of key partners

I. National Level

Partners and stakeholders	Roles
a) Government Departments	• Disseminate information about IG and the concept of corruption. • Promote anti-corruption programs. • Monitor implementation of anti-corruption programs. • Report cases of corruption • Expose corrupt officials • Follow-up cases of corruption. • Mobilize resources.

b) Civil Society Organizations	• Disseminate information about IG and the concept of corruption. • Promote anti-corruption programs. • Monitor implementation of anti-corruption programs. • Follow-up cases of corruption. • Mobilize resources.
c) Donors	• Popularize IG among Development Partners • Promote anti-corruption programs • Monitor implementation of anti-corruption programs • Follow-up cases of corruption • Mobilize resources
d) Media	• Disseminate information about IG and the concept of corruption. • Promote anti-corruption programs. • Report cases of corruption. • Expose corrupt officials. • Monitor the implementation of anti-corruption programs.
e) Private Institutions	• Promote anti-corruption programs • Report cases of corruption • Expose corrupt officials • Monitor the implementation of anti-corruption programs

II. District level

Partners and stakeholders	Roles
a) District Councils	• Disseminate information about IG and the concept of corruption. • Promote anti-corruption programs. • Monitor implementation of anti-corruption programs. • Report cases of corruption • Expose corrupt officials • Follow-up cases of corruption.
b) Technical Departments	• Disseminate information about IG and the concept of corruption. • Promote anti-corruption programs. • Monitor implementation of anti-corruption programs. • Report cases of corruption • Expose corrupt officials

	Follow-up cases of corruption.
c) The private firms	- Promote anti-corruption programs. - Report cases of corruption. - Expose corrupt officials. - Follow-up cases of corruption.
d) Civil Society Organizations	- Disseminate information about IG and the concept of corruption. - Promote anti-corruption programs. - Monitor implementation of anti-corruption programs. - Follow-up cases of corruption. - Mobilize resources.
e) Media	- Disseminate information about IG and the concept of corruption. - Promote anti-corruption programs. - Report cases of corruption. - Expose corrupt officials. - Monitor the implementation of anti-corruption programs.

III. Sub county level

Sub-county Council	- Disseminate information about IG and the concept of corruption. - Promote anti-corruption programs. - Monitor implementation of anti-corruption programs. - Report cases of corruption - Expose corrupt officials - Follow-up cases of corruption.
Extension Workers	- Disseminate information about IG and the concept of corruption. - Promote anti-corruption programs. - Monitor implementation of anti-corruption programs. - Report cases of corruption. - Expose corrupt officials. - Follow-up cases of corruption.

CBOs, and NGOs	• Disseminate information about IG and the concept of corruption. • Promote anti-corruption programs. • Monitor implementation of anti-corruption programs. • Follow-up cases of corruption.
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IV. Community level

a) Community Leaders (Local Councils, Chiefs, Opinion Leaders, Religious/Cultural Leaders)	• Disseminate information about IG and the concept of corruption. • Promote anti-corruption programs. • Monitor implementation of anti-corruption programs. • Follow-up cases of corruption.
b) CBOs, Community Institutions, Corps	• Disseminate information about IG and the concept of corruption. • Promote anti-corruption programs. • Monitor implementation of anti-corruption programs. • Follow-up cases of corruption.

V. Household level

Household Heads	• Report cases of corruption • Expose corrupt officials • Participate in anti-corruption programs
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3.3. Coordination

Implementation of communication activities for IG institution will require new arrangements for coordination and collaboration among participating institutions and partners. Effective coordination and collaboration will facilitate the best use of available resources by minimizing duplication of efforts, aligning quality control standards, and ensuring that the efforts of all stakeholders are harmonized towards achievement of common goals and objectives for elimination of corruption.

Coordinating implementation of the communication and PR strategy for IG institution will be the joint responsibility of the Directorate of Education and Prevention of Corruption and IEC taskforce.

3.4. Supervision and monitoring

IG's Directorate of Education and Prevention of Corruption together with IEC task force composed of representatives of IG's key partners will be responsible

for supervision and monitoring of the campaign. To ensure effective monitoring and evaluation, reference will be made to the framework attached to this document.

IG should formulate and support operations research in collaboration with other key partners to systematically capture lessons learnt in order to establish best practices for communication at all levels.

3.5. Evaluation

The evaluation of IG's external communication will look at both process and impact of the communication interventions highlighted in this strategy document at the end of the 2- year. Process evaluation will keep track of the deliverables or outputs of the strategy while impact evaluation will focus on the outcomes of the various interventions. The baseline survey and other available program data will serve as the primary assessment tools.

3.6. Matrix for the IG External Communication

COMMUNICATION ISSUE	TARGET AUDIENCE	COMMUNICATION OBJECTIVE	MESSAGE CONCEPT	CHANNELS
Inadequate knowledge about the IG mandate, role and how to access the institution.	Men	Increase levels of knowledge about the importance and functions of IG and enlist public support in the fight against corruption	Key messages • Purpose of IG institution • Roles and functions of IG • Corruption and its effects • Forms of corruption • How to fight corruption • How to work with IG to fight corruption • Accessing IG Messages addressing barriers • IG is not partisan but impartial • IG actions are based on research and facts, not hearsay • IG staff is human. They don't harass people Support messages • Corruption is a hindrance to the development of the country • Corruption benefits a few people • Corruption is a crime • Corruption is not condoned by our traditional cultures and religions	Interpersonal communication • Community sensitization meetings/seminars • Community drama shows • Rallies in communities • School visits • Road shows Mass media • Radio (Radio spots, radio drama, talk shows, radio feature), • TV (talk shows, documentaries), • Newspapers (adverts, column, inserts, supplements, News articles and features) • Print materials (leaflets, stickers, barriers)

COMMUNICATION ISSUE	TARGET AUDIENCE	COMMUNICATION OBJECTIVE	MESSAGE CONCEPT	CHANNELS
			Corruption breeds complacency and unfair competition	
Limited knowledge about the importance of IG, its mandate, functions and the concept of corruption. Limited participation in community mobilization activities Extort bribes in return of a service	Community Leaders - LCs - Opinion leaders - Religious leaders - Cultural leaders - Heads of CBOs	- Increase levels of knowledge about the importance of IG institution, IG mandate, functions and the concept of corruption - Increase the proportion of community leaders participating in mobilization activities - Reduce the number of community leaders extorting bribes in return for a service	Key messages - Purpose of IG institution - Roles and functions of IG - Corruption and its effects - Forms of corruption - How to fight corruption - How to work with IG to fight corruption - Accessing IG Messages addressing barriers - IG is not partisan but impartial - IG actions are based on research and facts, not hearsay - IG staff is human. They don't harass people Support messages - Corruption is a hindrance to the development of the country - Corruption benefits a few people - Corruption is a crime - Corruption is not condoned by our traditional cultures and religions	- Community meetings - Rallies - Seminars/workshops - Print materials - Radio Messages

