



A HANDBOOK FOR IMPLEMENTATION OF
NDPIII GENDER AND EQUITY COMMITMENTS

PUBLIC SECTOR TRANSFORMATION PROGRAMME

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ACRONYMS AND ABBREVIATIONS

GEB	Gender and Equity Budgeting
LGs	Local Governments
MDAs	Ministries, Departments and Agencies
M&E	Monitoring and Evaluation
NDP	National Development Plan
PIAP	Programme Implementation Action Plan
SDS	Service Delivery Standards
DSCs	District Service Commissions
GCIC	Government Citizen Integration Centers
IPPS	Integrated Personnel Payroll System
PSC	Public Service Commission
PBB	Programme Based Budgeting
BFP	Budget Framework Paper

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FOREWORD

It is mandatory for Ministries, Departments, Agencies (MDAs) and Local Government (LGs) to address gender and equity issues in formulation of Budget Framework Papers and Ministerial Policy Statements. However, there are still issues of capacity to effectively achieve this objective. The last five consecutive assessments of compliance for Gender and Equity Budgeting, by the Equal Opportunities Commission's, revealed persistent limited capacity of MDAs to discern gender and equity issues. It was also noted that the gender and equity issues being addressed were not necessarily aligned to the commitments in the National Development Plans.

A lot of effort was put into mainstreaming gender and equity commitments in the third National Development Plan (NDP III). These were integrated at the strategic level, as well as in the 20 programmatic areas. In order to mobilise the MDAs and LGs to ensure effective implementation of the NDP III gender and equity commitments, programmatic Handbooks have been developed.

These Handbooks spell out the gender and equity issues under each programme; the proposed interventions in NDP III, the related actions in the Programme Implementation Action Plan, and performance indicators. In addition, there are emerging gender and equity issues resulting from COVID-19 effects that were agreed on during the dialogue with all programme stakeholders.

I urge you to use this tool, to prioritise interventions that will foster inclusive growth and development which the country is pursuing.



Ramathan Ggoobi

Permanent Secretary/Secretary to the Treasury

KEY DEFINITIONS

Gender

Socially constructed roles and responsibilities assigned to men/women, girls/boys in a given culture or location.

Equity

Fairness and justice in the; treatment of individuals or groups of people; distribution of resources; provision of opportunities and services; and protection under the law. It takes into account, varying abilities/capacities, geographical disparities, demographical and social-economic differences.

Gender Issue

This is a state/condition/situation of inequality/imbalance between males and females because of gender roles; discrimination/ neglect and/or marginalisation within society.

Equity Issue

Unfair and unjust situations that put the lives of the vulnerable in dire poverty, limited access to services and a state of hopelessness.

Gender and Equity Responsive

This is the ability of an individual or agency to consider the needs of women, men, boys and girls in light of their age, disability, or geographical location and take appropriate action.

Gender and Equity Budgeting

Gender and Equity budgeting is an approach of allocating and utilizing government resources and programs taking into consideration of the different needs, interests and constraints of the various categories of people without any discrimination and addressing any imbalances that exist.

Programme

A group of related interventions/outputs that are intended to achieve common outcomes within a specified timeframe.

Sub-Programme

A group of related interventions/outputs contributing to a programme(s) outcome at the MDA level.

Programme Implementation Action Plan (PIAP)

A detailed description of the activities, targets and resources required to deliver a programme within a given timeframe. The PIAP operationalises the NDPIII Programme and is it from the PIAPs that MDAs are expected to draw their strategic plans.

Indicators

This is a quantitative (calculable) or qualitative (perception) factor or variable that provides a simple and reliable means to measure achievement, to reflect the changes connected to an intervention, or to help assess the performance.

Commitments

These are pledges/obligations to be fulfilled in terms of outputs and outcomes.

Interventions

These are actions to be undertaken to solve an identified problem/issue.

Outcome

The consequence of an action.

Outcome Indicator

A measure of whether the programme is achieving the expected effects/changes in the short, intermediate, and long term.

Intermediate Indicator

A measure of progress to achieving a higher-level goal/end result.



1.0 Introduction

This Handbook spells out the gender and equity issues as well as planned interventions/actions in the Public Sector Transformation Programme during the third National Development Plan (2020/21 to 2024/25) period.

