



THE REPUBLIC OF UGANDA

Gender and Equity Interventions Performance Report - Financial Year 2018/19

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October 2019

*Ministry of Finance, Planning and Economic Development*  
P.O.Box 8147, Kampala Uganda  
[www.finance.go.ug](http://www.finance.go.ug)





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## ABBREVIATIONS AND ACRONYMS

A.I.A	Appropriation in Aid
ACE	Area Cooperative Enterprise
ACF	Agriculture Credit Facility
ADB	African Development Bank
AfDB	African Development Bank
AIA	Appropriations in Aid
AIDS	Acquire Immune Deficiency Syndrome
ARVS	Anti-Retroviral
ASAP	Adaptation for small holder Agricultural Program
ASJAR	Accountability Sector Joint Annual Review
ASM	Artisanal and Small Scale Miners
BADEA	Arab Bank for Economic Development in Africa
BFP	Budget Framework Paper
BMAU	Budget Monitoring and Accountability Unit
Bn	Billion
BoQs	Bills of Quantities
BoU	Bank of Uganda
BPED	Budget Policy and Evaluation Department
BPO	Business Process Outsourcing
BUBU	Buy Uganda Build Uganda Policy
CAO	Chief Administrative Officer
CCT	Centre Coordinating Tutor
CDAP	Community Development Action Plan
CDO	Cotton Development Organisation
CERT	Computer Emergency Response Team
CF	Community Facilitator
CFO	Chief Finance Officer
CGV	Chief Government Valuer
CHEWs	Community Health Extension workers
CMC	Catchment Management Committee
CPTC	Core Primary Teachers' College
CPU	Community Processing Unit
CSOs	Civil Society Organizations
CTC	Crush Tear Curl
D/CAO	Deputy Chief Administrative Officer
DEO	District Education Officer
DEOs	District Environment Officers
DGSM	Directorate of Geological Surveys and Mines
DHO	District Health Officers
DHSDCG	District Hygiene and Sanitation Development Conditional Grant
DIS	District Inspector of Schools
DISP	District Infrastructure Support Programme
DLGs	District Local Governments

DP	Directorate of Petroleum
DRRU	Districts Roads Rehabilitation Unit
DUCAR	District, Urban and Community Access Roads
DWSDCG	District Water Development Grant for rural water facilities
E&P	Exploration and Production
EAPHLNP	East Africa Public Health Laboratory Networking Project
EDD	Expected Date of Delivery
E-GP	Electronic Government Procurement
EIA	Environmental Impact Assessment
EMHS	Essential Medicines and Health Supplies
EmNOC	Emergency Obstetric and Neonatal Care
ENR	Environment and Natural Resource
EOC	Equal Opportunities Commission
EPC	Engineering Procurement and Construction
EPCC	Engineering Procurement Construction Contractor
ERT	Energy for Rural Transformation
ESC	Education Service Commission
FAWEU	Forum for African Women Educationists
FGD	Focus Group Discussion
FID	Final Investment Decision
FIEFOC	Farm Income Enhancement and Forestry Conservation
FY	Financial Year
G&E	Gender and Equity
GAVI	Global Alliance for Vaccines Initiative
GDP	Gross Domestic Product
GEP	Gender in Education Policy
GFS	Gravity Flow Schemes
GIS	Geographical Information System
GIZ	German International Cooperation
GoU	Government of Uganda
Ha	Hectare
HC	Health Centre
HESFB	Higher Education Students Financing Board
HEST	Higher Education Science and Technology
HIV	Human Immune Virus
HMIS	Health Management Information System
HPP	Hydro Power Project
HR	Human Resource
HRH	Human Resources for Health
HRIS	Human Resource Management Information System
HRM	Human Resource Management
HSC	Health Service Commission
HSD	Health Sub District
HSDP	Support to Health Sector Development Plan

HSE	Health Safety and Environment
HSS	Health Strengthening Support
HV	High Voltage
IAC	Information Access Centre
ICT	Information Communication Technology
ICU	Intensive Care Unit
IDA	International Development Association
IDB	Islamic Development Bank
IDPs	Internally Displaced People
IFAD	International Fund for Agricultural Development
IFMS	Integrated Financial Management Services
IG	Inspectorate of Government
ISACA	Information Systems Audit and Control Association
ISO	International Standards Organization
ITES	Information Technology Enabled Services
IWRM	Integrated Water Resources Management
JICA	Japan International Cooperation Agency
KCCA	Kampala Capital City Authority
KfW	German Financial Cooperation (KfW Bankengruppe)
Kg	Kilogram
KHPP	Karuma Hydro Power Project
KIDP	Karamoja Integrated Development Programme
KIP	Karuma Interconnection Project
Km	Kilometre
KMC	Kiira Motors Corporation
kV	kilo Volts
LEAFII	Multi-Lateral Lakes Edward & Albert Integrated Fisheries and Water Resources Management
LG	Local Government
LGA	Local Government Act, CAP 243
LGMSD	Local Government Management and Service Delivery
LLG	Lower Local Government
LPO	Local Purchase Order
LRDP	Luwero Rwenzori Development Project
LV	Low Voltage
M&E	Monitoring and Evaluation
MAAIF	Ministry of Agriculture Animal Industry and Fisheries
MATIP	Markets and Agricultural Trade Improvement Programme
MDAs	Ministries, Departments and Agencies
MDIs	Micro Deposit Taking Institutions
MEMD	Ministry of Energy and Mineral Development
MFPED	Ministry of Finance, Planning and Economic Development
MHM	Menstrual Hygiene Management
MLHUD	Ministry of Lands, Housing and Urban Development

MNRH	Mulago National Referral Hospital
MoES	Ministry of Education and Sports
MoES	Ministry of Education and Sports
MOH	Ministry of Health
MoICT&NG	Ministry of Information, Communications Technology and National Guidance
MoJCA	Ministry of Justice and Constitutional Affairs
MoLG	Ministry of Local Government
MoPS	Ministry of Public Service
MoSTI	Ministry of Science, Technology and Innovations
MoTIC	Ministry of Trade, Industry and Cooperatives
MoU	Memoranda of Understanding
MoWE	Ministry of Water and Environment
MoWT	Ministry of Works and Transport
MPS	Ministerial Policy Statements
MT	Metric Tonne
MTEF	Medium Term Expenditure Framework
MUBS	Makerere University Business School
MUST	Mbarara University of Science and Technology
MW	Mega Watts
MWE	Ministry of Water and Environment
MWMID	Mineral Wealth and Mining Infrastructure Development
NAADS	National Agriculture Advisory Services
NAADS	National Agricultural Advisory Services Secretariat
NAGRC&DB	National Animal Genetic Resources Centre and Data Bank
NARO	National Agricultural Organization
NBI	National Backbone Transmission Infrastructure
NDC	National Disease Control
NDP	National Development Plan
NDP	National Development Plan
NEC	National Enterprise Corporation
NELSAP	Nile Equatorial Lakes Subsidiary Action Programme
NEMA	National Environment Management Authority
NFA	National Forestry Authority
NGOs	Non-Government Organizations
NIISP	National ICT Initiatives Support Programme
NIRA	National Information and Registration Authority
NITA-U	National Information Technology Authority
NLI	National Leadership Institute
NMS	National Medical Stores
NOC	National Oil Company
NOGP	National Oil and Gas Policy
NRC	National Road Construction/Rehabilitation Programme
NRMP	National Roads Maintenance Programme

NSTEISP	National Science, Technology Engineering and Innovation Skills Enhancement Project
NTR	Non Tax Revenue
NTSC	National Tree Seed Centers
NUYDC	National Uganda Youth Development Centre
NWSC	National Water and Sewerage Corporation
OAG	Office of the Auditor General
OFC	Optic Fibre Cable
OFID	OPEC Fund for International Development
OPD	Outpatient Department
OPEC	Organization of Petroleum Exporting Countries
OPM	Office of the Prime Minister
OWC	Operation Wealth Creation
PAPs	Project Affected Persons
PAR	Portfolio at Risk
PAU	Petroleum Authority of Uganda
PBB	Programme Based Budgeting
PBS	Programme Based Budgeting System
PDHs	Physically Displaced Households
PEPD	Petroleum Exploration and Production Department
PFI	Participating Financial Institution
PFM	Public Financial Management
PFMA	Public Financial Management Act
PHC	Primary Health Care
PHH	Post Harvest Handling
PIBID	Presidential Initiative on Banana Industrial Development Project
PMG	Production and Marketing Grant
PMTCT	Prevention of Mother to Child Transmission
PPDA	Public Procurement and Disposal of Assets
PPE	Personal Protective Equipment
PPP	Public Private Partnership
PRDP	Peace Recovery and Development Plan
PRELNOR	Project for the Restoration of Livelihoods in Northern Uganda Region
PSA	Production Sharing Agreements
PSM	Public Sector Management
PSP	Public Stand Post
PWDs	People with Disabilities
PWSS	Piped Water Supply Systems
Q	Quarter
RAP	Resettlement Action Plan
RBB	Regional Blood Banks
RBF	Results Based Financing
RCIP	Regional Communication Infrastructure Programme
REA	Rural Electrification Agency

RIDP	Rural Industrial Development Programme
RMSP	Rural Microfinance Support Project
ROW	Right of Way
RRH	Regional Referral Hospital
RtW	Ready to Work
SACCO	Savings and Credit Cooperative Organization
SCAP	Service Coverage Acceleration Project
SDR	Special Drawing Rights
SESEMAT	Secondary Science Education and Mathematics Teachers
SFG	School Facilities Grant
SMEs	Small and Medium Enterprises
SMWT	Senior Men and Women Teachers
SNE	Special Needs Education
SOFTE	Soroti Fruit Factory
STEM	Science Technology, Engineering and Mathematics
STI	Science, Technology and Innovations
TB	Tuberculosis
TEFCU	Teso Farmers' Cooperative Union
TSA	Treasury Single Account
UAC	Uganda AIDS Commission
UBC	Uganda Broadcasting Corporation
UBTS	Uganda Blood Transfusion Services
UCC	Uganda Communications Commission
UCDA	Uganda Coffee Development Authority
UCI	Uganda Cancer Institute
UDC	Uganda Development Corporation
UEDCL	Uganda Electricity Distribution Company Limited
UEGCL	Uganda Electricity Generation Company Limited
UETCL	Uganda Electricity Transmission Company Limited
Ug shs	Uganda Shillings
UGCEA	Uganda Ginners and Cotton Exports Association
UgIFT	The Uganda Inter-Governmental Fiscal Transfer Program
UHI	Uganda Health Institute
UHSSP	Uganda Health Sector Strategic Plan
UICT	Uganda Institute of Information and Communications Technology
UIRI	Uganda Industrial Research Institute
UMC	Uganda Media Centre
UNBS	Uganda National Bureau of Standards
UNCST	Uganda National Council for Science and Technology
UNICEF	United Nations Children Education Fund
UNISE	Uganda National Institute for Special Needs Education
UNMHCP	Uganda National Minimum Health Care Package
UNOC	Uganda National Oil Company
UNOPS	United Nations Office for Project Services

UNRA	Uganda National Roads Authority
UPE	Universal Primary Education
UPL	Uganda Posts Limited
URA	Uganda Revenue Authority
URF	Uganda Road Fund
US\$	United States Dollar
USADF	United States African Development Foundation
USE	Universal Secondary Education
UTSEP	Uganda Teacher and School Effectiveness Project
UWEC	Uganda Wildlife Education Centre
VACIS	Violation against Children in Schools
VAT	Value Added Tax
VWMZ	Victoria Water Management Zone
WFP	World Food Program
WMZ	Water Management Zones
WRM	Water Resources Management
WSC	Water Source Committee
WSDF	Water and Sanitation Development Facility
WUCs	Water User Committees
ZARDI	Zonal Agricultural Research Development Institutes

## GLOSSARY

**Affirmative Action:** refers to preferential treatment/measures for redressing inequalities or imbalances in accessing resources, power or opportunities. It is a commitment but of temporary nature.

**Disability** is defined as permanent and substantial functional limitation of daily life activities caused by physical, mental or sensory impairment and environmental barriers resulting in limited participation.

**Gender:** Gender is the way society determines the different roles, responsibilities, and benefits to males and females varying from place to place and over time. Hence gender differences are not biologically determined like sex, but are part of people's traditions and cultures, values and practices of a given society.

**Gender Issue:** This is a statistical or social measure/indicator of inequality between males and females arising from discrimination and/or marginalization within society.

**Gender Equality:** Women and men's similarities and differences are recognized and equally valued. Men and women enjoy equal status, recognition and consideration. Gender equality does not mean that women and men become the same, but that their opportunities to participate in, and benefit from interventions are equal.

**Gender Equity:** is fairness and justice in the distribution of resources, benefits, and responsibilities between men and women, girls and boys in all spheres of life.

**Gender and Equity Budgeting:** is type of resource allocation that includes analysis of public revenue and public expenditures from a gender and equity perspective. This means that the budgetary implications for and impacts on women and girls compared to men and boys are considered. Gender and equity budgeting does not produce a separate budget but is an analytical tool applied to mainstream budgetary processes.

**Gender Mainstreaming:** is a conscious approach of an organization to take into account gender equality concerns in all policy, programmes, administrative and financial activities as well as institutional structures and procedures.

**Gender Responsive** is the ability of an individual or agency, to take into account the social relations of women and men as well as differences in their needs for any undertaking or decision.