COMMUNICATION ISSUE	TARGET AUDIENCE	COMMUNICATION OBJECTIVE	MESSAGE CONCEPT	CHANNELS
			Corruption breeds complacency and unfair competition	
Inadequate knowledge about the IG mandate, functions, powers and the concept of corruption	Women, women leaders, women activists	Increase levels of knowledge about importance of IG institution, the concept of corruption and dispel rumours and misconceptions about the institution	Key messages - Purpose of IG institution - Roles and functions of IG - Corruption and its effects - Forms of corruption - How to fight corruption - How to work with IG to fight corruption - Accessing IG Messages addressing barriers - IG is not partisan but impartial - IG actions are based on research and facts, not hearsay - IG staff is human. They don't harass people Support messages - Corruption is a hindrance to the development of the country - Corruption benefits a few people - Corruption is a crime - Corruption is not condoned by our traditional cultures and religions	- Women meetings - Women clubs - Places of worship - Community theatre - Saloons - Credit schemes - Women magazines - Radio talk shows - Newspapers articles

COMMUNICATION ISSUE	TARGET AUDIENCE	COMMUNICATION OBJECTIVE	MESSAGE CONCEPT	CHANNELS
			Corruption breeds complacency and unfair competition	
Inadequate knowledge about the IG mandate, functions, powers and the concept of corruption	Youth (in and out of schools)	Increase levels of knowledge about importance of IG institution and the concept of corruption	- Mandate of IG - Functions of IG - Powers of IG - Effects of corruption - Code of conduct - Administrative injustices	- Youth conferences - School visits/tours - Anti-corruption clubs - Essay competitions - Debate competitions - Painting competitions - Road shows/rallies - Film shows - Drama - Internet - School curriculum - Youth clubs/meetings - Sports and games - Cinema halls - Disco clubs - School assemblies - Community folk

COMMUNICATION ISSUE	TARGET AUDIENCE	COMMUNICATION OBJECTIVE	MESSAGE CONCEPT	CHANNELS
2. Inadequate knowledge and appreciation of the institution of IG in the fight against corruption	Heads of Departments /Institutions: Accounting Officers, Directors, Project Managers, Finance Officers, and Procurement Officers. Investigating Institutions: Auditor General's Office, DPP, CID, ISO, ESO, and the Judiciary.	(a) Increase the knowledge about the roles and functions of IG among the top government institution workers (b) Increase the proportion of Government Institutional Workers who are participating in anti-corruption programs	(a) Key messages ● Why IG was established ● The purpose – roles and functions ● The concept of corruption and its manifestations ● Approaches to fighting corruption ● Challenges in fighting corruption ● How to build partnership in the fight against corruption ● Methods of investigation and procedures of handling cases of corruption ● Channels of reporting cases of corruption (b) Messages addressing barriers ● IG actions are based on thorough investigations and facts ● IG officials are required to treat people courteously ● IGG operates within its powers as provided in the Constitution of Uganda, 1995 and IGG Act, 2002 (c) Support messages ● Corruption deters national development. ● Corruption breeds inequality. ● Fighting is every ones responsibility. ● Participating in corruption will make you popular. ● The Ombudsman is a worldwide institution. ● Investigators can make mistakes. They need to be guided.	Interpersonal communication: Seminars/conferences, Meetings, Study tours, Launches, Exhibitions Print Media Leaflet/Brochure, Booklets, Poster s, Newspaper Supplements, Newspaper inserts, News Articles Electronic Media Radio Discussion Programmes, Radio feature programmes, TV Discussion programmes, TV documentary

COMMUNICATION ISSUE	TARGET AUDIENCE	COMMUNICATION OBJECTIVE	MESSAGE CONCEPT	CHANNELS
3. Inadequate knowledge about IG and lack of individual and institutional commitment to fight corruption.	Private sector Suppliers of goods and services to government institutions and investors.	Increase proportion of private institutions with correct knowledge about IG and the concept of corruption. Increase the proportion of private institutions who seek correct information about IG and the concept of corruption. Increase the proportion of media houses who report cases of corruption.	(A) Key messages • Why IG was established • The purpose – roles and functions • The concept of corruption and its manifestations • Approaches to fighting corruption • Challenges in fighting corruption • How to build partnership in the fight against corruption • Methods of investigation and procedures of corruption • Channels of reporting cases of corruption (b) Messages addressing barriers • IG has powers to investigate any one irrespective of his status. • IG is non partisan and therefore, not answerable to any politician (c) Support messages • Corruption deters national development. • Corruption breeds inequality. • Fighting corruption is every one's responsibility. • Participating in the fight against corruption will make you popular. • The Ombudsman is a worldwide institution. • Investigators can make mistakes. They	Interpersonal communication • Conferences, • Seminars, • Workshops, • Study tours, • Press conferences, Meetings, • Launches, • Exhibitions Mass media • News articles, • Features, • Supplements, • Inserts, • Reports, • Documentaries, • Radio and TV discussion programmes, • Radio and TV talk-shows

COMMUNICATION ISSUE	TARGET AUDIENCE	COMMUNICATION OBJECTIVE	MESSAGE CONCEPT	CHANNELS
			need to be guided.	
4. Limited coverage of IG activities and negative publicity by media houses	The Media These include reporters, editors, programme producers and managers in both electronic and print media.	Increase proportion of media houses with correct knowledge about IG and the concept of corruption. Increase the proportion of media houses who seek correct information about IG and the concept of corruption. Increase the proportion of media houses who report cases of corruption. Increase the proportion of media houses running programs about IG and the concept of corruption.	A) Key messages - Why IG was established - The purpose – roles and functions - The concept of corruption and its manifestations - Approaches to fighting corruption - Challenges in fighting corruption - How to build partnership in the fight against corruption (b) Messages addressing barriers - IG has powers to investigate and cause arrest of any one irrespective of his status. - IG is non-partisan and therefore, not answerable to any politician. - IG has competent personnel (c) Support messages - Corruption deters national development. - Corruption breeds inequality. - Fighting corruption is every ones' responsibility. - Participating in the fight against corruption will make you popular. - The Ombudsman is a worldwide institution.	- Media tours - Media Managers/editors Luncheons - Media briefings - Press conferences - Media dialogues - Press releases - Media Kits - Follow-up meetings News coverage and placement - Newsletters

4.0. INTERNAL COMMUNICATION

4.1. Introduction

Communication of information has been described as the lifeblood of an organization. This is because without it, an organization cannot function. Communication is the process by which managers, at all levels, accomplish their various functions. Once plans have been made, they must be communicated to others to implement. To enable us know what is going on in the organization information must be communicated.

