



A HANDBOOK FOR IMPLEMENTATION OF
NDPIII GENDER AND EQUITY COMMITMENTS

SUSTAINABLE ENERGY DEVELOPMENT PROGRAMME



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ACRONYMS AND ABBREVIATIONS

BFP	Budget Framework Paper
EIA	Environmental Impact Assessments
GEB	Gender and Equity Budgeting
G&E	Gender and Equity
HPP	Hydro Power Plant
LGs	Local Governments
LPG	Liquefied Petroleum Gas
MDAs	Ministries, Departments and Agencies
MPS	Ministerial Policy Statement
NDP	National Development Plan
PIAP	Programme Implementation Action Plan
PWDs	Persons With Disability
SMEs	Small and Medium Enterprises

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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 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 (NDPIII). 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 NDPIII 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 NDPIII, 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

Commitments

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

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 marginalization 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.

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.

Interventions

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

Programme

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

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.

Sub-Programme

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



1.0 Introduction

This Handbook spells out the gender and equity issues as well as planned interventions/actions in the Sustainable Energy Development 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 gender and equity issues in the formulation of Budget Framework Paper (BFP) and Ministerial Policy Statements. 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 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 to facilitate the mobilisation spells out the gender and equity issues; the proposed interventions and performance indicators.

The Handbook will simplify the integration of gender and equity responsive interventions into the Budget Framework Paper 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, the 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 (table 1). 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 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); equity (children, youth, elderly, persons with disability, chronically sick and other vulnerable groups); gender (women/girls, men/boys), and inclusiveness of the interventions. The above parameters should also be given priority during annual and quarterly work plans 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	<p>Outcome: Increased electricity access</p> <p>Objective: Increase access and utilisation of electricity</p> <p>Indicator: Percentage of households with access to electricity from 50% (2020) to 80% (2025)</p>
2	Past Performance	Achievement at Half Year	<p>These should be drawn from the outcome performance indicators – the change desired when gender and equity issues are addressed.</p> <p>Indicate the gender and equity issues among the key performance issues to be addressed by the sector. Select these from the list of gender and equity issues.</p> <p>Indicate whether any gender and equity issues were addressed in the previous FY.</p> <p>List the outputs derived from the interventions that you carried out. These can be picked from the gender and equity issues and proposed strategies/interventions.</p>	<p>Outcome Increased electricity access</p> <p>Outcome indicator Percentage of households with access to electricity from 50% (2020) to 80% (2025)</p> <p>Output completed Customers connected to the grid</p> <p>Output Indicator Population connected to the national grid (%)</p>
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.	<p>Medium-term plans Establish mechanisms to reduce the end-user tariffs</p>
4		Current Year Plans	Indicate key sector output and outcome performance indicators to show that gender and equity issues have been addressed.	<p>Planned output Consumers connected to the grid</p>
5	Outcome, intermediate outcome indicators	Outcome, intermediate outcome indicators		<p>Intermediate outcome Establish mechanisms to reduce the end-user tariffs</p> <p>Intermediate outcome indicator Percentage of households with access to electricity 50% (2020)</p>

3.0 Gender and Equity Responsiveness in the Sustainable Energy Development Programme

Budgeting is the tool through which Government translates its priorities into public services. The government has also prioritised gender and equity as the best approach to inclusive national development and equitable distribution of resources, opportunities, and wealth. Therefore, Gender and Equity Planning and Budgeting is an approach of allocating and utilising resources taking into consideration the different needs, interests, and constraints of the various categories of people without any discrimination and addressing any imbalances that exist.

Sustainable Energy Development is one of the 20 programmes of the NDPIII and it operationalises objective three of **consolidating and increasing the stock and quality of productive infrastructure**.

The programme seeks to address key challenges which include:

- i. Over-reliance on biomass sources in the energy mix,
- ii. Constrained electricity transmission and distribution and distribution infrastructure,
- iii. Limited access to off-grid solutions,
- iv. Limited productive use of energy,
- v. Long lead time of energy projects,
- vi. Low levels of energy efficiency, and
- vii. Uncoordinated intra and inter-sectoral planning.

Most of these challenges are part of the gender and equity issues which when addressed shall improve the livelihood of Ugandans especially the vulnerable persons.