**Gender Responsive Budgeting:** is government planning, programming and budgeting that contributes to the advancement of gender equality and the fulfilment of women's rights. It entails identifying, reflecting and funding needed interventions.

**Gender Statistics:** Are statistics that adequately reflect the differences and inequalities between women and men in all areas of life. Producing gender statistics entails disaggregating individual data by sex, and other characteristics like age, disability, to reveal those differences or inequalities, and collecting data on specific issues that affect one sex more than the other or relate to gender relations between men and women.

**Sexual harassment** are the unwelcome sexual advances, requests for sexual favors, and other verbal or physical conduct of a sexual nature that tends to create a hostile or offensive work environment. One directly or indirectly makes a request to a person for sexual contact or any other form of sexual activity .It uses language whether written or spoken of a sexual nature, uses visual material of a sexual nature or shows physical behavior of a sexual nature.

## FOREWORD

With the legislation of gender and equity budgeting under the Public Finance Management Act (PFMA) 2015, it is now mandatory for all ministries, departments, agencies and local governments to address gender and equity concerns in their budgets. The practice is taking root but is challenged by the weak follow up of the gender and equity commitments. To that effect, the ongoing annual budget monitoring efforts were identified as an appropriate entry point.

The Budget Monitoring and Accountability Unit's (BMAU) annual monitoring was enhanced to include specific gender and equity responsive programmes. Key activities entailed tracking national budget allocations and monitoring implementation based on releases. There was documentation to show case whether the allocations have added value in changing women's lives leading to gender sensitive service delivery, and how other vulnerable groups and regions were also benefitting.

This gender and equity responsive budget monitoring report will inform the government budget formulation discussions. Having better-monitored policies and budgets, will provide knowledge on what works at multiple scales; and facilitate decisions about which national priorities to finance in favor of gender and equity. This data-based pathway to influencing policy and spending choices in government is vital to enforcing the gender provisions of Uganda's Public Finance Management Act, 2015.

I urge all stakeholders to put this report to effective use.



Keith Muhakanizi  
**Permanent Secretary/ Secretary to the Treasury**

# EXECUTIVE SUMMARY

## Introduction

This report is a review of selected gender and equity (G&E) interventions for FY2018/19 in the following sectors<sup>1</sup>: Accountability; Agriculture; Education; Energy; Health; ICT; Industrialization; Public Sector Management (PSM); Works and Transport; Science, Technology and Innovation; and Water and Environment.

The physical performance of programmes/sub-programmes was assessed through monitoring a range of indicators and linking the progress to reported expenditure where feasible. Selection of outputs tracked was based on level of budget allocations, as well as representativeness of all parts of the country.

Preparation of the report was constrained by the lack of detailed work-plans and targets for some gender and equity responsive programmes/projects/outputs. Furthermore, limited availability of gender and equity disaggregated financial information for some outputs affected the overall sector scores and performance.

## Accountability Sector

The accountability sector contributes towards the fourth NDP II objective of strengthening mechanisms for quality, effective and efficient service delivery. The Sector is composed of 2 sub sectors namely, the Economic and Financial Management Services sub-Sector, and the Audit/Anti-corruption subsector. The Sector has four Thematic Areas namely a) Economic Management b) Resource mobilization and allocation c) Budget execution and accountability ; and d) Audit and Anti-corruption. The thrust for this assessment was on the Economic and Financial Management Services sub-Sector and the 3 thematic areas a) Economic Management b) Resource mobilization and allocation c) Budget execution and accountability.

Gender and equity issues under the sector included; limited physical tracking of government expenditure of G&E interventions, low access to credit finance, limited taxation of the informal sector, and lack of awareness on local content, among others. Through the three votes assessed; Vote 008 Ministry of Finance Planning and Economic Development (MFPED), Vote 141 Uganda Revenue Authority (URA) and Vote 153 Public Procurement and Disposal of Public Assets (PPDA) interventions were made to address the identified gender and equity concerns.

The planned interventions included: enhancing staff capacity in identifying and addressing gender and equity issues, roll out of the Integrated Financial Management System (IFMS) to all LGs and central government agencies; promotion of local content and reservation of certain value of contracts to local suppliers, supporting the informal sector and developing other interventions that ensure reduction in tax evasion.

Overall the sector registered good performance, as the interventions made in the FY 2018/19 resonated with the identified equity and gender issues. Weaknesses registered were lack of explicit budgets on gender and equity, lack of disaggregated data for interventions made and inadequate sensitization and training for rolled out interventions.

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<sup>1</sup>. It also contains information on the assessment of Institutional Gender and Equity Responsiveness. This looks at the availability of the Gender and Sexual Harassment Policies, user friendly infrastructure arrangements such as breast feeding spaces for lactating mothers among others.

## Recommendations

1. MFPED should step up awareness campaigns for gender and equity activities of the respective departments of the Ministry of Finance.
2. URA should increase tax education, tax payer registration and sensitization activities to address concerns of tax evasion and unfair taxation.
3. PPDA should increase awareness efforts on local content and, enforce the threshold for reservations for local firms and vulnerable groups.
4. The Microfinance Support centre should mobilize resources to adequately fund the applications from qualifying applicants.

## Agriculture Sector

The overall agriculture sector goal is to enhance rural incomes, household food and nutrition security, exports and employment<sup>2</sup>. During FY 2018/19, the sector committed to address the gender and equity concerns through increased access to agricultural services by women, youth, persons with disability (PWDs) and disadvantaged areas such as Northern and Eastern Uganda.

The sector allocated 34.6% of its approved budget (UGX687.778 billion) to gender and equity responsive programmes. The overall performance of the G&E responsive programmes, was good rated at 76.4%. Good progress was registered in increasing women and youth's access to key agricultural inputs and services and reaching out to Northern and Eastern Uganda, and hard to reach areas. However, there was gender inequality in access and participation in employment opportunities in sector programmes by females and PWDs. Key constraints to access and participation of the disadvantaged groups included: low awareness about sector programmes; lack of land and capital; long distances to input distribution centres; illiteracy; and cost.

There was low institutional gender and equity responsiveness in the sector. Only six out of 14 institutions assessed had a fair level of responsiveness to G&E. Most had separate toilets for wo/men; and guidelines on handling sexual harassment. None of the institutions used the National Priority Gender Equality indicators. Only two out of 14 institutions had safe spaces for breastfeeding mothers.

## Challenges

- i) Inadequate access to agricultural inputs and services by women, youth, PWDs and the Northern and Eastern region due to: low awareness about sector programmes; lack of land and capital; long distances to input distribution centres; illiteracy; cost; and low outreach.
- ii) Late delivery and poor quality of inputs constrained effective utilization of the inputs by the marginalized groups and regions.
- iii) Limited awareness of policy and guidelines and capacity for promoting institutional gender and equity responsiveness.

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<sup>2</sup> GoU, 2015. National Development Plan (NDPII)

## Recommendations

- i) The Ministry of Agriculture, Animal Industry and Fisheries (MAAIF), agencies and LGs should improve targeting and reaching out to women, youth, PWDs and Northern and Eastern Uganda when providing inputs, tractor hire services, training and extension services.
- ii) The MAAIF and sector institutions and LGs should improve dissemination of information about the programmes and projects with affirmative action to reach out to the disadvantaged groups.
- iii) The Ministry of Gender, Labour and Social Development (MGLSD) in collaboration with the MFPE and Equal Opportunities Commission (EOC) should disseminate policies, laws and guidelines for enhancing institutional gender responsiveness and build capacity of the sector staff to address the concerns.

## Education Sector

In FY 2018/19, the sector committed to elimination gender disparities in education and ensure equal access to all levels of education and vocational training for the vulnerable, including persons with disabilities, indigenous peoples and children in vulnerable situations. In addition, the sector was to build and upgrade education facilities that are child, disability and gender sensitive and provide safe, non-violent, inclusive and effective learning environments for all.

The approved budget for FY 2018/19 inclusive of external financing was Ug shs 180.71 billion, of which Ug shs 176.9 (98%) was released and expended by 30th June 2019. The gender and equity budget allocation in relation to the sector budget was 3%<sup>3</sup>. The overall sector gender and equity interventions performance was good at 80.6%. All the Votes registered good performance save for the Education Service Commission.

The good performance was mainly noted under capacity building of learners and teachers to appreciate science and mathematics courses; construction of seed secondary schools in sub counties without a government aided secondary school; and procurement of specialized equipment for special needs children.

### Sector Implementation Challenges

- i) Limited reach of interventions due to inadequate funding; a number of interventions are concentrated mainly in public/Government aided institutions largely due to the limited funds.
- ii) Limited Capacity of Stakeholders to mainstream gender and equity into their planning, budgeting and implementation of programmes.

## Conclusion

The sector made tremendous efforts towards gender and equity mainstreaming through a number of policies, and initiatives/interventions. However, more efforts are required to

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3. The figure makes reference to only what was monitored. The budgets for the other five universities and degree awarding institutions are not included, neither is the SFG and UPE budget for the other 81 districts not monitored and any of the other programmes that had no specific gender or equity budget but rather had their interventions mainstreamed.

ensure that the different needs and interests of boys, girls, special needs children and any other marginalized /disadvantaged group are addressed.

## **Recommendations**

- i) The Ministry of Education and Sports, should continue building capacity to enhance knowledge, skills and attitudes in gender and equity mainstreaming for all stakeholders in the sector.
- ii) The responsible officers for the different education sector programs at the centre and local government level should allocate more funds to gender and equity interventions in their respective programs and subprograms.

## **Energy and Minerals Sector**

The key gender and equity issues in the sector were the displacement of people when providing right of way; the low level of access to electricity in the rural areas due to high cost of connection; and low participation of Ugandans in the oil and gas sector due to lack of local content. There is reliance on biomass by most households and institutions especially school in order to meet their energy needs. Furthermore, the activities of the artisanal miners are poorly regulated which leads to exploitation and poor working conditions.

To that effect, the planned interventions included: rural electrification grid extensions, extension of the electricity transmission grid to the underserved areas, promotion of renewable energy and energy efficiency, compensation of project affected persons and implementation of Community Development Action Plan (CDAP). Others included implementation of the national content policy in the oil and gas, as well as regulation and monitoring of artisanal miners.

The energy and minerals sector overall performance in implementation of gender and equity interventions in FY 2018/19 was fair at 69.5%. Under the Energy Planning, Management and Infrastructure Development programme performance was fair. The percentage of households connected to the grid was 28% which met the set target of 25%. The extension of the high voltage transmission grid achieved 630km of new lines added which enabled the interconnection of Kasese to Mbarara, Hoima to Fort Portal and Fort Portal to Kasese. However the compensation of project affected persons under this programme had not progressed well due to various factors.

The implementation of the gender and equity interventions under the Large Hydro Infrastructure Programme was also fair at 68.6%. The Community Development Action Plan (CDAP) activities which included drilling of boreholes, reconstruction of infrastructure for selected schools and health centers in both Kayunga and Kamuli were progressing well. CDAP under Karuma HPP had not commenced.

Under oil and gas, interventions to promote local and national content was fair. Several workshops and trainings were held in the Albertine region and other parts of the country to share information and opportunities for local companies. Several local companies and education institutions were trained in aspects of health, safety and business practices that are required in the oil and gas sector. The national content regulations for upstream and midstream have been developed and translated in the various local languages (Runyoro, Luo, Luganda).

Gender and equity interventions under the minerals subsector performed well. A total of 7,663 Artisanal and Small Scale Miners were registered against a target of 5,000 for the FY. These included 2,249 miners who were registered in Mubende; 1,614 in Namayingo; 3,000 in Karamoja region and 800 in Isingiro and Ntungamo. The reorganization of miners in Mubende was completed and 30% of the mining area in Mubende was allocated to artisanal miners. A total of 2,720 Artisanal Miners and 160 Artisanal Mining groups were trained on environment, community, legal and regulatory framework, health and safety, enterprise and exploration skills in the districts of Entebbe, Mbale, Gulu, Fort Portal, Buhweju and Mubende.

Under the Rural Electrification Programme performance was fair and the target of consumers accessing electricity (120,457) was achieved with a score of 149,831. Related to this the number of people accessing the electricity grid increased to 28%. However most of the connections were recorded in UMEME run service territories.

## Challenges

The key challenges that affected the sector were: the high cost of new connections and electricity tariffs leaving most of the rural population without access to electricity; the inadequate funding towards compensation of project affected people and CDAP activities; and the low capacity of local companies leaving them unable to utilize opportunities under oil and gas.

## Recommendations

To overcome the mentioned challenges, Government should:-

- Allocate more funding to facilitating the new connections policy so that more consumers are connected to the grid;
- Prioritize funding to gender and equity interventions under the various projects to avoid implementation delays;
- Provide more support to local companies in the oil and gas sector so that they build their capacity.

## Health Sector

The key gender and equity issues in the health sector were; high maternal mortality rates; limited reproductive health supplies; limited health care services to address the needs of older persons and persons with disabilities; unavailability of health facilities and staff housing in some areas including those hard to reach among others.

During the FY2018/19, the sector made some gender and equity commitments to partly address the identified issues. These included reduction of maternal and neonatal mortality; provision of equitable services to all cancer patients; provision of essential medicines and health supplies across the country; training of staff in gender and equity programming ; and increase access to mental health care for female, children and disabled mentally ill patients among others.

The health sector allocation for gender and equity commitments was Ug shs 401.96 billion (17% of the entire sector budget excluding arrears) of which Ug shs 311.01 billion (77%) was

released and Uganda shs 190.55 billion spent (61%). Majority of the expenditures were made by Ministry of Health (MoH) for immunization, construction/rehabilitation of hospitals to enhance maternal and child health care. Other expenditures were made on safe blood provision and mental health services.