All levels of management need information on which to base decisions, to plan, to organize, to implement and to control. People gather information directly by observing and experiencing events but as organizations become larger and more complex, it becomes impossible for management, particularly in the middle and higher levels, to observe or experience all operations. In some forms of decentralized organization management like Inspectorate of Government (IG), some members of staff, virtually never see the actual events and have to rely almost entirely on information provided through formal and informal channels.

4.2. Current Situation

A staff survey was undertaken in 2007 as part of the strategy development process, where a number of interviews and consultative meetings were held to identify the problems surrounding communication within the IG Institution. The survey noted that the IG has, gradually introduced and is committed to; fully implement a Management Information System (MIS) in order to strengthen the internal communication. Various communication channels/tools have been in place. These include:

- Telephone,
- Fax,
- LAN (though limited to Headquarters),
- Internet,
- Case Management System – ASK SAM,
- Reports,
- Manuals,
- Meetings

Majority of the staff members, however, noted that internal communication within Inspectorate of Government was an issue, which needed further improvement.

Clearly, the major area of improvement needed to be in “face to face” or what scholars call interpersonal communication at all levels of the institution.

The following communication issues highlighted in the survey report form the basis of the goal and key principles on which IG’s internal communication is based:

Limited knowledge: Data collected from the IG staff indicates that a significant number of the institution’s human resource is ignorant about its vision, mission, mandate and powers. This is attributed to lack of comprehensive orientation and regular sensitization updates.

Misinformation and rumours (grapevine): There are cases of misinformation especially from informal sources otherwise called grapevine. This emanates from lack of correct information about internal issues that affect the IG staff and the institution itself, lack of guidance on effective communication and inefficient information management systems.

Withholding important information: Withholding information were noted especially at lower levels. This is based of suspicion, mistrust among the members of IG staff and sheer fear of loosing a job.

Lack of information/guidelines to ease the work of IG staff: A significant number of staff members reported lack of information to guide daily work. Even the few available documents are not updated regularly. This was blamed on limited appreciation of the importance of having a vibrant and up-to-date resource centre/library and poor prioritization. Revamping of the library/resource centre was recommended as a remedy to this communication issue.

Negative attitude towards the institution: Negative attitude is a fatal barrier to effective communication. Whereas positive attitude towards work is high among the IG staff, majority of the IG staff think staff members have a negative attitude towards the institution.

Delays in information dissemination: There are reports of delays in information delivery and loss of important information. Communication that does not reach the receiver is no communication at all. Breakdown in communication and delays in delivery of information can create a management crisis in the institution. This delay and loss of information is attributed to defective delivery systems. Faster and secure means of communication such as electronic mailing, faxing, LAN, and intranet were recommended as a remedy to this problem. However, these should be complemented with follow-ups to ensure safe and timely flow of information.

4.4. Goal

To maintain a strong to-way flow of information within Inspectorate of Government that supports and encourages teamwork, trust and loyalty, leading to a transformed service that achieves excellence by exceeding stakeholders' expectations.

4.5. Key principles

The communication goal mentioned above will be achieved by adopting the following key principles:

Informing:

- The IG members of staff are the ambassadors of the institution and are often the first source of information for the external environment. All IG staff should, therefore fully informed about events that affect the institution and the impact they will have upon the institution, its partners and stakeholders, the policy decisions being taken and reasons behind them.
- Information should be shared and made available in support of corporate excellence.
- All communication – spoken, written or electronic, should be easily understood, clear, timely and up-to-date.

Listening:

- Good, honest and open two-way communication is essential to the institution's future success. This begins with listening to colleagues and understanding the Institution as they see it.

Involving/Engaging:

- Consultation will take place both formally and informally about the development of policies, procedures and practices. Where staff do not have

access to certain communication facilities the Directors are expected to establish other ways of ensuring that full and smooth communication occurs.

- It is recognized that every staff has a contribution to make to the way the institution operates and in helping to change the bad picture. All staff will be involved in propelling the institution forward.

Enabling:

- Assistance will be provided to staff members where there is a need to acquire the appropriate communication skills to be effective communicators.
- Whilst the IG members of staff need to make the most of the different forms of internal communication in order to achieve the best results, the underlying aim is to improve face-to-face communication. This was a priority area, clearly, expressed during consultation with the various members of staff who participated in the staff survey. Improvements in this area will therefore be the main focus of IG's internal communication.

4.6. Methods of improving IG internal communication

Regular Staff Briefings:

- It is important that all members of staff are informed about developments within the institution and meeting regularly gives people the opportunity to ask questions or bring up any issues that may arise. It also reinforces group motivation and helps make managers better communicators.
- In order to be successful, briefings will be at a set time, day and place so every staff member has them in their diary and they become routine.

Staff forums/consultative groups:

- Membership will be drawn from across the institution and from various levels.
- Meetings will be held regularly (at least quarterly) and will be an additional vehicle for staff to raise issues of general interest and retrieve feedback on the overall perception of communication processes.

Communicators' Champion:

- A champion will be appointed from the Senior Management Team to facilitate the communication process within the institution.

Performance Development Reviews (PDRs):

- PDRs will provide an opportunity for employees to have an in-depth one-to-one discussion with their immediate supervisors/managers to enable them air any concerns or make suggestions. However, staff must be aware that they do

not have to wait until their PDR session for this sort of conversation to take place.

Annual General Meeting

- All staff will be offered an opportunity to attend an Annual General Meeting with senior managers, where they can ask questions and give contribution on a wide range of issues affecting the institution.

Management Development Training

- In the main, managers will take a front-line role in promoting internal communications and need to understand its importance. They will more often than not be responsible for leading team meetings and will be a point of contact for numerous members of staff. Therefore, being a good communicator is an essential part of being a good manager. Managers should own communication and constantly strive to improve it.
- Staff needs to understand clearly the context, the corporate strategies and changing environment in which they work. Getting this message across requires good communication skills.
- It is important to establish a comprehensive management development programme, which will include guidelines and information for managers on their role in internal communications and to provide them, where necessary, with the appropriate skills.

Email:

- Email has made sharing information much simpler but there is a risk of clogging up inboxes with too much irrelevant information. In addition, it can be one-way and should not be a substitute for face-to-face communication.

Newsletter/E-zine:

- An internal Newsletter will be produced, providing a regular update on activities and development within the institution.
- An editorial board will be established to encourage involvement from all levels in the institution.