1.1 Background

The Third National Development Plan (NDP III), comes at a time when Uganda, like the rest of the world, is confronted with the COVID-19 pandemic. Now more than ever, the slogan of the Sustainable Development Goals of leaving none behind is critical. Fairness of treatment to the needs of people in all walks of life is vital for development. Gender equity is required in all aspects of life including education, health, nutrition, decent employment, access to economic assets and resources, political opportunities and freedom from coercion and violence for men and women, boys and girls and the elderly. Gender and equity are crucial to ensure that gender issues are integrated into all national policies, plans and programs for development.

It is mandatory for Ministries, Departments, Agencies (MDAs) and Local Government (LGs) to address and integrate gender and equity issues in the formulation of Budget Framework Papers (BFPs) and Ministerial Policy Statements (MPSs). However, there are still issues of capacity to effectively achieve this objective. The Equal Opportunities Commission's last five consecutive assessments of Gender and Equity Budgeting (GEB) compliance of Budget Framework Papers and Ministerial Policy Statements revealed the persistent limited capacity of MDAs to discern gender and equity issues. It was also noted that the gender and equity issues being addressed were not necessarily aligned to commitments in the National Development Plans.

Challenges and lessons from NDPI and NDP II¹, showed seven (7) persistent gender and equity sensitive concerns. These include:

- The large proportion of households still stuck in the subsistence economy,
- High cost of electricity,
- Persistent vulnerabilities and wide-regional disparities in attaining required poverty reduction targets,
- Low investment in social protection systems,
- The poor quality of education characterized by the low levels of literacy and numeracy, coupled with the high rate of school dropouts,
- High burden of disease amidst low functionality of health facilities, and
- Undernutrition among children and women remains high.

A lot of effort was made to mainstream the gender and equity commitments in NDPIII. These were integrated at the strategic level as well as the 20 programmatic areas. There is a need to ensure effective implementation of these gender and equity commitments by MDAs and LGs.

¹These are listed in the NDPII background

1.2 Justification for the Handbook

To avoid the slow implementation of the gender and equity responsive interventions, this time round, there is a need to mobilise MDAs and LGs. This necessitates the development of a mobilisation tool. This Handbook has been customised to facilitate the mobilisation, spell out the gender and equity issues, the proposed gender and equity interventions, outputs and their performance indicators.

The Handbook will simplify the integration of gender and equity responsive interventions into the Budget Framework Papers and Ministerial Policy Statements. This will strengthen the capacity of MDAs and LGs that has been inadequate.

1.3 Intended Users of the Handbook

This Handbook is intended for officials involved in planning, budgeting and monitoring at Central and Local Government levels, however, it can also be used by other stakeholders.

1.3.1 Primary Users

The primary users of the Handbook are the Programme Leadership Committee; Programme Technical Committee, Programme Working Group and Programme Technical Working Group Sub-committees; specifically, decision-makers (Ministers, Permanent Secretaries, Directors, Commissioners, Programme/Project Managers. Technical officers and politicians in charge of planning, budgeting, implementation, monitoring and evaluation can also use the Handbook.

1.3.2 Secondary Users

These will include Civil Society Organisations (CSOs), Researchers, Development Partners, Academia, Gender and Equity Trainers, plus Assessors.

2.0 How to use the Handbook

The Handbook shall be used in the preparation of Budget Framework Papers for MDAs and Local Governments, and Ministerial Policy Statements for MDAs and Missions. The BFPs and MPSs are policy documents structured for both reporting and planning purposes. The users should ensure integration of gender and equity outcomes, interventions, outputs and their respective indicators across all the sections.

Users should clearly highlight how the intended target population has accessed, participated, benefited from the interventions as well as their disaggregation in terms of location - (rural, urban, hard-to-reach and hard-to-stay), equity - (children, youth, elderly, persons with disabilities, chronically sick and other vulnerable groups), gender - (women/girls, men/boys) and inclusiveness of the interventions. The above-mentioned parameters should also be given priority during annual and quarterly work plan development and reporting at all levels.