Overall, the sector achieved 69% (fair) of the planned outputs. Best performing programmes were; Provision of Specialized Mental Health Services at 86%. Specialized Outpatient and Primary Health Care (PHC) Services at (more than 100%); and Clinical Services at 71% of the planned outputs. Nodding Disease Victims were rehabilitated, provided food, beddings and medical supplies. However, issues related to sustainability and relapse of patients were noted.

Fair performers were; Cancer Services at 65%, the Uganda Cancer Institute (UCI) managed 21,946 different types of cancers. The UCI registered 101 new cases of cervix cancer and 247 breast cancer during FY 2018/19. Health Infrastructure development and equipment achieved 62%. Three of the five subprogrammes assessed triggered positive results in maternal and child health services.

Poor performing programmes included Pharmaceutical and other supplies programmes by Ministry of Health at 35% under Global Alliance for Vaccine Initiative (GAVI).

## **Challenges**

Gaps still exist especially in having disaggregated data in relation to specific gender budgets for various programmes and projects. Inadequate staff, blood and medical supplies at 95% of the facilities assessed. There were delayed procurement of equipment, RMNCH supplies and contractors to undertake civil works on maternity wards and upgrading of HCIIIs to HCIII. There was congestion in the Maternal and Neonatal wards due to inadequate space in most health facilities assessed.

## **Recommendations**

- The MoH planning department should ensure that all programmes and projects have gender disaggregated data to ease tracking of budgets for gender and equity.
- The MoH, Ministry of Public Service (MoPS), Ministry of Finance, Planning and Economic Development (MFPED) and other stakeholders should prioritize staffing at the Neonatal and Maternal Hospital.
- The Accounting Officer, MoH should ensure that all procurements are undertaken as scheduled to avoid delays in project implementation.
- The MoH should rigorously embrace prevention and family planning services in Uganda for improved health service delivery in various health facilities.

## **Information Communication Technology Sector**

The key G&E issues under the sector are cyber harassment of women; perpetual social exclusion of PWDs, rural areas and women; slow pace in updating ICT to meet the needs of PWDs; and the limited training and employment of women and PWDs in ICT sector; among others. In FY 2018/19, the sector committed to address gender and equity issues by increasing the stock and quality of strategic infrastructure to accelerate the country's

competitiveness and inclusiveness to women, rural communities and People with Disabilities (PWDs).

In spite of mentioning gender and equity in programming, there were no specific budgets for the interventions in the sector. Overall the sector intervention focused more on equity than gender.

The Ministry of ICT and National Guidance (MoICT&NG) drafted policies for inclusion of marginalised groups in ICTs and this is pending approval by Cabinet. Sixty innovators were selected for support during FY2018/19 under the Innovation Fund. However, the selection guidelines do not explicitly have any affirmative action to bring on board women, and PWDs. The sector enforced inclusion of translation services (sign language) for the deaf during prime news for national television broadcasters.

The NITA-U attempted to address equity and to a small extent gender interventions under the different sub programmes. Implementation of the missing links project to connect Karamoja, West Nile and Rwenzori sub regions was initiated. A number of sensitization workshops on ICTs, cyber security and cyber harassment were held. Products to address access by People with Disabilities were developed and rolled out. However, G&E was not a priority as stipulated in the Budget Framework Paper (BFP) and Ministerial Policy Statement. Instances of outputs spelt out in the work plan as gender and equity intervention but later found to be unresponsive. For example, the development of e-service specifically for women was found to address the needs of both males and females without any unique features for women.

## Challenges

Assessment of G&E was affected by the absence of disaggregated data on most of the interventions. There were also delays in receipt of “*no objection*” from the World Bank which limited progress on extending the National Backbone Infrastructure (missing links) and last mile connectivity to underserved areas.

## Recommendations

1. The NITA-U should regularly engage with the World Bank to ensure that “*no objections*” are secured in time. The World Bank should be implored to have a country based Task Team Leader (TTL) to speed up the implementation of the missing links project.
2. The MoICT&NG should disaggregate gender and equity data on the Innovation Fund beneficiaries.
3. The guidelines for selection of beneficiaries of the ICT Innovation Fund should be revised to include affirmative action for women and PWDs.

## Industry subsector

The gender and equity issues under the industrialization sub-sector include limited: availability of requisite vocational and technical skills among women and vulnerable groups for industrial and trade development; support towards Medium, Small, Micro Enterprises (MSMEs) to create employment; and enforcement of standards to ensure high quality of local and imported products and improved market information flow.

The Industry sub-sector did not have a specific gender and equity budget for FY2018/19. The Rural Industrial Development Project under the Ministry of Trade, Industry and Cooperatives (MoTIC) supplied value addition equipment to seven out of eight (8) selected enterprises. However the northern region was marginalized. The Uganda Development Corporation (UDC) commissioned three factories: Soroti Fruit Factory, Kisoro Tea factory and Kabale Tea Factory creating 200 direct jobs. Most of the equity interventions under the UDC were behind schedule.

The Standards Development, Promotion, and Enforcement programs (UNBS); construction of the food safety laboratory block and a sample reception and storage rooms was at 92%. The agency has a demarcated breastfeeding area. The UNBS opened up an SME desk to ensure compliance to quality of products for the small and medium manufacturers (cottage industries). In order to take services near the people, the agency opened three regional offices in Mbale, Gulu and Mbarara and recruited 45 staff.

The Votes under the sub-sector did not have an operational gender policy instead used the National Gender Policy, Ministry of Public Service standing orders and agency specific human resource manuals.

### **Challenges.**

- There were few interventions targeted to the marginalized communities in the Northern regions.
- Limited availability of gender and equity disaggregated data
- Delayed implementation of equity responsive programmes

### **Recommendations**

1. The MoTIC should revise the guidelines for selection of RIDP beneficiaries to include marginalized communities especially in the Northern region.
2. Grantees under the RIDP and USADF should be compelled to maintain disaggregated data of their members.
3. The UDC should initiate implementation of development outputs in time to maximize benefits for the intended beneficiaries.

### **Public Sector Management Sector**

The sector promotes sound principles, systems, structures and procedures of managing public service; and also implements regional programmes. The key gender and equity issues include: limited inclusion of gender and equity requirements in the Uganda Government Standing Orders; salary disparities among public service employees and agencies; and lack of gender and equity focused Performance Management Standards among others.

During the FY 2018/19, the sector committed to constitute a Gender and Equity Committee for the Ministry of Public Service: empower women, youth and vulnerable groups through the Special Programs and train vulnerable households in the Acholi sub-region; among others.

The FY 2018/19 budget for the G&E programs was Ug shs 59 billion of which Ug shs 56 billion (94%) was released and Ug shs 51 billion (91%) spent by 30<sup>th</sup> June, 2019.

The Public Sector Management (PSM) performance was good at 72%. The Ministry of Public Service had the gender and equity committee constituted and civil works for the ramp for the persons with disability were ongoing at 65%. The Local Government Administration and Development under Ministry of Local Government included day care facilities for the women and construction of ramps for Persons with Disability in the design and construction of the markets.

The Affirmative Action Programme registered fair performance. There was restocking of cattle in Northern Uganda, Karamoja and Teso regions; support to micro projects where farmer groups, SACCO, civilian veterans, Youth, Women accessed financial resources to enhance their household income in Teso and Luwero Rwenzori. However with the Dry Lands Integrated Development Project, the performance of planned outputs against the targets was limited.

## Challenges

- 1) The limited understanding and availability of disaggregated data impedes the ability to identify and address issues of the disadvantaged.
- 2) Although the performance agreements for Accounting Officers consider the gender aspect as one of the key outputs, there are no sanctions for non-compliance.

## Recommendations

1. The Ministry of Gender should scale up sensitization in gender and equity targeting decision makers
2. The MFPED and Ministry of Local Government should strengthen enforcement of G&E commitments and put in place measures for non-compliance.

## Roads Sub Sector

The roads subsector gender and equity issues include: the unresponsive engineering designs that do not adequately take into consideration needs of vulnerable groups during construction of infrastructure. The inadequate consideration of vulnerable groups in land acquisition, compensation and resettlement is also an issue. The high mobility of labour in construction projects and transport corridors that heighten the risk of sexual violence as well as HIV infection in the communities is a concern. The poor maintenance of community access road network at local government level, is an equity concern. Further to that, only 12% community access roads are motorable all year round.

The roads sub sector gender and equity commitments in the FY2018/19 were to: promote formulation of legal frameworks for vulnerable persons at all levels; strengthen land rights for the poor and vulnerable groups for displaced persons. In addition, the subsector was to expand labour intensive public works to poor and vulnerable households.

The roads sub-sector made an effort towards implementing gender and equity commitments while undertaking the FY 2018/19 planned outputs by the different agencies. Gender interventions were mainstreamed in the programs of the Ministry of Works and Transport (MoWT), the Uganda National Roads Authority (UNRA) and the Uganda Road Fund (URF). The gender policies and guidelines in the roads subsector were well documented in the MoWT and UNRA. However, the enforcement of these gender aspects is more defined in the National Roads Construction and Rehabilitation Program implemented by UNRA.

The MoWT projects connected communities to socio-economic services. Gender awareness creation among project staff was under taken during project implementation. However, it was difficult to attract female staff since the Force Account works are labourious and mobile in nature. Projects lacked adequate road signage after the completion of works which put the road users at risk.

The UNRA - National Roads Construction program took consideration of the vulnerable groups during land compensation. The 30% reservation scheme for the local content in construction was enforced in the critical oil road projects. This was however mainly for the earth works which required huge investment to mobilise. The local content in the supervision works was satisfactorily applied. The local companies accounted for 28% of the contracts that were signed up with a total monetary value of Ug shs 737 billion. Female staff employed on both the contractors and supervision teams on the UNRA projects were estimated at 10% and 20% respectively. This was however below the target of 30%. There were no PWDs employed on projects and this was attributed to the nature of works.

In the Local Governments, the composition of female for both the routine manual and mechanized maintenance was low. The district and urban roads lack critical additional features such as road signage, lighting and pedestrian walk ways due to the inadequate financing which is limited to provision of the carriageway.

The level of involvement of females in the National Roads Maintenance programme was low. The low numbers were attributed to failure to attract female personnel with the requisite qualifications. All the contracts under this program were executed by the local contractors in line with the reservation scheme to promote local content. There is affirmative action to encourage females to take up the advertised positions and contracts in the DUCAR and National Roads Maintenance programs despite the low numbers.

The performance of the *operation and maintenance of ferries* component was good. There were however cases of overloading which rendered the ferries unsafe. The ferries also lacked special or gazetted seats for vulnerable persons such as the PWDs, elderly, children, expectant and nursing mothers.

## **Recommendations**

- The MoWT, Local Government and the UNRA stations should provide adequate road signage especially at the bridges approaches and areas near the social-economic services.
- The UNRA ferries should adhere to the loading capacities of the vessels in order not to risk the lives of the passengers.

## **Science, Technology and Innovations Sector**

This Science Technology and Innovation (STI) Sector coordinates all activities and programs relating to research, science, technology and innovation. The sector has two Votes and three subventions namely: Ministry of Science, Technology and Innovations; Uganda Industrial Research Institute (UIRI), and the subventions of: Uganda National Council for Science and Technology (UNCST), Kiira Motors Corporation (KMC) and the Presidential Initiative on Banana Industrial Development (PIBID).

The planned interventions for FY2018/19 included establishment of model value addition centres, establishment of science parks and other science infrastructure, supporting incubation activities for MSMEs industrial skills development and capacity building and support to commercialize research outputs.

The STI sector did not have a specific gender and equity budget for FY2018/19. Most of the planned gender and equity interventions at Ministry of Science, Technology and Innovation were not implemented due to inadequate funds arising out of re-allocation to agencies (PIBID and UNCST) whose budgets were not appropriated by Parliament.

The **Uganda National Council for Science and Technology** supported beneficiaries of the inaugural Innovation Fund to commercialize research outputs. Seventeen projects were supported of which 10 were from central region and two were female led. Some beneficiaries registered success and were having their products on the market. However, other beneficiaries experienced budget shortfalls as the anticipated funding during FY2018/19 was not appropriated by Parliament.

The **Uganda Industrial Research Institute (UIRI)** renovated the Kabale and Lira satellite centres and equipped the palm oil processing plant in Kanungu district with oil extraction and soap making equipment. In a bid to build capacity and skills for industrialists, the UIRI trained 241 university students and 135 potential entrepreneurs. Thirteen MSMEs were incubated at UIRI headquarters and satellite facilities during the year.

The Votes under the STI sector did not have specific gender policies instead, the National Gender Policy, Ministry of Public Service Standing Orders and specific human resource manuals were used.

## Challenges

- Low capacity in gender and equity planning and inadequate appropriation for the sector development budget for FY 2018/19
- Lack of disaggregated gender and equity data on interventions and beneficiaries.

## Recommendations

- The Equal Opportunities Commission, MFPED and STI sector working group should build capacity of the agencies in gender and equity budgeting.
- The STI sector agencies should generate gender and equity disaggregate data

## Water and Environment Sector

The G&E issues in the sector include: long distances, and waiting time in water stressed areas; limited gender disaggregated data; limited empowerment of PWDs on water committees; among others. The sector committed to address these issues through construction of water and sanitation facilities, women empowerment, equitable allocation of finances to district local governments, and capacity building among others.