Suggestion scheme:

- A staff suggestion scheme, either electronic or manual will provide a way for staff to bring new ideas to the table as and when they arise.
- Staff members often have the best ideas for efficiency, innovation and cutting bureaucracy and this would provide them with a way to offer their views.

Intranet:

- An intranet allows staff to access and share a wide variety of information as and when they need or want it. It is a fast, interactive and cost effective way of distributing information and messages to large numbers of people.

Hot Gossip:

- As noted during the staff survey, big organisations like the IG cannot get rid of gossip (grape vine) and quite a number believe the information from such informal sources. An area on the intranet will be created whereby people can post questions, comments and rumours. Non-electronic version of Hot Gossip will also be created for those who do not have access to team mail. Answers will be posted to this Electronic Bulletin Board for all to see.

Celebrating Success:

- Everyone wants to feel recognized and valued for the work they do
- Achievements will be celebrated through either congratulatory letters, or reference in internal newsletter.

4.6. Responsibilities for IG internal communication

Good internal communication is not difficult to achieve. However, for it to succeed, once an effective system is in place, it is essential that each individual member of the institution, from senior management to front line staff, is committed to improving and maintaining it. Without this commitment it will not work. However, there needs to be clear lines of responsibility in the process to ensure that the key principles are maintained.

The Management Team (MT)

The Directors will be responsible for driving the IG internal communication by actively and demonstrably applying its principles to all aspects of their work.

Management Team will communicate its decisions and the strategic thinking behind them, clearly and quickly to the Heads of Service in order that the cascade of essential information to staff at all levels (as appropriate) can take place in an accurate and timely manner.

Management Team will also ensure that 'communications ability' is included as a key competency in the annual Personal Development Review of all Heads of Service.

Heads of service

All Heads of Service will be responsible for ensuring the successful implementation of the component of Internal Communication within their areas of responsibility. They will also:

- Ensure staff members are fully aware of the component of internal communications and are acting upon it
- Establish channels of communication in accordance with the communications strategy to enable staff to express their views and opinions on internal policies, procedures and practices. Where staff members do not have access to IT, Heads are expected to establish other ways of ensuring that full and smooth communication occurs.
- Provide regular feedback to their Director through the Directorate Management Team meetings, thereby creating an upward flow of information.
- Advise and recommend on the future planning for communication issues.
- Where relevant, make 'communication ability' a key competency in staff PDRs

Staff

All IG members of staff will be expected to assist in improving and developing this component of the strategy by:

- Committing to be involved in the communication process.
- Expressing their views and concerns through the appropriate channel.
- Providing feedback by participating in the appropriate focus groups, events etc.

An effective internal communication will play a vital role in the future of the IG institution as a provider of excellent service to the nation. Staff loyalty and commitment are key to building and maintaining a good reputation, therefore engaging people and gaining their trust is of paramount importance. A properly resourced framework needs to be put in place, incorporating key elements of; team briefs, intranet, management commitment and development and a staff newsletter. Good internal communication will incorporate a variety of methods, and will be owned by and involve everyone in the institution. Effective management relies on good communication and establishing a comprehensive management development programme is essential first step on the road to improving internal communications. Lastly, good internal communication should be as much about listening to people as passing on information.

Therefore, monitoring, evaluation and making changes accordingly will be an integral part of Inspectorate of Government internal communications.

4.9. Matrix for Internal communication

Communication issue	Cause	Information required	Channels/means	Key actors
Limited knowledge about the vision, mission and mandate, powers, of IG	Lack of comprehensive orientation and regular sensitization updates	- The IG Vision, - The IG Mission, - The mandate of IG, - Powers of IG.	- Internal seminars/workshops - Manuals - Booklets - Internet/intranet - Staff Newsletter - Departmental Meetings - Annual General Meetings - Meetings at all levels	- The Top Management in all Directorates - Communication & Public Relations Unit
Misinformation and rumours (grapevine)	- Lack of correct information about internal issues - Lack of guidance on effective communication - Inadequate use of formal channels of communication	- Dangers of misinformation, - Importance of formal communication - Proper and effective communication - Information on issues affecting human resource, institution's performance	- Internal seminars/workshops - Departmental meetings - Annual General Meetings - Intranet - Team Briefings - Staff Newsletter - Circulars	- The Top Management in all directorates - Communication & Public Relations Unit
Withholding important information	Suspicion, mistrust and fear of losing a job	- Importance of information sharing, - Dangers of	- Internal seminars - Staff retreats - Suggestion box	- The Top Management in all directorates - Communication & Public Relations Unit

		withholding important information - Types of information to be shared - Types of information not to be shared	- Booklet - Get together functions to promote free interaction - Institutionalize open – door policy - Annual General Meetings - Departmental meetings - Senior Management Meetings	
Lack of information/guidelines to ease the work of IG staff	Poorly equipped resource centre and library	- Sources of new information - Information about new facilities	- Manuals - Booklets - Guides - Revamp the library - Update the database - Improve internet facilities - Update Website	- The Top Management in all directorates - Communication & Public Relations Unit
Negative attitude towards the institution	Poor public relations and management	- Achievements of IG - Performance of IG - New innovations in IG - Importance of promoting IG image	- Internal seminars - Staff retreats - Visits/Tours to other Government Institutions - Staff Newsletter - Suggestion boxes - Regular staff	- The Top Management in all directorates - Communication & Public Relations Unit

		- Dangers of negative publicity about IG	meetings	
Delays in information dissemination	Inefficient delivery systems	- Importance of timely delivery of information - Importance of follow-up - Dangers of delays in information delivery	- Email - Intranet - Local Area Network - Fax - Phone calls - Efficient courier service provider	- The Top Management in all directorates - Communication & Public Relations Unit

5.0. Monitoring and evaluation framework

Monitoring and evaluation are two complimentary but separate functions, which often serve distinct purposes. Monitoring is the routine ongoing assessment of activities applied to assess inputs invested in a communication programme, services delivered and outcomes that are related to the programme. The M&E framework is designed to measure progress towards the achievement of the strategic communication objectives.

5.1. Monitoring of activities and process evaluation

Monitoring requires attention to process, performance and to a lesser extent, outcomes. Monitoring should be done on an on-going basis to track down strategy activities to establish whether they are being carried out according to plan. According to scholars of M&E, monitoring should be done alongside process evaluation.

Process evaluation is the measure of how well strategy activities are performed. It's is an assessment of quality, quantity and distribution of communication outputs. The information used is collected on a routine basis, such as through staff reports, but may also be collected periodically in a larger-scale process evaluation effort that may include use of Focus Group Discussions or other qualitative methods. It is used to measure the quality of strategy implementation and to assess coverage.