Therefore, the objectives of the programme are to:

- i. Increase access and utilisation of electricity,
- ii. Increase generation capacity of electricity,
- iii. Increase adoption and use of clean energy, and
- iv. Promote utilisation of energy-efficient practices and technologies.

3.1 Gender and Equity Issues and their Responsive Interventions in the Sustainable Energy Development Programme

This section elaborates the gender and equity issues in the Sustainable Energy Development Programme and how they affect programming for inclusive development. It is intended to guide users to effectively implement gender and equity responsive interventions. Table two (2) highlights the gender and equity issues and their justifications, related interventions, outputs and corresponding actions in the Programme Implementation Action Plan (PIAP).

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

Sub-Programme	Gender and Equity Issues	Justification / Impact of the Gender and Equity Issue	Interventions in the NDPIII	Outputs in the PIAP	Corresponding Actions in the PIAP
Generation	Marginalisation of landowners' dependents	During compensation, the dependents (spouse, children, older persons) of the landowners at most times do not benefit from the proceeds of land.	Develop medium and small power plants (Muzizi HPP, Nyagak, biogas cogeneration)	Muzizi HPP, Nyagak III HPP and biogas cogeneration plants constructed	Land acquisition for the construction of Muzizi HPP with consideration of the marginalised groups
	Limited engagement of women, children, the older persons in the Environment Impact Assessments (EIAs)	During compensation, the women, children and older persons are not consulted resulting in failure to address their unique needs.	Large hydropower plants initial activities finalised	EIA recommendations implemented	Carry out environment audits on projects putting issues of gender and equity into consideration
Transmission and Distribution	Incidences of sexual violence and exploitation against women and girls in energy infrastructure project areas	Sexual violence and exploitation against women and girls in areas where energy infrastructure projects are located leads to increased exposure to health risks including HIV/AIDS.	Rehabilitate the existing transmission network	Rehabilitated transmission network	Undertake awareness on GBV, VAC and sexual exploitation
	Inadequate engagement of all stakeholders during land acquisition, compensation, and resettlement	Land acquisition entails compensation and resettlement which benefits the landowners who are usually men. The other dependants (women, children, older persons) are usually marginalised in this process.	Expand and rehabilitate the distribution network (grid expansion and densification, last-mile connections, evacuation of small generation plants, quality of supply projects)	Expanded distribution network	Land acquisition with consideration of gender and equity issues Land acquisition with consideration to gender and equity issues

Sub-Programme	Gender and Equity Issues	Justification / Impact of the Gender and Equity Issue	Interventions in the NDPIII	Outputs in the PIAP	Corresponding Actions in the PIAP
	High connection fees to grid power	High connection fees prevent consumers from accessing power. With the women, youth, PWDs and older persons usually lacking or having limited incomes, they at most times fail to pay these fees.	Establish mechanisms to reduce the end-user tariffs	Consumers connected to the grid	Implementation of free connections policy taking into consideration people with disabilities, the elderly, the male and female-headed households
	High cost of wiring limits on-grid connections especially for the Small and Medium Enterprises (SMEs) and poor households	High cost of wiring discourages small businesses and poor households from connecting to the grid power.			Provide Credit Support Facility in support of wiring for on-grid household & SME connections and three-phase connections for commercial enterprises including women, elderly and persons with disabilities
	High fluctuating power tariffs	The high and fluctuating tariffs prevent the poor from accessing power.	Establish mechanisms to reduce the end-user tariffs	Consumers connected to the grid	Tariff stabilisation to enable affordability by all
	Low connection to the grid in rural areas	The high-end user tariffs limit affordability of power for poor households and small businesses.			Implementation of rural electrification project with consideration to gender and equity issues.
Energy Efficiency	Over-reliance on wood fuel as a source of energy for cooking Limited uptake and adoption of improved cooking technologies	Biomass contributes 88% in form of firewood, charcoal and crop residue. This has adverse socio-economic implications on the health, environment, time spent collecting firewood and household productivity especially for women and children who do most of the cooking in homesteads.	Promote uptake of alternative and efficient cooking technologies (electric cooking, domestic and institutional biogas and LPG)	a) Increased uptake of improved cook stoves	i) Household charcoal stoves disseminated ii) Develop and implement a Financing mechanism to address supply-side and demand-side financial barriers inhibiting the uptake of improved clean cooking technologies (including improved cook stoves, domestic biogas systems and LPGs).