Table 1: How to use the Handbook during the Planning and Budgeting Process

No.	Section of the BFP	Section of MPS	Application of the Handbook	Example
1	Overview	Overview	Indicate desired gender and equity outcomes, objectives, spent budget, medium-term allocations and projections	Strengthen accountability for results across government
2	Past Performance	Achievement at Half Year	List the outputs derived from the interventions that you carried out to address gender and equity issues.	Client charters developed and implemented
3	Medium Term Plans	Medium Term Plans	Indicate medium-term plans by listing which interventions shall be carried out in accordance with the planning framework i.e., NDP III.	Review and strengthen the client charter feedback mechanism to enhance the public demand for accountability
4		Current Year Plans	List current year plans from the PIAP and Ministerial Policy Statement	Provide technical support to MDAs and LGs to develop client charters, monitor and evaluate their implementation
5	Outcome, intermediate outcome indicators	Outcome, intermediate outcome indicators	Indicate key programme outcome performance indicators to show that gender and equity issues have been addressed	<p>Outcome: Improved responsiveness of public services to the needs of citizens</p> <p>Outcome Indicator: Level of client satisfaction with the client feedback mechanism</p> <p>Intermediate Outcome: Increased awareness about public services</p> <p>Intermediate Outcome Indicator: Percentage of population knowledgeable about public services</p>

3.0 Gender and Equity Responsive Interventions in the Public Sector Transformation Programme

Public Sector Transformation is one of the 20 programmes of the NDP III, and it operationalises objective five, which is **to strengthen the role of the state in guiding and facilitating development**. The programme seeks to address key challenges hindering the efficient functioning of public sector institutions and addressing weak governance which is a major constraint to equitable development. Specific challenges to be addressed by the programme include:

- i. Poor public sector performance and effective responsiveness to citizen needs,
- ii. Biased processes that neglect the people who deliver in these processes,
- iii. Weak accountability systems and institutions that largely focus on processes rather than holding the public sector accountable for results,

- iv. Lack of service delivery standards that provide a benchmark against which to measure and hold public servants accountable,
- v. A weak public sector architecture that does not yield desired results,
- vi. Disjointed public service human resource planning and recruitment,
- vii. Low fiscal decentralization that guarantees implementation of plans and programmes,
- viii. A redundant local government workforce due to inadequate corresponding operational resources,
- ix. Contradictions in fighting corruption,
- x. A relatively weak external and internal audit functions.

Therefore, the objectives of Public Sector Transformation are to:

- i. Strengthen accountability for results across government,
- ii. Streamline government structures and institutions for efficient and effective service delivery,
- iii. Strengthen human resource management function of Government for improved service delivery,
- iv. Deepen decentralisation and citizen participation in local development, and
- v. Increase transparency and eliminate corruption in the delivery of services.

3.1 Gender and Equity Issues and their Responsive Interventions in the Public Sector Transformation Programme

Table two (2) is an extract of the Public Sector Transformation Programme Implementation Action Plan (PIAP) with a focus on interventions that have a gender and equity component, gender and equity issues being addressed by the prioritised intervention and how they impact the provision of public services, promoting inclusiveness, access, participation, and benefit by the citizens. The table is intended to guide implementers to appreciate the gender and equity aspects of the interventions and ensure that during implementation, the programme is cognizant of the gender and equity implications.

To build effective, accountable, and inclusive institutions, the Government has targeted strengthening accountability systems and results focus to improve public sector performance that is gender and equity responsive by:

- i. Operationalising the Integrated Public Payroll System (IPPS) across all Government MDAs and LGs to facilitate quick payment of salaries as part of the motivation and retention strategy and quick removal of ghost employees
- ii. Providing technical guidance to District Service Commissions (DSCs) by the Public Service Commission (PSC)
- iii. Institutionalising the National Government Evaluation Facility, and
- iv. Operationalising the Programme Based Budgeting (PBB) for all MDAs and LGs, to plan and to allocate the budget against priority outcomes including service provisions; and the requirement to undertake quarterly reporting on spending and progress made towards the achievement of the stated targets and benchmarks as a basis for the next financial releases.