Monitoring of Inspectorate of Government Communication and PR strategy

Activity	Process indicator	Means of verification	Data source
Develop materials and messages	No. and type of materials and messages developed	Review samples of materials and messages	- Materials and messages development report - Sample materials and messages
Pre-test materials and messages	No. and type of materials and messages pre-tested	Review the pre-testing report	- Pre-testing report - Pre-testing instruments
Production of materials and messages	No. type and quality of materials and messages produced	Review the materials and production report	- Sample materials and production report - Orders and delivery notes

Orientation and training of national and district facilitators	- No. of orientation and training sessions made - No. and types of national and district level participants trained	- Review orientation and training reports - Review list of participants	- Orientation and training reports - Lists of participant attendance of orientation/training workshops
Conduct National, District and Sub county level sensitization	- No. sensitization meetings/workshops conducted - No. and type of participants sensitized	- Review minutes/workshop reports - Review lists of participants	- Minutes - Reports - List
Conduct community level sensitization	- No. and type of mobilization/sensitization conducted - No. of participant mobilized and sensitized	- Review sensitization reports - Review list of participants	- Sensitization Reports - Attendance list of workshop participants
Dissemination of public education programmes	- No. quality and type of mass media programmes disseminated - No. of channel used - No. of people reached by the messages and programmes	- Reviewing dissemination schedules and reports	- Schedules - Reports
Distribution of materials	- No. and type of materials distributed - No. and type of distribution outlets used - No. and type of people reached through materials	- Review distribution plans and schedules - Review reports	- Distribution plans and schedules - Records - Reports

Coverage indicators

Activity	Coverage indicators	Means of verification	source
IEC materials	- No. of people exposed to the materials - No. of people using the materials - No. of public places, regions, districts and sub counties covered	- Review of distribution reports - Field verification trips - FGDs - Exit poll interviews - Opinion polls	- Distribution reports - Field verification reports - FGD reports - Interview reports

		interviews	
Training and orientation of National, District and Sub county level sensitization	No. of regional offices, districts and Sub counties covered	- Review field sensitization reports - FGDs - Mini surveys	- Sensitization reports - FGD reports - Survey reports
Community level sensitization	- No. and type of leaders sensitized - No. of districts, Sub counties, communities covered	- Review field sensitization reports - Mini surveys - FGDs	- Sensitization reports - FGD reports - Survey reports
Mass Media Programmes	- No. of districts covered by each channel - No of people reached/exposed to the programmes	- Dissemination reports - Mini surveys - FGDs	- Dissemination reports - Survey reports - FGD reports

5.2. Outcome and impact evaluation

Outcome and impact evaluation will be done to assess how and why the strategy's expected outcomes are or are not being achieved. The evaluation results will be expected to contribute to lessons learnt that could guide communication initiatives for the next cycle.

5.3. Monitoring and Evaluation Framework for external communication component

Objective 1: *Increase levels of knowledge about the importance of IG institution and the institution's performance and its modus operandi among the public by 50% within 5 years.*

Objective 2: *Increase the knowledge about the role and functions of IG among top government institutional workers by 20% years within 5 years.*

Objective 3: *Increase the proportion of employees of private institutions and media houses with adequate knowledge about IG and committed to fighting corruption by 20% within 5 years*

Outcome indicators	M&E method	Source	Responsible Person/office	Assumptions
- Men and women with knowledge about the importance and functions of IG - Men and women participating in anti-corruption programmes - Community leaders participating in IG programmes - Knowledge levels about IG mandate, functions, powers and the concept of corruption among women, women leaders and activists - No. of women with positive attitude about IG - No. of youth integrity clubs established and supported - No. of children participating in community folk - No. of youth and children with adequate knowledge about the IG mandate, functions, powers and the concept of corruption - No. of children participating in youth conferences	- Outcome mapping - Focus Group Discussions - Reviewing field reports - Reviewing dissemination schedules - Reviewing workshop reports - Observation - Reviewing materials and messages - Review activity schedules	- Progress reports - Workshop reports - Dissemination reports - Filed reports - Checklists of materials produced and distributed - Materials pre-testing reports - Monitoring reports - Review reports	- CPR Unit - Heads of Directorates - Regional offices	- Funds are available - There is adequate security in all parts of the country - IGG has adequate personnel with necessary skills to manage mobilization and sensitization programmes

5.4. Evaluation of internal communication process:

It is vital that continuous evaluation is carried out to ensure that improvements to internal communications remain effective, appropriate and are delivering the key messages.

Regular feedback will be necessary and this will be achieved by:

- Regular staff surveys
 - Electronic questionnaire
 - Hard copy questionnaire
 - Selected telephone survey
- Attendance by members of senior management team at Team Briefs

Following the assessment of any feedback, the communication process will be changed/adapted and improved where appropriate to ensure that it remains responsive to the needs of the institution.

5.5. Monitoring and Evaluation Framework for internal communication component

Objective *Increase the proportion of IG staff at all levels with adequate knowledge about the institution to by 50% and positive attitude about the institution by 30% within 5 years.*

Outcome indicators	M&E method	Source	Responsible Person/office	Assumptions
• No. of staff with adequate knowledge about the vision, mission, and mandate, powers, of IG • No. of staff seeking information from right sources • No. of staff sharing important information • No. of publications meant to ease the work of IG staff • No. of staff with positive attitude towards the IG institution • No. of staff reporting efficient delivery of documents • No. of staff communicating freely with colleagues	• Review minutes of meetings • Review reports • Review materials • Review inventories	• Self administered questionnaires • Minutes • Training reports • Library/ resource centre • Equipment and Publication Inventories	• CPR Unit • Heads of Directorates	• Adequate human and financial resources • Skilled personnel • Adequate equipments • Commitment from top management

6.0. Communication Action Plan 2010-2015

No.	Activity description	Target	Person/office responsible	Time frame	No. of Units	Unit cost (US\$)	Total budget (US\$)	Remarks
1	Develop materials and messages	Communication/ Media Consultants	Consultant, IG-DEPC	July/August 2010	2	50,000,000	50,000,000	To be handled by a communication/medi a company but in consultation with IG-DEPC
2	Pre-test materials and messages	Government Institutions, Private Sector, Media and HHs and Community Leaders	Consultant, IG-DEPC	August 2010	2	5,000,000	5,000,000	Same as above
3	Production of materials and messages	Print and Electronic Media Consultants	Consultant, IG-DEPC	Sept/Oct 2010	print Brochure - 2500 Leaflets - 5000 Stickers - 5000 Fact sheets - 5000 Posters - 2500 Banners - 100 Bill Board - 15 Booklets – 1000 Guides – 1000 Manuals – 500 Flip Charts - 500	300/= 300/= 600/= 500/= 1000/= 80,000/= 3, 000,000/= 2500 2500 4000 3000	2,000,000 4,000,000 4,000,000 4,000,000 3,000,000 12,000,000 60,000,000 5,000,000 5,000,000 3,500,000 1,500,000	Same as above