Sub-Programme	Gender and Equity Issues	Justification / Impact of the Gender and Equity Issue	Interventions in the NDP/III	Outputs in the PIAP	Corresponding Actions in the PIAP
				<p>b) Increased utilisation of alternative and efficient cooking technologies</p>	<p>iii) Development of cook stoves standards iv) Local production of ethanol stoves developed and ethanol stoves disseminated putting into consideration the marginalised groups. v) Grant research to scientists/researchers to develop, test and disseminate high efficient models of biomass cook stoves, briquettes, and charcoal kilns. vi) Motorised briquetting machines systems with waste carbonise component disseminated.</p> <p>i) Dissemination of biogas system at households and schools level for cooking. (Replacement of septic tanks for with biogas digester) ii) Schools and institutions using high efficient Firewood/charcoal stoves disseminated No. of Institutions with improved cook stoves iii) Increase adoption and transfer of energy-efficient technologies into the local population putting into consideration the marginalised groups. iv) Increase research and development into indigenous energy-efficient technologies v) Promote uptake of alternative and efficient cooking technologies such as electric cooking (%) putting into</p>

Sub-Programme	Gender and Equity Issues	Justification / Impact of the Gender and Equity Issue	Interventions in the NDP/III	Outputs in the PIAP	Corresponding Actions in the PIAP
			Invest in LPG Infrastructure	c) Increased uptake of LPG	<p>consideration the marginalised groups. v) Biogas systems at institutional level</p> <p>i) Promote uptake of LPG for cooking putting into consideration the marginalised groups. ii) LPG awareness campaigns and usage safety information disseminated to mapped public putting into consideration the marginalised groups.</p>



4.0 Programme Gender and Equity Programme Assessment

The Sustainable Energy Development Programme aims at achieving several outcomes namely:

- i. Increased access and utilisation of electricity
- ii. Increased electricity generation capacity
- iii. Increased adoption and use of clean energy
- iv. Promote utilisation of energy-efficient practices and technologies.

These outcomes are gender and equity responsive and are measured for five (5) years of the NDP III against their respective indicators.

- i. Increase the percentage of households with access to electricity from 50% to 80%.
- ii. Increase % of adoption of energy-efficient technologies from 30% to 50% across all consumer categories

Table three (3) indicates the gender and equity output performance indicators and their respective targets for the five years of the NDPIII programme implementation

Table 3: Selected Gender and Equity Output Performance Indicators

Sub-Programme	Objective	Interventions	Outputs	Indicators	Baseline	Targets (Financial Year)				
						2020/21	2021/22	2022/23	2023/24	2024/25
Generation	Increase generation capacity of electricity	Develop medium and small power plants (Muzizi HPP, Nyagak, Nyagak, biogas cogeneration)	Muzizi HPP, Nyagak III HPP and biogas cogeneration plants constructed	Land acquisition for the construction of Muzizi HPPP with consideration of the marginalised groups	44	44				
		Large hydropower plants initial activities finalised	EIA recommendations implemented		1	1	1	1	1	1
Transmission and Distribution	Increase access and utilisation of electricity	Rehabilitate the existing transmission network	Rehabilitated transmission network	Km of transmission line rehabilitated	-	260	47.5	160.5	56.4	361.2
		Expand and rehabilitate the distribution network (grid expansion and densification, last-mile connections, evacuation of small generation plants, quality of supply projects)	Expanded distribution network	Medium and low voltage lines constructed	MV 11,438 LV 7,917	2,500	1,000	1,000	2,000	2,000
	Establish mechanisms to reduce the end-user tariffs	Consumers connected to the grid	Consumers connected to the grid	No. of consumers connected to the grid per consumer category	Large Ind ----- - Med Ind -----	10	10	10	15	10
						30	40	40	40	50