The overall performance of the Water and Environment Sector in planning, budgeting and implementing Gender and Equity interventions in FY 2018/19 was good at 71.5%. The sector budget allocation to the G&E responsive programmes was Ug Shs 318.84 billion of which Ug

shs 313.07 billion (98.2% of the budget) was released and Ug shs 309.58 billion (98.9% of the release) spent<sup>4</sup>.

Key results indicated that completed water systems had low women representation on management committees. Four piped systems out of 12 assessed were completed but there was no gender disaggregated data for the beneficiaries. Women in employment (less than 30%) showed majority engaged in casual labor. Sanitation facilities constructed at local governments and in urban centers had separate stances for men, women and PWDs except at Bukedea district headquarters. There were no gazzeted places for nursing mothers at all levels.

## **Recommendation**

The sector should enhance womens' participation and employment at all levels through affirmative action.

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<sup>4</sup> These are budgets and expenditures for gender related outputs.

# CHAPTER 1: INTRODUCTION

## 1.1 Introduction

Uganda's Public Finance Management Act, 2015, mandates the Minister responsible for Finance, in consultation with the Equal Opportunities Commission, to issue a certificate, certifying that each Ministry's Budget Framework Paper (BFP) is Gender and Equity (G&E) responsive; and specifying measures taken to equalize opportunities for women, men, Persons with Disabilities and other marginalized groups.

Over the past few years, there has been slow progress on the gender and equity commitments. This has been partly attributed to limited tracking of the implementation of gender and equity commitments made by the Votes. To this effect, the Budget Monitoring and Accountability Unit (BMAU) of the Ministry of Finance, Planning and Economic Development (MFPED) in its annual monitoring now tracks the performance of specific gender and equity responsive programmes.

The BMAU was established in FY2008/09 to provide comprehensive information for removing key implementation bottlenecks. The BMAU is charged with tracking implementation of selected government programmes or projects and observing how values of different financial and physical indicators change over time against stated goals and targets. This is achieved through semi-annual and annual field monitoring exercises to verify receipt and application of funds by the user entities. Where applicable, beneficiaries are sampled to establish their level of satisfaction with the public service.

The BMAU prepares semi-annual and annual monitoring reports of selected government programmes and projects. The gender and equity responsive monitoring is confined to levels of inputs and outputs in the following areas:-

- Accountability
- Agriculture
- Infrastructure (Energy and Roads)
- Industrialization
- Information and Communication Technology (ICT)
- Social services (Education, Health, and Water and Environment)
- Public Sector Management; and
- Science, Technology and Innovation

## 1.2 Methodology

This report is based on selected gender and equity interventions for FY2018/19 in the following sectors<sup>5</sup>: Accountability; Agriculture; Education; Energy; Health; ICT; Industrialization; Public Sector Management (PSM); Works and Transport; Science,

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5. It also contains information on the assessment of Institutional Gender and Equity Responsiveness. This looks at the availability of the Gender and Sexual Harassment Policies, user friendly infrastructure arrangements such as breast feeding spaces for lactating mothers among others.

Technology and Innovation; and Water and Environment. Selection of areas to monitor was based on: Gender and Equity commitments in the Ministerial Policy Statements.

Physical performance of programmes/sub-programmes was assessed through monitoring a range of indicators and linking the progress to reported expenditure. Outputs to be assessed were selected so that as much of Government of Uganda (GoU) development expenditure as possible is monitored during the field visits. Districts were selected to ensure representativeness of all parts of the country.

**1.3 Data Collection**

Data was collected from various sources through a combination of approaches:

- Review of secondary data sources including: Ministerial Policy Statements for FY2018/19; National and Sector Budget Framework Papers; Sector project documents and performance reports from the Programme Budgeting System (PBS), Sector Quarterly Progress Reports and work plans, District Performance Reports, Approved Estimates of Revenue and Expenditure, Gender and Equity Compacts, Compendium of Vote Specific Gender and Equity Issues, as well as Gender and Equity policies.
- Review and analysis of data from the Integrated Financial Management System (IFMS) and legacy system; Quarterly Performance Reports (Performance Form A and B) and bank statements from some implementing agencies.
- Consultations and key informant interviews with project managers in implementing agencies both at the Central and Local Government level.
- Field visits to project areas for primary data collection, observation and photography.

**1.4 Data Analysis**

The data was analyzed using both qualitative and quantitative approaches. Comparative analysis was done comparing the planned outputs and actual achievements. The overall programme/project performance is a summation of all scores for its outputs. On the other hand, the overall sector performance is an average of individual programme performances that make up the sector.

The performance was rated on the basis of the criterion in Table 1.1.

**Table 1.1: Gender and Equity Assessment**

SCORE	COMMENT
70%-100%	Good (Achieved at least 70% of both inputs and outputs)
50%- 69%	Fair (Achieved at least 50% of both inputs and outputs)
49% and below	Poor (Achieved below 50% of both inputs and outputs)

## **1.5 Limitations of the report**

The preparation of this report was constrained by a number of factors namely:

- Lack of detailed work-plans and targets for some gender and equity responsive programmes/projects/outputs.
- Lack of gender and equity disaggregated financial information for some outputs which affected the overall scores and performance. In some instances, it was impossible to score some programmes/sub-programmes due to lack of disaggregated financial information.
- Inadequate sampling of beneficiaries due to limited field time, given the large number of programmes monitored.

## **1.6 Structure of the report**

The report has 12 chapters. Chapter one covers the introduction and methodology; while chapters two to twelve highlight the performance of the 11 sectors assessed.

## CHAPTER 2: ACCOUNTABILITY

### 2.1 Introduction

Under Vote 008 Ministry of Finance Planning and Economic Development (MFPED) Programmes assessed for Gender and Equity (G&E) included; 1402 Budget Preparation, Execution and Monitoring - specifically the Programme Budgeting System (PBS) roll out and use to bring about equity in planning budgeting and reporting functions and, 1403 Public Financial Management - specifically the roll out of the Integrated Financial Management System (IFMS) for equity and timeliness of accessing funds released to MDAs and LGs and for reporting , 1411 Financial Sector Development- the Microfinance Support Centre (MSC) as an intervention to increase access to affordable finance and the reduction in poverty, Vote 141 Uganda Revenue Authority (URA) - for interventions aimed at bringing the informal sector into the tax net for equality, and Vote 153 Public Procurement and Disposal of Public Assets (PPDA) for interventions on promoting local content geared at increased participation of women and youths.

### 2.2 Scope

The Gender and Equity monitoring for FY 2018/19 focused on Budget preparation, execution and reporting PBS and PBB, Financial Sector Development; - *The Micro Finance Support Centre (MSC)*, Uganda Revenue Authority, Public Procurement and Disposal of Public Assets and the Local Governments (LGs).

The programmes/projects selected for the G&E monitoring focused on interventions that address gender and equity objectives that included; increase access to finance, reduce interest rates, improved public financial management, and expansion of the tax base and promotion of local content. Table 2.1 shows the votes and programmes monitored under the accountability sector.

**Table 2.1 Accountability Programmes Assessed**

S/no	Vote/Programmes	Sampled Regions
<b>Ministry of Finance Planning and Economic Development</b>		
1	Budget preparation, execution and reporting PBS and PBB	LGs- Apac, Buhweju, Bunyangabu, Butebo, Dokolo, Kalungu, Kyenjojo, Kyotera Pader, Isingiro, Kitgum, Manafwa, Namisindwa, Ngora, Ntoroko, Rubanda, Rukiga, Sembabule, Serere. Central Government- Ministry of Local Government (MoLG), Ministry of Justice and Constitutional Affairs( MoJCA)
2	Financial Sector Development; The Micro Finance Support Centre(MSC)-	MSC Zonal Offices- Mbale, Jinja, Lira/Gulu, Kabarole, Kampala, Masaka, Soroti, Supported groups in the LGs of; Kampala, Mbale, Soroti, Tororo,
<b>Uganda Revenue Authority</b>		
3	Administration and Support services	URA Head Quarters
<b>Public Procurement and Disposal of Assets</b>		
5	Regulation of the Procurement and Disposal System	PPDA regional offices in; Gulu, Mbarara, and Mbale. Supported entities in LGs; Apac, Buhweju, Bunyangabu, Butebo, Dokolo, Kalungu, Kyenjojo, Kyotera Pader, Isingiro, Kitgum, Manafwa, Namisindwa, Ngora, Ntoroko, Rubanda, Rukiga, Sembabule, Serere.

*Source: Authors compilation*

## 2.3 Sector Performance

As per the Second National Development Plan (NDP II), the Accountability Sector is composed of 2 sub sectors namely, the Economic and Financial Management Services sub-Sector, and the Audit/Anti-corruption subsector. The Sector has four Thematic Areas namely a) Economic Management b) Resource mobilization and allocation c) Budget execution and accountability d) Audit and Anti-corruption. The thrust for the G&E assessment was on the Economic and Financial Management Services sub-Sector and the 3 thematic areas a) Economic Management b) Resource mobilization and allocation c) Budget execution and accountability.

The Accountability Sector provides a support framework through which Government is able to ensure the achievement of effective service delivery. It is against this background that the G&E assessment for the sector was undertaken.

Overall the sector registered very good performance, the interventions made in the FY 2018/19 resonated with the identified equity and gender issues.

### **Gender and Equity Issues Identified for the selected Accountability Sector Votes:-**

1. Limited physical tracking of Government expenditure by all government agencies on an annual basis which compromises quality assurance, efficiency and effective resource utilization.

2. Low planning and resource absorption capacity of government agencies constraining service delivery to various categories of Ugandans
3. Limited coverage of the IFMS systems and requirement of the system right holders to travel to the Centre for resource expenditure approval.
4. Complaints of unfair taxation which result into collapse of various businesses with over 50% failing to reach their first birthday.
5. Lack of disaggregated data for the tax payers i.e. women, youth, PDWs, Older Persons, and location among others to assist in appreciating government programmes that target special interest groups
6. Inadequate tax education programs for special interest groups such as women, proprietors of small scale businesses, PWDs, youth and all regions of the country, with limited consultations with trading communities on tax reforms.
7. Local content policy implementation, the vulnerable groups are not fully aware of the policy and how to prepare to benefit from it.
8. Non-implementation of the affirmative action by MDAs and LGs to ensure award of small and micro contracts to the vulnerable persons such as the women, youth and PWDs.

## **2.3 Ministry of Finance Planning and Economic Development (MFPED)**

### **Background**

The MFPED is meant to; mobilize financial resources, regulation of financial management ensuring efficiency in public expenditure and formulate policies that enhance overall economic stability and development.

#### **Key objectives include;**

1. Maintain solid economic growth under a stable macro environment
2. Promote regional integration programmes and investments
3. To promote transparency and accountability for all public resources

#### **2.3.1 Public Financial Management Programme**

Under this program, the MFPED ensures effective financial management, accountability for public resources and assets, management and reporting on accounts of Government among other objectives. To bring about equity in accessing funds and achieve uniformity in public financial management, and reporting expenditure. Government is extending the Integrated Financial Management System to all MDA.

#### **Intervention**

- Connect the IFMS to all MDA and LGs to enable quick access to funds and produce timely financial reports.

- Supported users in the use and operation of the IFMS especially for the newly connected sites.
- Site preparation, change management and common and functional application set-ups.

### **Financial Performance**

In the FY 2018/19, the intervention received Ug shs 14.183bn against an approved budget of Ug shs 14.183bn and was spent 100%.

### **Performance:**

IFMS was implemented in 59 locations of which 20 were hard to reach LG sites, these included. Albetong, Bukwo, Buliisa, Buvuma, Buyende, Kotido, Zombo, Otuke, Serere and Ngora. Municipals of Kapchorwa, Koboko, Kitgum, and hybrid<sup>6</sup> IFMS; Kalaki, Karenga, Kazo, Madi Okollo, Obongi. IFMS users in the hard to reach locations were supported to ably carry out transactions.

Training of staff was conducted, this included all heads of departments and selected accountants from the respective LGs.

There was continued support given to 4,505 IFMS users across 273 IFMS sites already connected to the IFMS in the MDA and LGs.

### **Challenges**

The constraint is the inadequate resources to roll out to all the votes at the same time, these include staff to conduct roll out, funds to procure the necessary equipment and to conduct necessary training of the vote staff.

The moving target on account of creation of new administrative units affected the rate of roll out of IFMS to new sites and as such increasing the cost associated with IFMS implementation.

The unreliable internet connectivity at some of the IFMS sites especially in the eastern region and Buhweju district in the west affected the use of the IFMS.

### **Conclusion**

Registered was the improved timeliness of completion of warrants and access of funds in the LGs Buhweju, Bunyangabu, Butebo, Dokolo, Kalungu, Kyenjojo, Kyotera Pader, Isingiro, Kitgum, Manafwa, Namisindwa, Ngora, Ntoroko, Rubanda, Rukiga, Sembabule, Serere. As well improved timeliness and accuracy of semiannual and annual reports submitted to the office of Accountant General's Office, reflected in the 85% LGs assessed obtaining clean audit opinions for the FY 2017/18. Capacity gaps, unreliable internet services and old computers affect the use of the IFMS.

### **Recommendation**

Ministry of Information and Communications Technology (MoICT) and NITAU should support the votes to acquire stable and reliable internet services.

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<sup>6</sup> This version allows MDA and LGs to pay salaries and transfer of funds to service delivery centres.