No.	Activity description	Target	Person/office responsible	Time frame	No. of Units	Unit cost (US\$)	Total budget (US\$)	Remarks
					Electronic Radio spots – 3 Radio drama – 1 TV Documentary – 1 Training video Recorded Radio discussion program – 8	250,000 5,000,000 15,000,000 5,000,000 150,000	750,000 5,000,000 20,000,000 5,000,000 1,200,000	
4	Orientation and training Workshops for national and District facilitators	IG, line Government Institutions, Donor Agencies, District Authorities/ focal persons, NGOs, Private Institutions and media	Consultant, IG-DEPC	Oct 2010	2	15,000,000	30,000,000	To be carried out by a consultancy firm, coordinated by IG-DEPC with help from Heads of Directorates
5	Conduct National Level Sensitization	Parliamentarians, partners, private sector, Government Institutions, Private Sector, Donor Agencies and media	Consultant, IG-DEPC	Nov 2010	2	10,000,000	20,000,000	To be carried out by a consultancy firm, coordinated by IG-DEPC with help from Heads of Directorates
6	Conduct district level sensitization	District councils, heads of departments, NGOs, private sector and local	District facilitators, persons, IG-DEPC and training consultants	Dec 2010	81	2,000,000	162,000,000	To be carried out by a consultancy firm, coordinated by IG-DEPC with help from Heads of

No.	Activity description	Target	Person/office responsible	Time frame	No. of Units	Unit cost (US\$)	Total budget (US\$)	Remarks
		media						Directorates and Regional Offices
7	Conduct Sub-county level sensitization	Sub County Chiefs, Councilors, CBOs, NGOs, Religious Leaders, cultural Leaders	District facilitators, IG-DEPC, Consultants	Jan/Feb 2011	385	300,000	192,500,000	As above
8	Conduct community level mobilization and sensitization	General population	District facilitators, DEPC and drama groups	March 2011 – July 2011	School visits – 385 Rallies – 385 Sensitization meetings – 1155 Film shows - 1155	100,000 150,000 50,000 100,000	57,750,000 57,750,000 57,750,000 115,500,000	As above
9	Dissemination of public education programmes, messages through the media	General public	District facilitators, and IG-DEPC, Consultants	Dec 2011 – July 2015	Electronic Radio spots – 6720 TV spot s - 2400 Radio drama – 224 TV talk show - 24 TV discussion programmes – 24 Radio feature programmes - 56 News papers Newspaper inserts/ Supplements –12	30,000 150,000 300,000 500,000 500,000 300,000 4,419,000	403,200,000 360,000,000 67,200,000 12,000,000 12,000,000 16,800,000 141,408,000	To be carried out by a consultancy firm, coordinated by IG-DEPC

No.	Activity description	Target	Person/office responsible	Time frame	No. of Units	Unit cost (US\$)	Total budget (US\$)	Remarks
					Newspaper Column – 32	5,000,000	60,000,000	
					Q&A - 12	500,000	16,000,000	
					Adverts – 53	920,000	11,040,000	
					News releases - 32	920,000	29,440,000	
10	Distribution of materials	General public	District facilitators, and IG-DEPC,	Dec 2011– July 2015	5 regions	1,000,000	5,000,000	Spear headed by IG-DEPC, its Regional Offices and key partners
11	Impact assessment		To engage consultants	April 2015- July 2015			40,000,000	To be carried out by a consultancy firm, coordinated by IG-DEPC
12	Miscellaneous					10% of the total	274,068,800	
						Grand Total	2,133,356,800	

Notes

- Since management and internal communication are interlinked, the cost implications for internal communication should be catered for under administration.
- The rates indicated in the budget may change depending on the economic situation and suppliers' policies.

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ANNEXTURE

Annex 1: Positioning the Inspectorate of Government

The concept of positioning is one of the most effective ways to communicate. Appropriate and effective use of positioning is a vital part of a communication process of an organization. The purpose of positioning an institution is to establish an identity that conjures up a positive image.

In the case of Inspectorate of Government, we need to position the institution by focusing on unique characteristics, to give it a memorable identity that will occupy a niche in the minds of its stakeholders and the public. The reality we have to face here is that positioning is about perception. We have to change the wrong perception the target audience have about the institution if we are to meet their needs.

What is involved in positioning the IG institution?

a) Analyze the institution: This involves outlining what IG does and attributes of what it does, identifying the special attributes about what it does, capabilities, and values. It also involves identifying differences from other government institutions

b) Analyze the audience: This involves listing all the audiences and their characteristics (from audience segmentation), analyzing their perceptions of the institution, its mandate, functions and modus operandi (from situation analysis and audience segmentation) and stating the value proposition offered to that target audience. The challenge the IGG has is to march the institution characteristics to audience needs and wants. The question to answer here is; what is it that they can get from IG that they cannot get from other Institutions? Do they feel good when they are in a relationship with IGG? The answers to these questions will define the IGG's brand heritage i.e. the origin of its brand originate. Last but not least there is need to identify with whom the IG competes for its audience's heart and mindshare, and how the institution is differentiated.

c) Develop a positioning statement: This normally one or two sentences describing as succinctly as possible the position for the institution, i.e. how the institution will be placed in the minds of the audience. It is not a catchy slogan. Positioning statements help writers develop catchy slogans, but they are not the slogans themselves. A positioning statement is not to be included in communication materials that go to audiences. It will however, provide direction for the strategic approach and subsequent messages.

Example:**Positioning statement for Inspectorate of Government**

At Inspectorate of Government, you will be given a friendly reception. The IG staff is committed to serving you and the country in general with utmost professionalism and dedication. Where you see IGG you will find quality services, integrity, transparency, confidentiality, impartiality, credibility and reliability.

d) Explore positioning alternatives: Compare the available strategic alternatives to find one that makes the most sense based on the positioning that the institution has selected. Every strategic approach requires an accompanying rationale. Writing a rationale will enable the IGG to recognize the suitability of the approach and to identify any flaws that it may have.

Example:**The strategic approach is media focused. The approach will:**

Equip the public with the achievements of IGG's efforts, the benefits that accrue from these achievements and the means used to reach these achievements.