Sub-Programme	Objective	Interventions	Outputs	Indicators	Baseline	Targets (Financial Year)					
						2020/21	2021/22	2022/23	2023/24	2024/25	
Energy Efficiency	Promote utilisation of energy-efficient practices and technologies	Promote uptake of alternative and efficient cooking technologies (electric cooking, domestic and institutional biogas and LPG)	Increased uptake of improved cook stoves	No. of households using improved cook stoves ('000s)	Comm-----	100	150	150	150	200	
					Dom ('000s)						
					250	300	300	300	300		
					Population connected to the grid	40	50	55	60	65	70
					60	70	80	90	100	110	
	Increased utilisation of alternative and efficient cooking technologies	Proportion of population using alternative and efficient cooking technologies (electric cooking, domestic and institutional biogas and LPG (%)		2	3	4.5	6.8	10.1	15.2		
	Invest in LPG infrastructure	Increased uptake of LPG	Proportion of households (7.3millions) using LPG (%)	1	3	7	10	15	20		
		Level of awareness coverage mapped and information disseminated (%)		1	10	20	50	80	100		

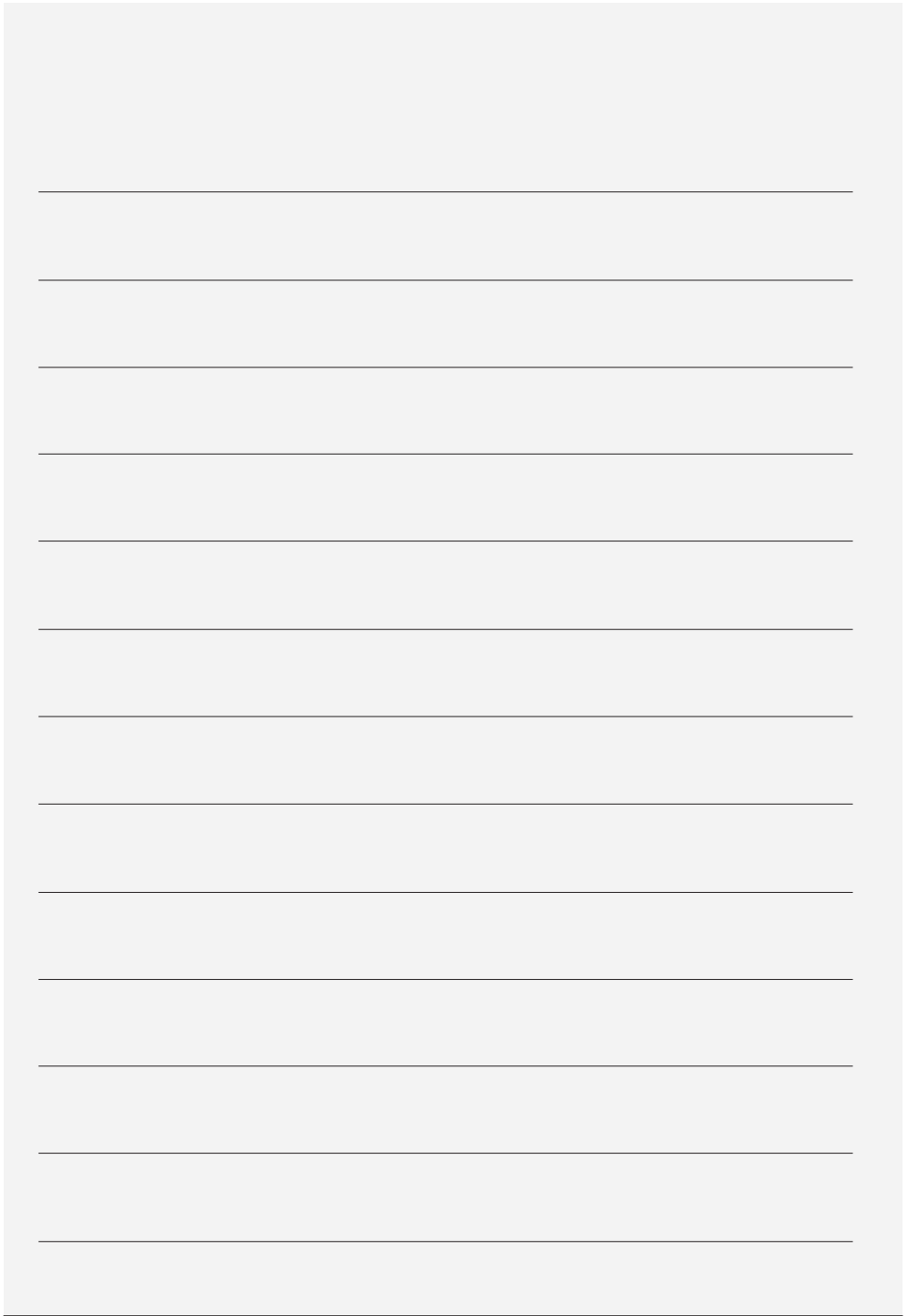
5.0 Emerging Issues

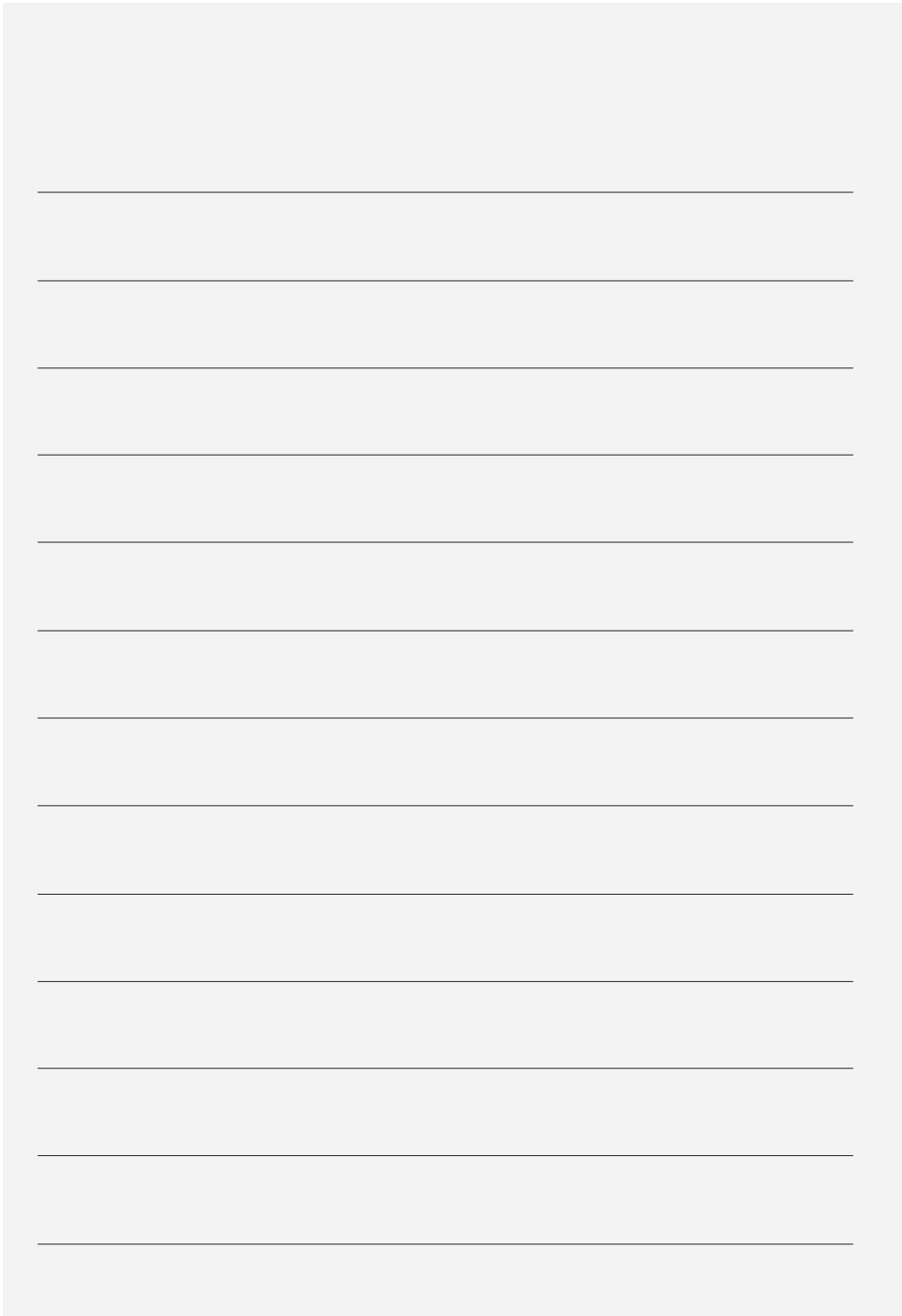
During the dialogue held with stakeholders in the Sustainable Energy Development Programme, the following were the emerging issues for consideration during the midterm review of the National Development Plan (NDPIII) 2020/21 to 2024/25 and NDPIV.