### **2.3.2 Budget Preparation, Execution and Monitoring Programme**

Under this Program, the MFPED ensures efficient allocation of resources as well as monitoring resource utilization at all levels of Government. To achieve uniform planning, budgeting and reporting performance of the MDA and LGs and focus on outcomes, Government of Uganda (GoU) rolled out the Programme Based Budgeting (PBB) and Programme Budgeting System (PBS) to all MDAs and LGs.

#### **Interventions**

- Execution of the budget through timely reporting on performance and accountability of funds to MDAs
- Provide technical support for the Programme Based Budgeting (PBB) and the Programme Budgeting System (PBS)
- Implement Budget transparency initiatives through dissemination of Budget information

#### **Financial Performance**

In the FY 2018/19, the program received Ug shs 34.15bn against an appropriation of Ug shs 34.15bn which was spent 100%.

#### **Performance:**

The Ministry undertook further implementation of the Performance Based Budgeting (PBB) and capacity building on the Performance Budgeting System (PBS). The Ministry also continued implementation of the Budget Transparency Initiatives (BTI) and prepared the National Budget Framework Paper for FY 2019/20 as well as other documents required in the budgeting process. The Ministry further undertook consultations on the budget countrywide through the national budget conference and Local Government Budget consultative meetings.

There was 100% roll out and use of the PBS in the MDAs and LGs. Training of staff was conducted for the respective votes where upgrades of the system were made.

PBS improved the reporting of quarterly performance by the votes, the LG votes achieved 80% timely submission of reports while CG performed at 75%.

In terms of outcomes, there was uniform standard for the preparation of work plans and budgeting across the MDA and LGs, there is equity to the extent that the PBS is available for all MDA and LGs for reporting.

#### **Challenge**

1. The main challenge was poor internet connection in 60% of the LG votes, this affected the access and increased cost of using the PBS by the different LG votes.
2. Inadequate training for the LG votes affected the performance and adoption of the PBS as a tool for reporting and planning
3. The space to capture details and explanations of variations in performance by the respective votes is limited.

## **Conclusion**

The PBB and PBS facilitated timely reporting of quarterly performance by the MDA and LGs. The reports were now submitted online and required adjustments were made without travelling from the hard to MFPEd. This benefitted especially the hard to reach LGs that included Bukwo, Kween, Ntoroko, Zombo, Kalangala, Buvuma, Buyende, Kotido. The users in some regions continued to experience unreliable internet services which affected the level of performance. The LG achieved better completion rates of the respective reports and budgets on the PBS than the Central Government Votes.

## **Recommendation**

MFPEd should strengthen capacity building interventions for the users of the PBS in the votes (LGs and CG). Napak, Bukwo, Kween, Ntoroko, Zombo, Kalangala, Buvuma, Buyende, Kotido.

### **2.3.3 Policy, Planning and Support Services Programme**

Objectives included skills development for staff including areas like Gender and Equity responsive budgeting. Gender and equity compliance assessments undertaken and certificates awarded. Staff capacity on identifying and addressing gender and equity issues enhanced

Gender Policy for MoFPED operationalized, Gender awareness campaigns undertaken

#### **Interventions**

- Training in Gender and Equity budgeting for all staff,
- National budget allocation for Gender and Equity interventions

#### **Financial Performance**

In the FY 2018/19, the program received Ug shs 103 bn against an appropriation of Ug shs 103 bn which was spent 100%.

#### **Performance**

Gender and equity budgeting training was conducted for 35 staff of which 25 were female and 10 male. A workshop on establishing national budget allocations for Gender and Equity was held and involved 36 staff (19 female and 17 male). 38 staff (26 female and 12 male) were involved in reviewing the MFPEd G&E policy. Trained 21 BMAU staff (11 female and 10 male) in Gender Responsive budgeting in Masaka from 12th to 18th May, skills training in respect to gender 100 % of MDAs were certified for gender inclusiveness in the budget.

### **2.3.4 Financial Sector Development Programme**

#### **Support to the Microfinance Support Centre (MSC)**

The MFPEd under this programme is mandated to promote financial sector development and ensure financial deepening. The program seeks to alleviate rural poverty by supporting development of Community Savings and Credit Groups (CSCGs) and Savings and Credit Cooperatives (SACCOs) and, access to affordable credit finance through the MSC. There is focus on the poorer areas of Uganda and targets of 70% of CSCGs membership being women, and 15% youth.

Objectives were mainly to:-

- Mobilize sufficient resources so as to effectively deliver rural financial development services.
- To develop at least one product for each client segment over the next five years.
- Increase equitable access to finance
- Reduce interest rates.

### **Interventions**

Support to agriculture sector- provision of financing of agricultural chains including assets, inputs, and purchase of crop and other produce. Thus, MSC aims at reaching a mass of rural enterprises to deliver services.

1. Provision of affordable financing- i.e lower interest rates and longer exempt periods.
2. MSC established agency SACCOs in 77% of the district local governments to bring services closer to the people which are also model SACCOs at each district for learning purposes and practical technical support to other SACCOs in the area
3. In order to take services nearer to the communities, the company offers its services through 12 zonal offices across the country, with each office serving an average of 10 districts. The MSC offers a number of products administered through its offices to the clients and these include; agricultural loans, special interest group loans,
4. MSC offered lower interest rates to its clients ranging from 9% per annum for SACCOs- Agricultural loans, 13% to Small and Medium Enterprises (SMEs), 17% for the Commercial loans and 11% for teachers' SACCO. This interest rate performance was satisfactory compared to the commercial rates that were on average 23%.

### **Performance**

MSC provides credit funds and inputs, productive assets and equity financial services. It delivers credit to more risky but strategic borrowers where the returns in terms of development are reckoned as high. In terms of number, 609 loans were disbursed in the period to all zonal offices, 84% (Ug shs 52.17bn) of which were from conventional financing and 16% (Ug shs 9.96bn) were funded under Islamic financing.

Table 2:1 shows loan disbursement by number and value by client category for all MSC zones for the FY 2018/19.

**Table: 2.1 Loan Disbursement by Product Type FY 2018/19**

Product	No of Loan Product	%ge per product	Amount (Ug Shs)	%ge value per product
Islamic Finance	59	10	9,962,028,232	16
Teachers' Loan (SACCOs)	13	2	4,555,000,000	7
Special Interest Group loans	243	40	5,491,830,000	9
Commercial loan (SACCOs)	158	26	22,041,658,572	35
Agricultural loans (Groups & SACCOs)	136	22	20,086,709,974	32
<b>Total</b>	<b>609</b>	<b>100</b>	<b>62,137,226,778</b>	<b>100</b>

*Source: MSCL Headquarters*

MSC offered lower interest rates to its clients ranging from 9% per annum for SACCOs-Agricultural loans, 13% to Small and Medium Enterprises (SMEs), 17% for the Commercial loans and 11% for teachers' SACCO. The MSC reached out to its clients through twelve Zonal Offices<sup>7</sup> of; Arua, Hoima, Jinja, Kabale, Kabarole, Kampala, Karamoja, Lira, Masaka, Mbale, Mbarara, Soroti,

Seven of the zonal offices were sampled for assessment and, three of the assessed offices had disintegrated data reported on as follows:-

**a) Jinja MSC Zonal Office**

Jinja zonal office covers Busoga Sub region which consists of 11 districts, namely: Jinja, Kamuli, Iganga, Luuka, Bugiri, Namutumba, Mayuge, Namayingo, Kaliro, Buyende, and Bugweri.

During the FY 2018/19, employment opportunities created were 408;- 110 male, 100 women, 194 youth, 4 PWDs. Direct beneficiaries registered were 5,606 consisting of 1,652 Male, 2,850 Female, 1,067 Youth and 37 PWDs.

The company was able to extend agronomy services through formation of groups and, offered technical assistance, provided inputs such as seeds, fertilizers, cotton pesticides, spray pumps, tractor ploughing and post harvesting. The cotton produced was supplied to National Medical Stores and other pharmacies within Jinja and Kampala. This greatly improved the livelihoods of people in Iganga, Luuka and Kaliro districts. The performance of the zone is summarized in table 2.2 below.

7. Each of the MSC zonal office serves about ten Districts

**Table 2.2: Category of Beneficiaries under Jinja MSC Zonal Office**

Category of beneficiaries	No.	Sector	Sex		Youth	PWDs,
			M	F		
SACCOs	8	Agricultural value chain	1,400	625	648	10
Teachers	3	Agricultural (Livestock, coffee & cotton )	50	15	-	-
SMEs	5	Commercial & Agriculture	200	502	168	
Village Savings and Loan Associations/Groups	21	Agriculture& commercial services	1,200	510	251	27
<b>Total number of Beneficiaries</b>			<b>2,850</b>	<b>1,652</b>	<b>1067</b>	<b>37 PWDs</b>

*Source: Jinja Zonal Office*

#### **b) Mbale MSC Zonal Office**

Mbale zonal office serves 17 Districts of Busia, Tororo, Bududa, Manafwa, Namisindwa, Mbale, Butaleja, Budaka, Kibuku, Pallisa, Bukedea, Sironko, Bulambuli, Kapchorwa, Kween, Bukwo and Butebo.

During the FY 2018/19, beneficiaries of services registered were 42,725 of which 20,333 Male, 16,076 Female, 6261 Youth and 55 PWDs. The zone supported activities against Female Genital Mutilation (FGM) that were jointly implemented with 65 women under Tumboi Grand Mothers Association. The grandmothers are aged 45years and above; these were former surgeons, mentors and victims of FGM in Tumboi Sub County.

Currently, the grandmothers are engaged into agricultural farming of coffee, maize and Irish potatoes as their main activity. Besides farming, they sensitize communities and have so far fully mentored two similar groups of young mothers who are victims of FGM. This has led to zero number of cases of FGM in Tumboi Sub County in 2019 compared to 2017 where they registered 17 cases.

**Table2.3: Category of Beneficiaries under Mbale MSC Zonal office**

Category of beneficiaries	No	Sector	Sex		Youth	PWDs, older people
			F	M		
SACCOs	12	Commercial	3212	4891	142	17
SMEs	6	Commercial & Agriculture	876	326	61	10
Village Savings and Loan Associations/Groups	19	Agriculture & commercial services	11988	15109	6058	28
Islamic	8	Agric/Comm	1	7	0	
<b>Total number of Beneficiaries</b>			<b>16,076</b>	<b>20,333</b>	<b>6261</b>	<b>55</b>

*Source: Mbale zonal office*

### **Beneficiary assessment**

#### **Makiroki Ber Farmers Group.**

The group is located in Tororo District Molo Sub County Kidoko Parish. It was formed in 2016 with the aim of improving member's household income, food security, and seek other income generating projects. It is composed of 30 members' (15 women, 10 men, and 5 youth.). In the FY 2018/19 the group borrowed 10million from MSC at the interest rate of 13% for a period of 2 years. Members are involved in different activities including rice growing, cattle rearing, trading and poultry. The members are happy because they are able to access cheap credit which helps boost their incomes and are confident to repay within the period granted.

*"I received 1million to plant rice and used it for hiring an acre land, slashing, ploughing, planting and weeding. Am so happy..... this has made my work easier...am even becoming fatter... life is so good".  
.... 'Ann Mary.*



*Makiroki ber farmers group during a focus group discussion.*

**c) Soroti MSC Zonal Office**

Soroti zonal office serves a total of 8 districts comprising of Soroti, Serere, Ngora, Kumi, Amuria, Katakwi, Kaberamaido and Kapelebyong.

During the FY 2018/19, beneficiaries registered were 5,761 of which, consisting of 3,873 Male, 1,350 Female and 538 Youth. The detailed performance of the zonal office as at 30th June 2019 is shown in table 2.4

**Table 2.4: Category of Beneficiaries under Soroti MSC Zonal office**

Category of Beneficiaries	No	Sector	Sex		Youth	PWDs
			M	F		
SACCOs	5	Agricultural value chain	450	800	150	7
SMEs	28	Commercial & Agriculture	50	1053	78	2
Village Savings and Loan Associations/Groups	42	Agriculture & commercial services	850	2020	310	9
<b>Total number of Beneficiaries (End User)</b>			<b>1,350</b>	<b>3,873</b>	<b>538</b>	<b>18</b>

*Source: Soroti zonal office*

## Beneficiary assessment

### Odome Traders Group.

Odome group is located in soroti district and is engaged in buying and selling of produce that includes maize, cassava and rice. It is composed of 32 members-1 male and 31 women. The group received a loan of 15million from MSC in November 2018 for a period of one year at the interest rate of 13%.

*“When we borrowed money from MSC, I was able to add to my capital, bought my own milling machine and also cleared my son’s tuition fees. Don’t you see how I look... good” ... , Luli Nulu Nasuru.*

The project has benefitted 5,585 individuals by buying raw materials from local farmers thus providing a source of income to people. Additionally, the project provides employment to 3 women groups (32 members) and 2 youth groups (25 members). The activities of the project have significantly improved food security at household level, increased group capital and thus able to compete in the market, and are able to save from the profits made due to the low interest rates. They group expects to apply for a new loan in the month October 2019.



*Inside the cassava store. One of the group members showing the cassava which was ready for milling.*



*Some of the group members who were present at the time the visit was done.*

### Challenges

1. Inadequate funding for the applicants as less than 70% of what is requested for is usually availed after successful evaluation.
2. The stringent requirements to access credit funds from the MSC, the same requirements apply to repeat customers as well.