Key questions to answer on the strategic approach are;

- What is the tone of your interaction with your audience,
- What visuals capture the essence of the IG brand? Look not only for images, but also language, taglines, or descriptors that reflect what IG is
- IG needs to build a strong brand identity with strong messaging - it should be all about the change it is driving and how that change is achieved.

e) Drawing up a brand hierarchy: This is a map that shows the relationship IG has with its partners. This will require outlining well-known individuals whose support the institution can rely on and other sources of credibility e.g. a large funder or corporate or government partner.

NOTE:

If your core team is not, totally, (100%) united and does not believe in what you are saying; your brand identity is going to be skewed. Internal adoption of a corporate pride programme is necessary. In other words the IGG must lead by example. In order to change the behaviour of other public servants and stakeholders, the IG staff should show that they encourage and support public attitudes and behaviours.

Annex 2: Elements of a Communication Strategy

1.0. Introduction

Communication is defined as a process whereby a sender sends a message through a channel to the receiver, with the intention of getting feedback. It involves transfer of information between people including ideas, emotions, knowledge and skills. Communication can be face to face or by use of mass media. Face to face or interpersonal communication involves the spoken word, non-verbal-signs, body movements, touch, visual communication with real objects/models while mass media involves electronic messages using radio, television (spoken words) and printed messages (non verbal) in form of leaflets, posters, newspapers and other materials.

2.0. The purpose of communication

(a) For the internal functioning of an organization

Communication links together the various parts of the organization and integrates all managerial functions. More specifically the objectives include:

- a) To establish and disseminate organizational goals.
- b) To develop plans and strategies to achieve goals.
- c) To organize organizational resources in the most effective way.
- d) To identify, select, develop and appraise members of the organization.
- e) To influence, direct, motivate and create a conducive working environment for the organization members.
- f) To control performance.

(b) For enabling the organization relate to the external environment

- a) It makes the organization aware of customer needs.
- b) Availability of suppliers.
- c) Claims of stockholders.
- d) Regulations of government
- e) Needs of society.

3.0. The Communication Process

From the definitions given above it is clear that communication is a process. It involves people, a sender, receiver and a message. The actual communication process is a five-step process, which involves:

a) Receiver (audience)

The first step in planning communication is to consider the “INTENDED AUDIENCE” a method that will be effective with one audience may not

succeed with another. Two people may see the same poster or attend the same talk but interpret them quite differently.

b) Source:

People are exposed to communication from different sources. People are more likely to believe a communication from persons, organizations that they trust i.e. right source of credibility. Think of people you are familiar with yourself:

- What special qualities make a person trusted?
- What can make him lose trust?
- Rural people are not normally impressed by education status but have high regard for personal qualities. Highly learned people are not often the most credible sources. You need to find out who your intended audience respect and involve these opinion leaders in your communication programmes.

c) Communication message

A message consists of what is actually communicated including the actual appeals, words, pictures and sounds that you use to get ideas across. The message will only be effective if the information presented is relevant, appropriate, acceptable and put across in an understandable way. In deciding what information to give, you will need to apply both an understanding of the problem as well as the various influences on behavior.

d) Channel

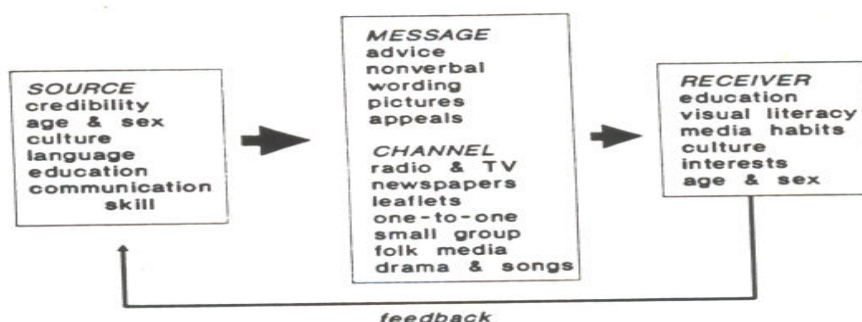
This is also referred to as the communication method. There are two main universally used groups of communication methods:

i) Face to face – Interpersonal communication: This is a direct interaction between source and receiver. It could be one to one, or one to many. Both verbal and non-verbal communications are applicable.

The advantage with interpersonal communication is that it creates opportunity for question, discussion, participation and feedback. It is also possible to check whether the audience have understood the message and give further explanations.

ii) Mass Media: Mass media include broadcast media (radio and television) as well as print media (newspapers, books, leaflets and wall posters). It is both verbal and non-verbal and has advantages of rapid spread of information. It however, does not provide room for interaction nor feedback. It can serve as

backup support to interpersonal; channel to influence favorable attitudes based on enriched information about the problem and benefits for change of behavior. The figure below shows the relationship between source, message, channel and receiver.



4.0. Stages of communication

Stage One: Reaching the intended audience:

Communication cannot be effective unless the message is either seen or heard by its intended audience. Many organisations fail at this stage, and the commonest cause of this failure is defective target audience segmentation and lack of a dissemination plan. Hence, messages should be directed where people are going to see or hear them. This therefore requires studying the intended audience to find out where they go, and what their listenership and readership habits are.

Stage Two: Attracting the audience's attention

Any communication must attract attention so that people will make the effort to listen/read it. Examples of communication failure at this stage are:

- Walking past the poster without bothering to look at it,
- Not paying attention to your talk,
- Turning off radio when there is a discussion.

At any one time, we receive a wide range of information from each of five senses i.e. touch, smell, vision, hearing and taste. It is impossible to concentrate on all at the same time. "ATTENTION" is the name of the process by which a person selects part of this complex mixture to focus on, i.e. to pay attention while ignoring others for the time being.

Stage Three: Understanding the message

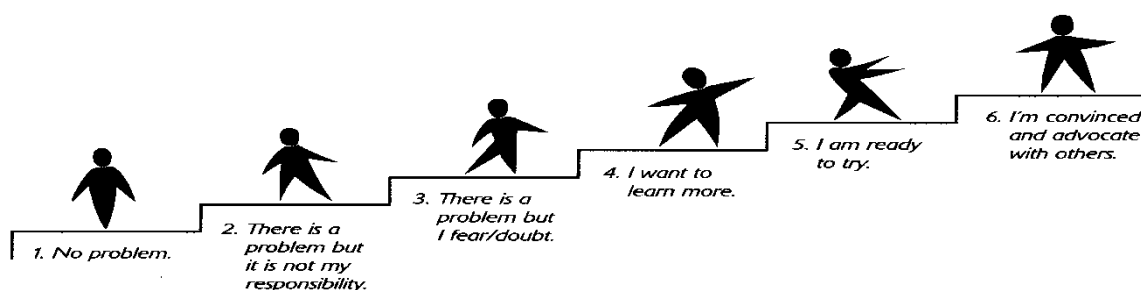
Once a person pays attention to the message, he/she tries to understand it - PERCEPTION. Perception is however subjective, because two people may hear the same radio or see the same poster but interpret the message differently from the meaning intended by the sender.