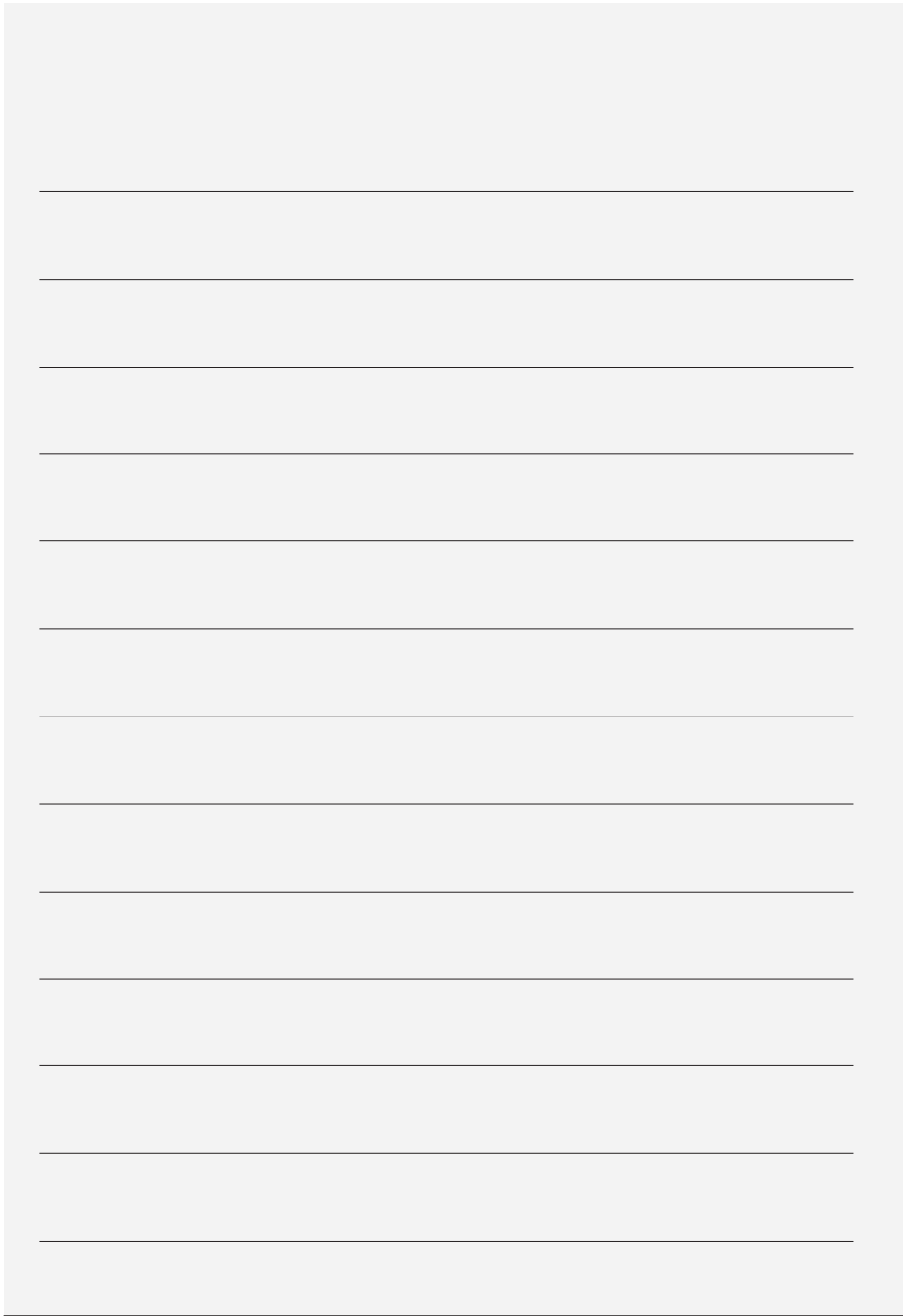
- The Equal Opportunities Commission (EOC) should intensify its trainings and ensure that more organisations benefit. It was noted that the Uganda Electricity Transmission Company Limited (UETCL) had not benefitted from any gender and equity trainings organised by the EOC.
- Implementers in the transmission sub-sector have often considered gender and equity only during RAP implementation, but there is need to include these aspects in other activities conducted during their operations.