### Conclusion

The MSC extended micro finance services to clients through its Zonal offices across all regions. Clients organized in groups that included SACCOs, CSCGs, Special Interest Groups

accessed low interest funds at rates between 13%-17%. The group compositions had male, female, youths and persons with disabilities. The groups and or members applied the loans for commercial and agricultural activities. These activities generated both direct and indirect employment opportunities for the beneficiaries and community members. The delays and requirements to access the low interest loans remain the biggest challenges to accessing the credit services from the MSC.

### **Recommendation**

1. The MSC should mobilize resources to adequately fund the applications from qualifying applicants.
2. The MSC should vary terms offered to clients on the basis of previous history of the client and the poverty ratings of the different regions.

### **2.4 Uganda Revenue Authority (URA)**

URA is mandated to collect, and make assessment of specified tax revenue, administer, enforce and account for such revenue. Its strategic direction is to cultivate a taxpaying culture through provision of reliable services, leadership development and building strategic partnerships and also to provide excellent revenue services with purpose and passion. The Authority has two programmes i.e i) Programme 18 Administration and Support services whose outcome is achieving efficient and effective institutional services, and ii) Programme 54 Revenue collection and administration Whose outcome is to maximize revenue.

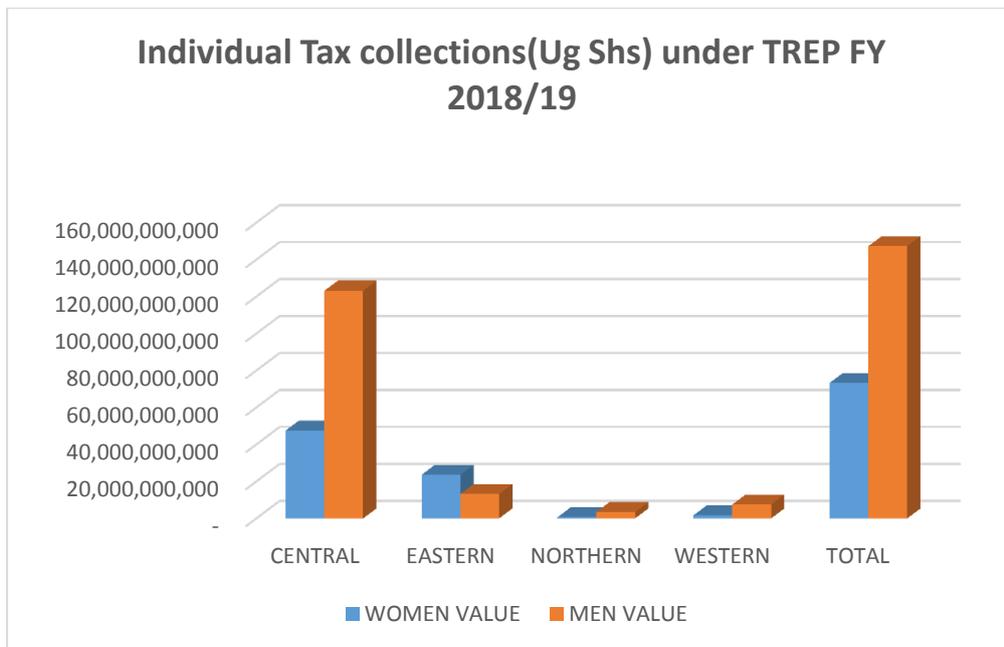
The URA plans to include the informal sector into the tax net so as to achieve equality and equity in tax payment.

#### **Interventions**

- New taxpayers (113,675 taxpayers) added to the tax payer register supported through the implementation of the Tax Registration Expansion Project (TREP)
- Increased tax education through different initiatives to improve tax payer filing and payment.

#### **Administration and Support services**

Under the Tax Registration Expansion Programme (TREP) disaggregated data showed; For FY 2018/19 a total number of 27,081 individuals were registered, of which 7,790(29%) were women and 19,291(71%) men. Total value of the taxes collected was Ug Shs 220,482,428,102 of which Ug Shs 52,041,301,345 was paid by women and Ug Shs 152,258,165,757 was paid by men. The very low registration of the women was attributed to the low computer literacy levels followed by low economic activities across the country. Regional performance of the TREP is showed in Figure 1 below.



**Figure 1: Regional Presentation of Individual Tax Collections (Gender) Under TREP**

Thirty tax engagements against a target of 30 were held across the regions; Western, Eastern, Northern and Southern and Central. Gender and special interest groups targeting wholesale, rental and agriculture sectors were highlighted, however disaggregated data for participants that was compiled was not available.

The equal opportunities employment executed by the URA could not be verified as the staffing list was not available.

### Challenges

The attitude of tax paying individuals and communities remains poor as they a number of them misdeclare, under pay and are unresponsive.

The URA though was able to conduct regional educational activities, disaggregated data was collected was not available to ascertain the progress made.

### Conclusion

The URA intervention of the TREP has managed to add 39,117 payers to the register, although not available by the URA there was evidence from stakeholders to support the outreach activities conducted to sensitize taxpayers on their responsibility and obligation to pay taxes.

### Recommendations

URA should further conduct public engagements including sensitizations and education clinics and capture participation by gender.

## 2.5 Public Procurement and Disposal of Public Assets (PPDA)

One of the core objectives for establishing the Public Procurement and Disposal of Public Assets Authority is to, ensure the application of fair, competitive, transparent, non-discriminatory and value for money procurement and disposal standards and practice. This is

in tandem with the gender and equity responsive laws and policies that have provided a framework for advancing equality and equity as well as mechanisms for holding institutions accountable

### Interventions

- Open bidding methods of procurement, should give preferential treatment to domestically manufactured goods, Ugandan contractors and Ugandan consultants and all bidding documents issued by Procuring and Disposing Entities (PDEs)

### Performance

100% of the PDE<sup>8</sup>s monitored was that all contractors were national, this was on account being owned by residents, and although some of these were not entirely Ugandan based, they are directors that settled in the country, thus called nationals<sup>9</sup>/residents.

PPDA disseminated information on local content and trained contractors on local content. Table 2.5 shows the number of male and female participants who attended the training organized by the Gulu regional office in FY 2018/19.

**Table 2.5 Participants of Local Content Training Conducted by Gulu Regional Office**

Training conducted	Male	Female	Sub Total
Induction of User Departments and Contracts Committee (CC) of Kapelebyong DLG.	20	5	25
Capacity Building of CC and User Departments of Gulu Clinical School.	2	4	6
Capacity Building in Moyo, Adjumani, Yumbe & Zombo in preparation for DINU project.	-	-	65
Induction of Contracts Committee members of Amuru DLG.	3	7	10
Induction of new Contracts Committee members Nebbi MC.	1	1	2
Induction of new Contracts Committee members of Northern Uganda Youth Development Centre.	1	4	5
<b>Total</b>	<b>27</b>	<b>21</b>	<b>113</b>

<sup>8</sup> These included Ministries of: Local Government, Justice and Constitutional Affairs and, Local Governments- Apac, Buhweju, Bunyangabu, Butebo, Dokolo, Kalungu, Kyenjojo, Kyotera Pader, Isingiro, Kitgum, Manafwa, Namisindwa, Ngora, Ntoroko, Rubanda, Rukiga, Sembabule, Serere

<sup>9</sup> Definition of national/ resident companies even for foreign owned is based on existence of a Ugandan as a director or residents in the country over a period of time.

## Challenges

1. There is lack of exact volume and value of public procurement contracts awarded to women or their enterprises in the Public Procurement (PP) system of the country. There is no system in place at PPDA to capture this disaggregated data required for evidence-based decision-making and the votes visited did not keep records of this, *it was only in Bunyagabu DLG where a firm owned by a woman had in the two financial years won contracts of total value Ug shs 172m*. This though was not due to affirmative action, it was because the firm was capable of handling the duties contracted.
2. The majority of women and their enterprises that have participated in public procurements have been in supplies and trade which offer low volumes of procurement compared to the lucrative consultancy, construction and works tenders.

## Conclusion

The PPDA conducted awareness engagements on local content in the regional offices of Gulu and Mbarara. The assessed institutions (LGs and Ministries) were not confident about the local content policy. Although the PDEs in the LGs issued the contracts to local firms, it was on account of the low value contracts available and not as per reservation.

## Recommendations

1. PPDA should consider adoption of a standard public procurement process that includes affirmative action component specifically favoring women's enterprises, this will most directly facilitate women's access to Public Procurement.
2. PPDA should create awareness on the application local content policy and explicitly include the thresholds for reservations for local participants.

## Institutional G&E responsiveness

Three institutions under the sector- Uganda Revenue Authority, Public Procurement and Disposal of Assets and the Microfinance Support Centre and twenty District Local Governments were assessed.

The assessment was to confirm existence and functionality of:-

- 1) Institutional Gender policies
- 2) Sexual harassment policies and
- 3) Breast feeding facilities

### 1. Uganda Revenue Authority

#### a) Gender Policies

URA did not have a gender policy in place.

#### b) Sexual Harassment Policy

It operated on a Human Resource (HR) Manual which clearly handles gender and equity issues. Section 52 of the HR Manual for the Authority handles sexual harassment. It was

noted that the Authority has a hotline where anyone facing any sexual harassment can call to report. Unfortunately most laws depend on evidence therefore sometimes when the harassment is not physical it becomes hard. There are cameras in place which would help provide evidence in cases of physical harassment.

**c) Breastfeeding Facilities**

The authority had in place a mothers Crèche for wellness and breastfeeding mothers to use. The facility was not yet completed and, it is only premised/provided for at the URA Head Office with no provision at the other regional offices.

Sanitary and disposal bins were procured and placed in all the necessary places and

**2. Public Procurement and Disposal of Public Assets**

**a) Gender Policies**

PPDA did not have a Gender policy but had a G&E and social inclusion committee working with UN Women to revise the standard bidding documents so that they become responsive.

**b) Sexual Harassment policy:** The institution does not have any specific policy.

**c) Breastfeeding facilities**

PPDA does not have a breast feeding facility but, they indicated that they have provided for such a facility in their new offices under construction.

**Equity**

PPDA disseminates a lot of information on local content. They have trained contractors on local content and continue to give them support. They carried out a study with UN Women to find out why women are not so involved in bidding for contracts, findings of which are being considered for redress.

**3. Ministry of Finance, Planning and Economic Development**

**a) Gender Policies**

MFPED has a draft gender policy that awaits approval and dissemination. Also noted that it created a Gender Unit which is functional. Working at gender budgeting across all sectors.

**b) Sexual Harassment policy:** The institution does not have any specific policy

**c) Breastfeeding facilities :**The MoFPED had no breastfeeding facility.

**4. The Micro Finance Support Centre**

**Gender Policy,** MSC did not have a gender policy.

**Sexual Harassment;** The Centre does not have a specific policy.

## **Breast Feeding Facility.**

MSC has no breastfeeding facility for its staff but it extended the maternity leave to six months to allow mothers have ample time with their babies.

### **1. District Local Governments**

From the 20 DLGs assessed; Kyenjojo DLG was the only one found to have recently developed and had its gender policy approved by the district council.

Three DLGs of Kitgum, Serere and Pader were in the process of domesticating the national Gender policy to address their own local needs, this effort was partly attributed to the support from Non-Government Organization (NGO) such as; United Nations Population Fund and Community for Development Foundation Uganda (CDFU).

The DLGs - Apac, Buhweju, Bunyangabu, Butebo, Dokolo, Isingiro, Kalungu, Kyenjojo, Kyotera, Manafwa Namisindwa, Ngora, Ntoroko, Rubanda, Rukiga, did not have gender policies, however they operated under the national Gender policy.

The DLGs were found to have **assigned** a specific officer in writing the responsibilities of Gender focal person

Sexual harassment issues were mainly registered from the public, the DLG staff were not aware of provisions and mechanisms of reporting incidents of sexual harassment occasioned to them.

There were no areas zoned as breast feeding for the mothers in all those DLGs.

## **2.6 Overall Conclusion**

In the FY 2018/19, the planned gender and equity interventions were implemented to varying degrees. The MPFED's gender policy was developed and is awaiting approval. Training on gender and equity budgeting was conducted for some staff. The PPDA's efforts to attain local content and reservation of certain value of contracts to local suppliers, were poorly documented. The Uganda Revenue Authority, increased tax awareness to the public. The MSC had the highest number of interventions in the sector that distinctively supported gender and equity, however there were no policies and criteria to measure achievements, as such disaggregated data for some activities conducted was not captured. The challenge was limited specific budgetary allocation to G&E programmes in the sector.

## CHAPTER 3: AGRICULTURE

### 3.1 Introduction

The overall agriculture sector goal is to enhance rural incomes, household food and nutrition security, exports and employment<sup>10</sup>. This is to be achieved by focusing on four strategic objectives<sup>11</sup> namely: a) increasing production and productivity of agricultural commodities and enterprises; b) increasing access to critical farm inputs; c) improving access to markets and value addition; and d) strengthening the quality of agricultural commodities; and strengthening the agricultural services institutions.