Stage Four: Acceptance

A message should not only be received and understood; it should be believed and accepted i.e. made into a belief.

Stage Five: Producing a change of behaviour

Communication may result in a change in beliefs and attitude but still not influence behavior. This can happen when the communication interventions have emphasized dangers of the problem and failed to give emphasis on the importance of adopting the desired behaviour. The figure below illustrates the communication stages.

**5.0. Barriers to Communication**

Barriers to communication are any factor between the sender and receiver that impede the exchange of information. These factors take various forms. Some are physical barriers like noise; say of a car others may be perceptual. The following are forms of the common barriers:

Lack of planning

This is the common source of breakdown. One of the primary responsibilities of a manager is to plan. Planning permeates through all other functions of management. It is important that managers think ahead before they communicate. Too often, however, people start talking or writing without first thinking of what they are going to say and why such communication may be ineffective and clearly the barrier will be lack of planning.

Differing perceptions

This is a very common communication barrier. People have different backgrounds, knowledge and experience. These differences make people perceive things differently. In our conditions, tribal, religious and family backgrounds make people perceive things in certain ways.

Language differences

Language differences are closely associated to differences in perceptions. People with different backgrounds may have different meanings for different words. Even the symbolic difference like a nod or side-to-side headshake has different meanings in different communities.

Besides, different professions have different jargon. For instance in the computer world, economists, engineers and other professions have different words whose meaning cannot easily be communicated across professions and carry similar meaning.

Emotionality

Communication is greatly affected by emotional reactions like anger, love, jealousy, hate, embarrassment and can be important barriers in the communication process. These reactions can influence the messages we send or even how we send them and can influence the way a message is received.

Distrust

In most cases, the credibility of a message depends upon how the receiver perceives the sender. If through your experience with somebody you work, you know that he never keeps a promise then any message he gives will not be taken seriously. Distrust can also come from emotional reactions. When somebody feels threatened by another or fears another, distrust may develop and as a result communication may be impeded.

Non-verbal communication

Non-verbal factors like body movements, clothing, gestures, postures, eye movements, and facial expressions may distort meanings of a message. When you go into somebody's office and answers you without looking at you, the meaning you get is that of being unwanted. This therefore acts as a barrier.

Poor listening and premature evaluation

Many people want to talk and never want to listen. Listening requires patience, full attention and self-discipline. Many people cannot listen to what others are saying. They simply make comments or say unrelated things when being talked to. Premature evaluation of what another person is anticipating, in most cases, negatively means that what the other person is saying is of no use. Such hasty judgments act as impediments or barriers to communication.

Information overload

Too much information flowing to a manager may result into information overload with consequences of impeding communication. A person who receives too much mail may simply ignore the letters. Errors may be made in processing the information. It can be delayed and thus not serving its purpose. If there is too much information, the receiver may filter it so that he selects out what to do immediately and what not to do. The consequence of this is the probability of leaving out some information as unimportant when it is important. In extreme cases, people may escape from the task of communicating. It is ignored entirely.

6.0. Overcoming barriers to Interpersonal Communication

Barriers to communication can take two forms; those that are easy to recognize and may even be removed physically and those that are perceptual. The first are easy to overcome, but the latter ones are quite difficult to overcome, as they need to be recognized and understood. It is important to recognize that at times symptoms may appear as barriers and may divert communication planners from the real causes of the communication problem. It is therefore, important that for effective communication, the barriers be recognized and overcome. The following explains some of the techniques used to overcome the barriers.

Overcoming differing perceptions

This is very tricky as it involves breaking down views and ideas, which may be formed over a very long time. The first thing that attempts to overcome differences in an organization, training may help to get to the root cause of the barriers. The other way of overcoming this problem is explaining to the receiver so that he/she gets to share meaning of the message with the sender. It may be useful to understand the background of the people you want to communicate with. For you as a receiver, whatever you feel that your perception of the message is different, it may be useful to ask questions so that ambiguities are removed.

Overcoming differences in language

To be able to do this, it is important that simple, direct, natural language is used in communication. Unconventional or technical terms should be explained. Restating important parts in discussions or meetings may be useful. It is also useful if the receivers are encouraged to ask questions and seek clarification of difficult terms or concepts.

Overcoming noise

Noise should be avoided. This is the best way of dealing with it. If say, it is a machine, it can be switched off or those communicating can move away. There may be some other distracting environment. These should be avoided by eliminating or moving away.

Overcoming emotionality

Emotionality is quite difficult to deal with and should be accepted as part of a communication process. People's behaviors' should be understood and a good manager should try to change this behavior to ensure maturity of organizational members.

Understanding people's backgrounds, needs and feelings is important. Training of organizational members to bring out influence of behavior and its impacts on organizational performance is useful too.

Planning

It is important that before any communication is done, the sender plans well in advance what he wants to say, how he will say it and anticipate the receiver's reaction to it. Planning exists in all other managerial functions and since communication links the management functions, planning should precede any form of communication.

Overcoming distrust

Distrust can only be overcome by creating trust. This is a difficult process. If somebody distrusts another for various reasons, the reasons must be overcome so that credibility is restored. Restoring credibility is a long-term thing that involves building confidences through understanding, discussing issues and creating an atmosphere of trust. Other people may be asked to step in to assist in restoring credibility.

Overcoming non-verbal communication

Here, it is important to understand or be aware of meanings of different gestures, clothes, facial expressions and other powers of non-verbal communication. Different societies have different meanings for different things and these should be learnt. It is also important not to use certain non-verbal actions which one is not sure of.

Annex 3: Progress tracking worksheet

Task	Who is responsible (Person/team)	Status (Complete/Not Complete)

Annex 4: Documentation and dissemination worksheet

Stakeholders/ Audience	Purpose of documentation/ dissemination	Material / Method of dissemination	Person/Team responsible	When

Annex 5: Results reporting worksheet

Desired results	Actual results	Analysis (why? What contributed to achieving these results?)	Lessons Learned	Recommendations

Annex 6: Capacity Building Worksheet

Action/ activity proposed	Knowledge and skills needed	Self assessment of ability to carry out the action	Areas to strengthened	Method to be used?	Person/Team responsible