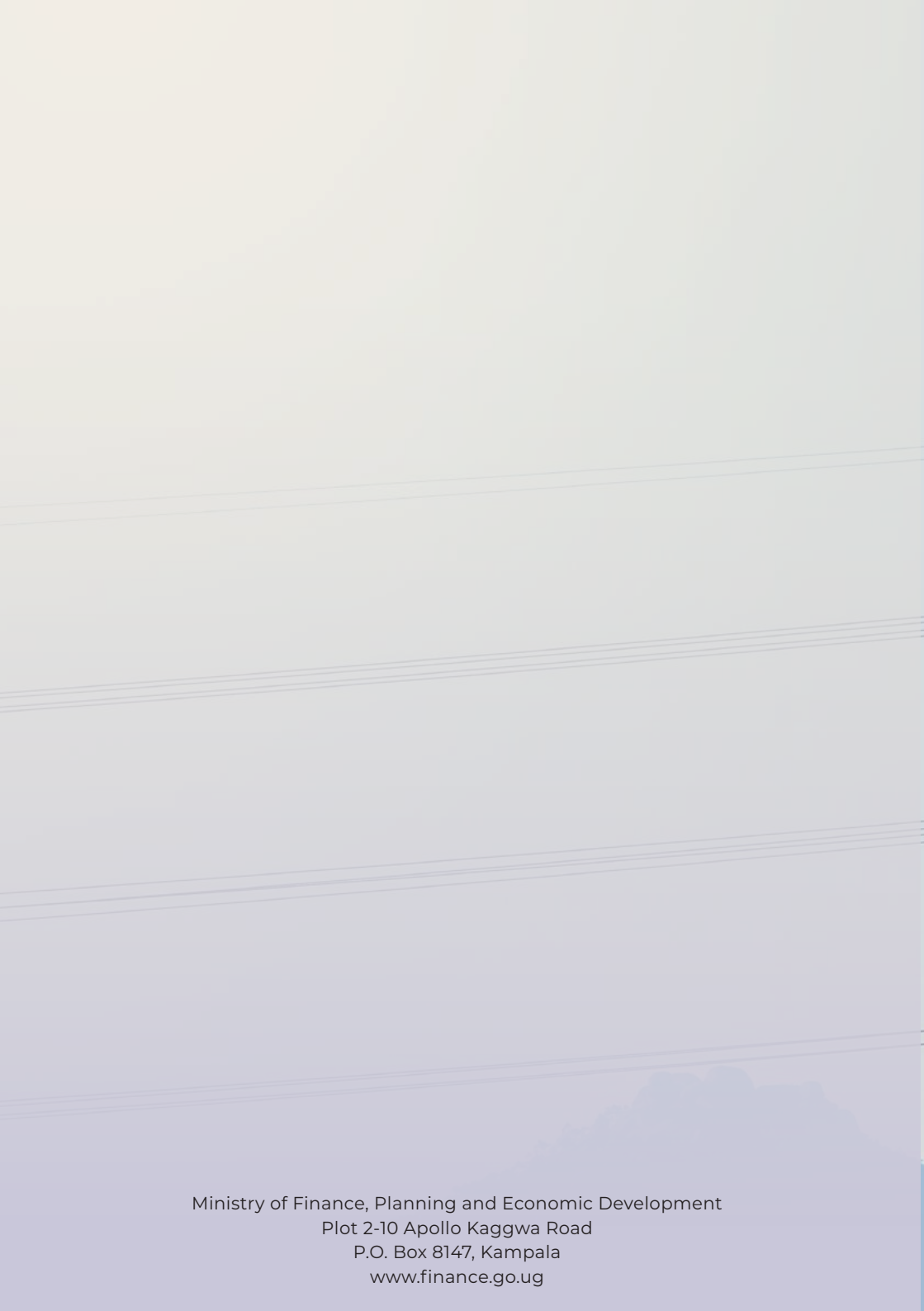
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