#### Gender and equity issues in the agriculture sector

Key gender and equity (G&E) issues that constrain the achievement of the sector objectives and outcomes are:-

- Inequitable distribution of and access to agricultural inputs, technologies, extension services and value addition equipment by women, youth, persons with disabilities, hard to reach areas and Northern Uganda
- Inadequate participation of women, youth, men and poor people in agricultural training sections due to language barriers, distances, timing and cost
- Some vulnerable groups, especially women, youth and persons with disabilities lack access to land/or ownership of land for farming
- Inability by women and youth to engage in commercial farming such as growing coffee, cocoa and rearing heifers due to inadequate capital and limited access to credit
- Inadequate focus in ensuring gender balance in recruitments within agricultural sector institutions

#### Sector commitments on gender and equity FY2018/19

The key gender and equity commitments in the agriculture sector focus on increasing access to inputs, technologies, trainings, mechanization, value addition equipment and tractor hire services by women and youth groups as well as persons with disability (PWDs)

#### Scope of monitoring

The gender and equity annual monitoring was undertaken in six out of nine votes namely: Cotton Development Organisation (CDO), Ministry of Agriculture, Animal Industry and Fisheries (MAAIF), National Agricultural Advisory Services (NAADS), National Animal Genetic Resource Centre and Data Bank (NAGRC&DB), Uganda Coffee Development Authority (UCDA) and Local Governments (LGs). In addition, the Agricultural Credit Facility (ACF) was monitored.

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10. GoU, 2015. National Development Plan (NDPII)

11. MAAIF, 2015. Agriculture Sector Investment Plan 2015/16-2019/20.

## 3.2 Sector performance

### Financial performance

Information was available for the allocations by sector institutions to gender and equity concerns in FY 2018/19 but not the actual expenditures. The sector allocated 34.59% of its approved budget to addressing gender and equity concerns (Table 3.1). The NAADS/OWC programme had the highest allocation to gender and equity issues at 91.67% while KCCA, LGs and MAAIF had the least allocations.

**Table 3.1: Financial allocations to gender and equity by agriculture sector institutions for FY 2018/19**

Vote/ Grant	Approved budget	Allocation to G&E responsive programmes (Ug shs billion)	% allocation to G&E of overall budget in the programme
	(Ug shs billion)		
MAAIF	147.552	1.200	0.81
DDA	5.735	0.102	1.78
NAGRC & DB	10.997	0.50	4.55
NARO	62.467	1.000	1.60
NAADS Secretariat	249.988	229.159	91.67
CDO	4.994	0.100	2.00
UCDA	76.419	5.900	7.72
LGs	122.967	0.010	0.01
KCCA	6.659	0	0.00
<b>Total</b>	<b>687.778</b>	<b>237.971</b>	<b>34.59%</b>

*\*Source: MFPED Approved Estimates Book FY 2018/19; Agriculture Sector Consolidated Ministerial Policy Statements FY 2018/19; Author calculations.*

### Overall gender and equity performance

The overall gender and equity performance of the agricultural sector was good (76.42%) – Table 3.2. The sector commitments to address gender and equity concerns during FY 2018/19 were partially addressed through distribution of inputs and technologies and provision of extension, training and tractor services to farmers. There was limited access for and participation of women, youth and PWDs, Northern and Eastern Uganda in the sector programmes.

The UCDA and NAADS were the most compliant in terms of addressing gender and equity issues while MAAIF projects such as the Farm Based Bee Reserve Establishment and Improving Access and Use of Agricultural Equipment and Mechanization had the lowest score in addressing G&E.

**Table 3.2: Overall sector performance for gender and equity responsive programmes by 30th June 2019**

<b>Programme /sub-programme</b>	<b>Performance (%)</b>
Cotton Development Organisation	83.1
Farm based Bee Reserve Establishment	49.2
Improving Access and Use of Agricultural Equipment and Mechanization	50.0
National Agricultural Advisory Services/Operation Wealth Creation	88.9
National Agricultural Research Centre and Data Bank	80.65
Vegetable Oil Development Project Phase 2	84.91
Uganda Coffee Development Authority	98.19
<b>Sector average</b>	<b>76.42%</b>

*Source: BoU financial data; Field findings*

### **3.3 Agricultural Credit Facility**

The Agricultural Credit Facility (ACF) aims to provide subsidized medium and long term financing to farmers/firms engaged in agriculture, agro-processing and trade. The programme's commitment is to increase access to ACF by all farmer categories (women, men, small, medium and large scale) and regions of the country as a means of promoting production, value addition and commercialization in the sector. The ACF is implemented through a public private partnership between Ministry of Finance, Planning and Economic Development (MFPED), Bank of Uganda (BoU) and Participating Financial Institutions (PFIs).

#### **Intervention under the ACF**

As part of affirmative action to increase access to small holder farmers, including women and youth, the GoU is implementing block allocations to smallholder farmers who lack collateral to access no more than Ug shs 20 million for a group of 20 farmers.

#### **Performance**

##### **Financial performance**

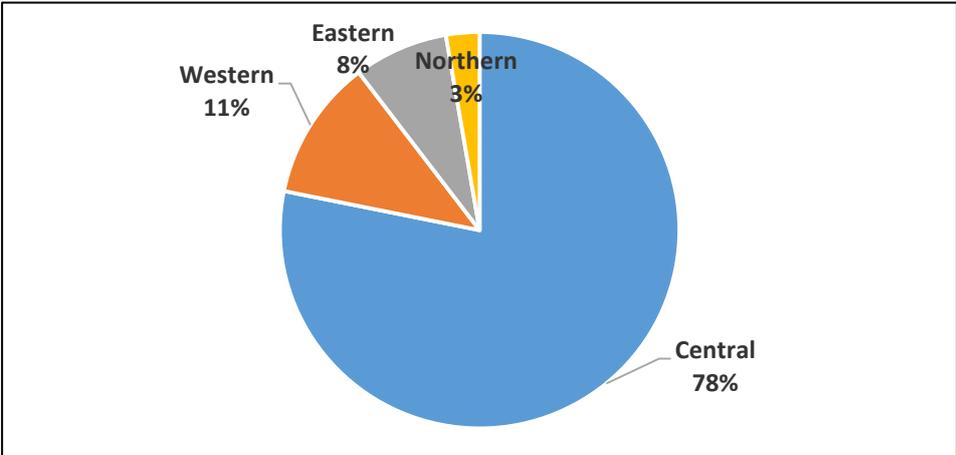
The ACF project disbursements from a gender and equity lens indicated that most funds were channeled to institutions and least to small holder farmers and female headed enterprises (Table 3.3). There was inequitable access to the ACF project disbursements by region, with 78% of the loans going to the central. (Figure 3.1).

**Table 3.3: Gender analysis of ACF project expenditures by 30th June 2019**

Beneficiary type	Amount disbursed (Ug shs)	Percentage (%)
Institutions	69,300,538,534	87.23
Male Headed	8,180,580,000	10.30
Joint Ownership (Male and Female)	941,000,000	1.18
Female Headed	595,730,750	0.75
Block Allocations (small holder farmers)	424,500,000	0.53
<b>Total</b>	<b>79,442,349,284</b>	<b>100.00</b>

*Source: Author’s analysis of BoU financial data*

**Figure 3.1: Equity analysis of ACF expenditure by region by 30th June 2019**



*Source: Author’s analysis of BoU financial data*

Low disbursement of funds and access among female proprietors was associated with limited information access, lack of collateral, lack of working capital to support capital investments, and few women being currently engaged in commercial farming and value addition. Low disbursement of ACF to Northern and Eastern Uganda was due to low awareness within the population about the ACF; low availability of the scheme in the banking sector within these regions; low presence of financial institutions; and lack of collateral as most land is communally owned.

**Physical performance.**

In FY 2018/19, a total of 26 blocks of farmers benefitted from ACF amounting to Ug shs 424.500 million. Nine (35%) of the leaders of these blocks were females. However, there was gender inequality in access to the ACF. For example, out of 95 beneficiary farms in FY 2018/19, 79 (83.2%) were headed by males; 9 (9.5%) were headed by females; and 7 (7.4%) were jointly owned (male and female).

Farmers generally expressed dissatisfaction with the timeliness of the ACF disbursements. *“From the time I submitted my application, there was a delay of 5 months before I could access the loan; by the time I got the loan it was a drought season and hired labour was scarce. I had to scale back on the project which negatively affected my profits. I bought less animals for fattening than earlier planned and used the remaining resources for paddocking and fattening the animals”.* **Ms. Ainomugasho, Ntungamo district.**

## **Challenges**

Inequitable access to the ACF by women, youth, PWDs, poor farmers and Northern and Eastern regions due to inadequate awareness, illiteracy for handling the paper work in banks, limited banking facilities and lack of collateral.

## **Recommendations**

- The MFPED and BoU should promote affirmative action to remove barriers/bottlenecks to accessing the ACF by the women, youth, PWDS, poor farmers and Northern and Eastern region through:
- The Programme should increase publicity and awareness of the opportunities to the public.
- The programme should increase block allocations to the vulnerable groups. This could be through use of quotas for the excluded/marginalized groups.

## **Conclusion**

The commitment to address gender and equity concerns in the ACF was partially achieved. Although the intended outcome of the ACF was to reach out to all farmer categories and regions, the bulk of loans went to men, medium and large scale firms/farms and Central region. There was inequitable access to the ACF by women, small holder farmers and Northern, Eastern and Western regions. Affirmative action is needed to ensure equitable access to the ACF by the disadvantaged groups.

## **3.4 Cotton Development Organisation**

The Cotton Development Organization (CDO) is mandated to monitor the production, processing and marketing of high value cotton and its by-products. The strategic objective of the cotton development programme is to increase cotton production and quality with the aim of contributing to the national economy through increased incomes. The intended outcome is increased cotton production, quality and domestic value addition. The sector commitment is to increase access for women and youth groups to key cotton inputs, tractor hire services, extension services and training along the entire value chain.

### **Interventions under the programme**

The following interventions were planned:-

- Provision of extension services to 67 cotton growing districts (of which 41.8% from the north and 41.8% eastern region).
- Production of promotion materials for extension services earmarked for women, youth, elderly persons and PWDs.
- Construction of the cotton seed dressing station in Pajule subcounty Pader district

## Performance

### Financial performance

The approved budget<sup>12</sup> for Cotton Development Programme in FY 2018/19, excluding Appropriation in Aid (AIA) was Ug shs 4.994 billion of which Ug shs 4.935 billion (98.81%) was released and Ug shs 4.372 billion (88.58%) was spent by 30th June 2019. This was very good release and expenditure performance. Specifically, Ug shs 0.38 billion was approved for gender.

### Physical performance

- Provision of inputs and extension services
- The CDO collaborated with Uganda Ginners and Cotton Exports Association (UGCEA) to procure, process and distribute cotton seeds and inputs (pesticides, herbicides, spray pumps, tractor hire services) and provide extension services to farmers.
- Extension services and 60 Metric tonnes of cotton planting seed were supplied to farmers in 10 hard-to-reach districts of Amuria, Katakwi, Abim, Koboko, Kaabong, Zombo, Adjumani, Moyo, Yumbe, and Ntoroko. Multiplication of planting seed was undertaken in the Northern region (Abim, Apac, Adjumani, Alebtong, Dokolo, Nebbi, Oyam, Pader and Agago districts) and Eastern region (Kaliro, Kween, Serere and Tororo districts).
- The CDO increased access for women and youth groups to key cotton inputs and tractor hire services through the following interventions:
- Promoted cotton growing as an income generating enterprise among 267 women and 158 youth groups in Busoga, Bukedi, Bugisu, Teso, Lango, Acholi, West Nile, Mid-West & Central and Kazinga Channel Regions.
- 94 acres were ploughed for women groups and 179 acres were ploughed for youth groups.
- Assisted 267 women and 158 youth groups to access 35 Mt of planting seed, 30,000 one-acre units of pesticides, 1,450 bags of fertilizers and 620 spray pumps.
- Established about 450 demonstration plots for the women and youth groups.
- However, there was inequitable access by female farmers to the demonstration materials in the monitored samples: out of 81 farmers who accessed agronomy demonstration inputs, 64 (79%) were male and 17 (21%) were female. Out of 73 farmers who benefitted from fertilizer demonstration inputs, 63 (86.30%) were male and 10 (13.69%) were female.

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12. The mainstream budget is being used because most of the CDO interventions were in the North and East and it was difficult to separate expenditures elsewhere.



*CDO supported demonstration garden for Ms Anna Ajok in Railways Quarter A Lira Municipality (left) and FGD with Odoro Widows and Orphans Care Association in Apurber village Aroma subcounty (right) in Lira district.*

**Human resource participation**

There was gender imbalance in employment by CDO with the majority (92.6%) of the Site Coordinators and Area Coordinators being male. The females accounted for 7.4% of the extension workers of which 12.4% were youth. (Table 3.4). Youth were represented in the work force although in lower numbers. None of the extension workers in the monitored districts were PWDs.

Table 3.4: Gender of CDO targeted extension workers in selected districts/sub-region by 30th June 2019

District/Sub-region	Male	Female	Total	o/w Youth	o/w PWD
Nebbi	111	3	114	20	0
Gulu	167	2	169	-	0
Pader	14	16	30	22	0
Lango	21	4	25	-	0
Total	313	25	338	42	0
<b>Percentage of total (%)</b>	<b>92.6%</b>	<b>7.4%</b>		<b>12.4%</b>	<b>0%</b>

*Source: Field findings.*

The low numbers of females among the extension workers were attributed to: the hilly terrain, long distances to the farmers, inadequate provision of transport, cultural beliefs and harsh climatic conditions.

Farmers noted that inputs from the sales agents were expensive especially for women, youth and the elderly. “We have five tractors in our region of which one is out of service. Farmers pay Ug shs 60,000 per acre for tractor services. It is mainly men who hire the tractors because they can afford whereas women cannot due to lack of income sources. As a coping measure, women and youths organized themselves and worked as a group to till their gardens using hand hoes. This is labour intensive and time wasting. By the time they finish digging, the season is over, planting is late and yields are low”. FGD of Assistant Field Officer and Site Coordinators, Gulu district

Inputs were adequate except spray pumps and pesticides. The extension numbers were too few and most villages were not reached by the available Area and Site Coordinators. There was low coverage for hard to reach areas, PWDs and the elderly. The quality of inputs and extension services offered by the CDO was good.