Table 2: Gender and Equity Issues and their Responsive Interventions in the NDPIII/PIAP

Sub-programme	Gender/Equity Issue	Justification/Impact of the G&E Issue	Intervention in the NDPIII	Output in the PIAP	Corresponding Action in the PIAP
Strengthening Accountability	Lack of information and limited awareness about services offered by public institutions	This promotes inefficiencies in the delivery of services by the various MDAs and LGS, resulting in low demand for services by vulnerable groups such as widows, women, children, older persons, PWDs and people in hard-to-reach places.	Review and strengthen the client charter feedback mechanism to enhance the public demand for accountability	Client charters developed and implemented	Provide technical support to MDAs and LGS to develop client charters, monitor and evaluate the implementation
	Limited participation platforms for the communities	Unavailability of community dialogue platforms for vulnerable groups, women, PWDs and older persons limits their participation in the development process. This denies them opportunities to access services and engage in productive activities.		Barraza program implementation scaled up	Conduct Barraza in different sub-counties
	Inadequate access to information on service delivery standards	Citizens are not able to demand services. Women, PWDs, older persons and vulnerable groups who are most affected become poorer and more vulnerable.		Service Delivery Standards developed	Provide technical support to MDAs to develop and implement SDS Conduct outreach programs to disseminate SDS to the citizens
	Noncompliance to set standards and guidelines for recruitment in districts	Results in: i. High levels of youth unemployment ii. Denies PWDs employment iii. Limited access to services for people in hard-to-reach places iv. Promotes corruption v. Promotes sexual harassment vi. Non-responsive interview methods for PWDs	Develop and enforce service and Service Delivery Standards	Performance standards and minimum conditions for DSCs reviewed	Review the performance standards and minimum conditions for DSCs

Sub-programme	Gender/Equity Issue	Justification/Impact of the G&E Issue	Intervention in the NDP/III	Output in the PIAP	Corresponding Action in the PIAP
		<ul style="list-style-type: none"> vii. Physical site inaccessibility for PWDs viii. Gender- and equity-blind guidelines ix. Low staffing levels hindering service delivery x. Low %age share of females and PWDs in the public service 			
	Lack of professionalism among some public officers	Unprofessionalism among some officers in MDALGs affect the quality of services provided to the citizens especially PWDs, women and vulnerable groups.	Enforce compliance to rules and regulation	Citizens' complaints concerning maladministration in public offices handled	Respond to Citizens' complaints concerning maladministration in public offices
	Poor remuneration of public officers and delayed payments for pensioners	<p>The low/salary disparities demotivate public officers. In addition, pensioners are not able to meet their individual and social obligations, owing to:</p> <ul style="list-style-type: none"> i. Inconsistency/delays in accessing their pension and gratuity. ii. Persistent existence of ghosts on both the active and pension payroll. 		The long term Pay Policy of the Public Service implemented to attract and retain competent, qualified, and highly motivated workforce for the efficient and effective delivery of Public Service	Administer a pay reform and welfare system (e.g., housing) commensurate with performance contracts
	Poor service delivery mechanisms	<p>Monitoring and evaluating government programmes ensure that interventions are implemented according to plan and citizens access public services.</p> <p>Failure to conduct M&E leads to increased inequalities, inefficiency and inability of the vulnerable communities, women, youth, PWDs, older persons and minority groups</p>		Evaluation of Government programmes, projects and policies conducted	<ul style="list-style-type: none"> i. Undertake performance monitoring of all projects implemented by government institutions every quarter ii. Conduct evaluation on Government programmes, projects, and policies

Sub-programme	Gender/Equity Issue	Justification/Impact of the G&E Issue	Intervention in the NDP/III	Output in the PIAP	Corresponding Action in the PIAP
Decentralisation and Local Economic Development		to access, participate, and benefit in the development process.			
	Delayed and poor service delivery	This limits and denies services especially to the poor and vulnerable groups such as women, PWDs, older persons and youth.		Attendance to duty monitored	Conduct monitoring in IMDAs and LGs on attendance
	Limited participation and access to services	Women, vulnerable persons/groups, PWDs and older persons have limited opportunities to participate in public programmes.	Operationalise the Parish Model	Parish level structures to implement the Parish Model established and empowered	Recruit, train and equip Parish Chiefs
	Limited access to services	Limited access to services denies the vulnerable poor opportunity to benefit from government services. Most affected are PWDs, women, older persons, and people in hard-to-reach and stay places making them more vulnerable.	Implement service delivery process reforms	Regional Service in Uganda Centers established	Construct and equip Service Uganda Centers
	Lack of information about public services	The absence of information about public services denies the population opportunity to demand for these services. Most affected are the rural poor and women. This increases poverty and vulnerability.	Develop a common public data/information sharing platform		Government Citizen Interaction Centers and Platforms maintained and responsive to information requests e.g., GCIC and AskYourGov



4.0 Programme Gender and Equity Performance Assessment

This section is intended to illustrate and enable the tracking of the implementation of gender and equity responsive interventions by the Programme. Table three (3) shows the linkage and flow of the programme objective, sub-programme, planned interventions, outputs, and output indicators as well as the intended targets. Having identified the gender and equity issues in table two, the attainment of planned targets demonstrates the progress of addressing gender and equity concerns and realisation of the programme outcomes and goal.

The key results/outcomes to be achieved over the next five years are:

- i. Increase Government Effectiveness Index from -0.52 to 0.01.
- ii. Reduce corruption as measured by the Corruption Perception Index from 26% to 35%.
- iii. Increase the attractiveness of Uganda as an investment destination as measured by the Global Competitiveness Index from 48.9 to 55.

Table 3: Selected Gender and Equity Output Performance Indicators

Sub-Programme	Objectives	Interventions	Outputs	Output Indicators	Baseline	Target (Financial Year)				
						2020/21	2021/22	2022/23	2023/24	2024/25
Strengthening Accountability	Review and strengthen the Client Charter feedback mechanism to enhance the public demand for accountability	Client charters developed and implement	No. of MDAs and LGs with up-to-date Client Charters	52	185	207	236	281	314	
					No. of MDAs and LGs supported to Develop Client Charters	50	50	50	50	
						No. of districts covered on the Baraza initiative	35	40	45	50
	Develop and enforce service and Service Delivery Standards (SDS)	Service Delivery Standards developed and implemented	No. of different sub-counties with Barazas conducted	-	2		2	2	2	2
					No. of MDAs and LGs with Service Delivery Standards	132	150	175	236	
						No. of outreach programs undertaken to disseminate SDS to the citizens	4	4	4	4
Strengthening public sector performance management	Pay reform	% of Public Officers receiving salary according to the approved pay plan	-	20	35		50	75	100	
				Attendance to duty monitored	60	60	60	60		
Decentralisation and Local Economic Development	Deepen decentralisation and citizen participation in local development	Operationalise the parish Model	Parish level structures to implement the Parish Model established and empowered		No. of Parish Chiefs recruited	5,933	2,000	2,067		
			% of approved positions for parish chiefs filled	59.3	79.3	100				

Sub-Programme	Objectives	Interventions	Outputs	Output Indicators	Baseline	Target (Financial Year)				
						2020/21	2021/22	2022/23	2023/24	2024/25
	Increase accountability and transparency in the delivery of services	Re-engineer public service delivery business processes		No. of Service Uganda Centres established No. of citizens accessing government services online	2					
		Implement service delivery process reforms	Regional Service in Uganda Centres established			4	6	6	3	3
		Automate institutional management functions	Institutional management functions automated through e-Services			400	400	400	400	400
		Improve access to timely, accurate and comprehensible public information		Government Citizen Interaction Centres and Platforms maintained and responsive to information requests e.g., GCIC and AskYourGov						
	Develop a common public data/information sharing platform	Websites and social media platforms updated	0		1	1	1	1		

5.0 Emerging Issues

During the dialogue held with stakeholders in the Public Sector Transformation Programme, the following were the emerging issues for consideration during the midterm review of the National Development Plan (NDPIII) 2020/21 to 2024/25 and NDPIV.

5.1 Strengthening Accountability

- There is need to strengthen community mobilisation and develop alternative platforms including barazas that allow for different categories of Ugandans to participate. This would increase their participation in government programmes.
- There is need to address the rampant cases of presentism in the public service. Whereas the individuals might be in office, but are they working? There is need to identify and quantify the impact of being absent from office.
- There is need to address the pay disparities in public service. This is negatively impacting performance of public officers.

5.2 Decentralisation and Local Economic Development

- There is need to address the inadequate information platforms available to the public to access government programmes. Once in place, the platforms should be popularised, made affordable and user friendly.
- There is need to expand the public information infrastructure to increase access, participation and benefit from the available opportunities for all categories of Ugandans.
- There is need to ensure that information platforms like the Government Citizen Interaction Centre (GCIC) and AskYourGov have the necessary information communities are seeking.
- There is need to provide community friendly information platforms. The GCIC and AskYourGov may not be accessed by the rural populace.

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