#### Reasons for low participation of women in CDO extension service

“Our culture obstructs women from engaging in employed jobs. If they move from one place to another working with men, they will easily get married to these men. Usually, our men tell women who chose to work in jobs such as those of CDO to go forever and not to return to their marital homes” **FGD, Area and Site Coordinators, Gulu district.**

#### Construction of the cotton seed dressing station in Pajule subcounty Pader district

The construction of the cotton seed dressing station in Pajule subcounty Pader district was completed and cotton dressing started by 30th June 2019. Efforts were made under this sub-programme to provide employment to youth to undertake labour intensive duties at the factory while women were hired to sort and label the bags.

#### Challenges

Limited access to inputs by women, youth and PWDs due to lack of funds; inadequate information, and failure of spouses to agree on land use and sharing of proceeds.

Inadequate service due to low numbers of extension workers and limited transport.

#### Conclusion

The CDO partially met the sector commitments of increasing access of women and youth groups to cotton inputs, training and tractor hire services. The number of beneficiaries of inputs and extension services increased from 171 women groups in FY 2017/18 to 267 women groups in FY 2018/19 while the youth groups increased from 124 to 158 youth over the same period. The programme performance was good (83.1%) in delivering key outputs. There were gender inequalities in participation of women as Lead/Demonstration Farmers. The cost of inputs was prohibitive to poor farmers especially women, youth, elderly and PWDs. The inputs were inadequate as some sections of the vulnerable groups were not reached.

#### Recommendations

- The CDO should improve targeting and reaching out to women, youth and PWDs in the provision of inputs, tractor hire services and extension services.
- The CDO in collaboration with Community Development Officers should sensitize house holds on the benefits of joint decision making.

- The MFPED and CDO in collaboration with the Uganda Ginners and Cotton Exports Association should prioritise allocations for improving staffing in the lower local governments (LLGs) and transport means for extension workers.

### 3.5. Farm Based Bee Reserve Establishment

#### Background

The programme objectives are: to develop guidelines for use in the conservation of bees at district level; impart skills and knowledge to stakeholders in management of bee-reserves; build capacity of district local governments for strategic bee management planning; and establish mechanisms for quality assurance, monitoring and evaluation of bee management programs. The MAAIF committed to mainstream cross cutting issues of gender and youth in all interventions.

#### Interventions under the subprogramme

The intervention involved distribution of bee hives, honey collection equipment and protective gear to apiary farmers for setting up bee reserves, honey collection and value addition centres and bee forage acreages in the districts. The distribution of these equipments was guided by the suitability of the areas for bee keeping and presences of bee keepers to manage the enterprises.

#### Performance

The project was implemented by MAAIF Entomology Department through the District Entomologists. Twenty-four districts<sup>13</sup> that were suitable for apiary activities were selected. The selection however, was not equitable as all districts are located in Central and Eastern region. In the four sampled districts, majority of the beneficiaries were male (85.29%); there were very few female beneficiaries and the youth did not benefit from the project (Table 3.5).

**Table 3.5. Access to MAAIF Bee keeping equipment by farmers in selected districts by 30th June 2019**

District	Male	Female	Youth	Total
Lwengo	39	6	0	45
Iganga	8	3	0	11
Mpigi	4	0	0	4
Gomba	7	1	0	8
Total	58	10	0	68
<b>% of total</b>	<b>85.29</b>	<b>14.70</b>	<b>0</b>	<b>100%</b>

*Source: Field findings*

Box 3.1: Reasons for low access to the MAAIF bee keeping equipment by women, PWDs and youth

13. Wakiso, Mukono, Mpigi, Luwero, Nakasongola, Nakaseke, Masaka, Mityana, Mubende, Kiboga, Sembabule, Gomba, Kayunga, Buikwe, Kamuli, Buyende, Kaliro, Iganga, Lyantonde, Lwengo, Bukomansimbi, Kalungu, Mayuge and Luuka.

*“Men do not support their women to have bee projects. They might sting and disfigure their beautiful faces. Women have no rights for managing such enterprises which are capital and labour intensive. PWDs especially the physically disabled cannot look after the bees as they may be unable to run away when they are attacked. They lack capital and bee keeping is a labour intensive enterprise requiring the beneficiary to fetch water and food for the bees all the time. PWDs immobility is a major constraint”***Key Informants Interview with District Production Officials, Gomba District.**

*“All women who were shortlisted and invited for the evaluation to be considered as beneficiaries never turned up for evaluation hence were automatically dropped from the beneficiary list”.* **Key Informant Interview, District Entomologist Mpigi District.**

**Source: Field findings**

### **Challenges**

Limited access by women, youth and PWDs to the apiary materials due to inadequate quantities provided and gender blind farmer selection processes.

Poor communication between MAAIF and Local Governments.

Inadequate training to farmers

### **Conclusion**

The project performance was poor rated at 49.2%. The project distributed bee keeping equipment and trained 14 farmers in apiary management. The gender and equity concerns were not addressed due to limited funding, poor farmer selection at contracting level, lack of land especially among the women and youth and inadequate communication.

### **Recommendations**

1. The MAAIF should encourage more women and youth to participate in this project.
2. The MAAIF should improve communication with the Local Governments.
3. The MAAIF should enhance apiary training to farmers.

## **3.6 Improving Access and Use of Agricultural Equipment and Mechanization**

The sub-programme aims at enhancing agriculture production and productivity through excavation of water for production facilities, bush clearing and opening of farm roads. The focus in FY 2018/19 was to establish community water for production facilities to mitigate the problem of low agricultural production and productivity due to harsh weather conditions. The MAAIF committed to purchase heavy earth moving equipment and tractors to support establishment of the regional agriculture mechanization centers and water for production facilities. The beneficiaries would include 30% youth and women and the Karamoja region.

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14. Every farmer is trained before receiving equipment.

**Performance**

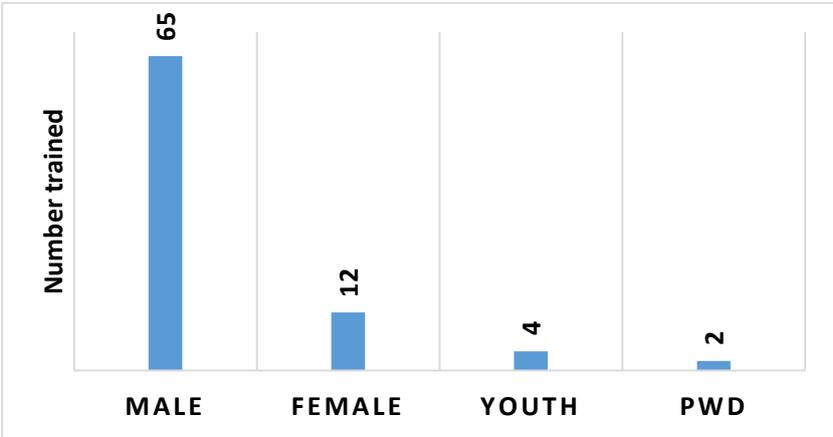
**Financial performance**

The approved budget for the sub-programme for FY 2018/19 was Ug shs 27.340 billion of which Ug shs 26.287 billion (96.15%) was released and fully spent (100%) by 30th June 2019. This was very good release and expenditure performance.

**Physical performance**

A total of 77 farmers in 24 monitored districts were trained of whom the majority 65 (84.4%) were male (Figure 3.2).

**Figure 3.2. Farmers trained by the Mechanization project in selected districts by 30th June 2019**



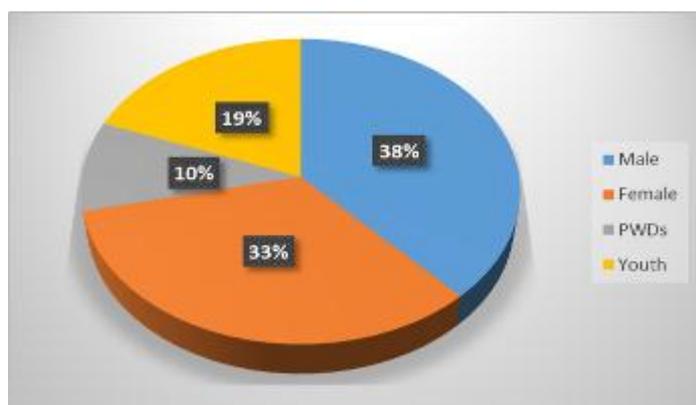
*Source: Field findings*

Machines were hired by farmers for clearing bush, ploughing farms and opening farm access roads: 65 (84.4%) were males, 12 (15.6%) were females, 2 (2.6%) were PWDs and 4 (5.2%) were youth. The farmers paid a dry lease rate of Ug shs 60,000 per acre for using the machines and provided the fuel.

Construction of community15 dams and clearing of bush was undertaken in the most underserved in Northern and Eastern Uganda including the districts of Nebbi, Gulu, Amuru, Nwoya, Buyende, Kamuli, Namutumba, Katakwi, Bulambuli and Pader. Works commenced on the Agwata regional mechanization centre in Dokolo district within Northern Uganda. In the sampled districts, there was gender balance in the community water user committees that managed the dams. This was a requirement by MAAIF for the committees to have representation of men, women, youth and PWDs. Figure 3.3 illustrates the gender balance in Nebbi district.

15. Information on the proportion of women and youth benefiting from the dams was not available.

**Figure 3.3. Gender balance of the community user committees for dams in Nebbi District by 30th June 2019**



*Source: Field findings*

The beneficiaries in the sampled districts expressed satisfaction with the quality of water facilities that were constructed. However, some communities expressed dissatisfaction with the non-functionality of the valley dams due to lack of equipment, water troughs and power systems to draw the water out.

For example, the tank in Lojudongu village Nuura parish Kuchwiny subcounty in Nebbi district was not in use as there was no mechanism to draw the water. The tank was located in a distant space that was not easily accessible by women, children and PWDs. The tank walls were eroded as the community lacked a maintenance plan for the facility.



*Non-functional community tank in Lojudongu village Nebbi district*

In Pader district, Acanyara Lagut community tank was constructed in FY 2018-19 but the volume of water was too much due to heavy rains and it broke the banks and outflows.

### **Implementation Challenges**

- Low outreach of the service to farmers in Northern and Eastern Uganda and for women, youth and PWDs due to poverty and high prices of the machines. In addition, there was inadequate awareness of the availability of the equipment.
- Non-functional water for production facilities due to lack of troughs and mechanisms to power water out of the dams; and poor maintenance plans.

### **Conclusion**

The programme was not fully successful in addressing gender and equity concerns and was rated at 50% performance. Females were not among the employees and women were under-represented in trainings. The youth found it hard to access the machinery especially in the hard to reach areas. There is a need to increase access for the marginalized groups.

## Recommendations

- The MAAIF should increase access to the machines to farmers in Northern and Eastern Uganda and for women, youth and PWDs. The affirmative action could include waiving lease fees, deliberate targeting of disadvantaged groups and increased dissemination of information in the underserved areas.
- The MAAIF should improve equipping the community dams for functionality.

### 3.7 National Agricultural Advisory Services/Operation Wealth Creation

The Government is implementing the National Agricultural Advisory Services/Operation Wealth Creation (NAADS/OWC) to increase food and nutrition security and incomes of farming households. The programme focuses on: provision of strategic commodities to support multiplication of planting and stocking materials; management of agricultural input distribution chains; and value addition and agribusiness business development. The programme commitment for FY 2018/19 was to increase access to planting, stocking materials and value addition equipment by youth, women, PWDs, and hard to reach areas.

The key intervention under the NAADS/OWC was the provision of strategic inputs and technologies to farmers including planting and stocking materials; value addition equipment; tractorization and mechanization; and water for production. The implementers of the programme followed one of the guiding principles in the provision of these inputs of ensuring equity, affirmative action and gender consideration; the target beneficiaries being men, women, youth and other farming interest groups.

#### Performance

##### Financial performance

The approved budget for the Government Purchases sub-programme for FY 2018/19 was Ug shs 244.851 billion of which Ug shs 244.694 billion (99.94%) was released and Ug shs 205.062 billion (83.80%) was spent by 30th June 2019. This was very good release and good absorption of the funds. Ug shs 229.159 billion was approved for addressing gender concerns.

##### Physical performance

The performance of the NAADS/OWC during FY 2018/19 good (88.9%) – Table 3.6. Planting materials of commodities that address food security<sup>16</sup> like maize, beans and bananas were provided to farmers although in lower volumes than planned. The same was noted for livestock enterprises in which women participate including goats and poultry layers that were also disseminated in lesser volumes than planned. The maize and bean seeds and goats and poultry breeding materials were of good quality.

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16. Food security is a gender role for women.

**Table 3.6. Performance of the selected 17 NAADS/OWC enterprises by 30th June 2019**

<b>Output</b>	<b>Annual Budget (Ug shs)</b>	<b>Cum. Receipt (Ug Shs)</b>	<b>Annual Target</b>	<b>Cum. Achieved Quantity</b>	<b>Physical performance Score (%)</b>
Output: 14 Provision of priority agricultural inputs - Maize (KG)	1,637,580,000	1,614,550,000	334200.00	329500.00	22.38
Output: 14 Provision of priority agricultural inputs - Beans (KG)	1,220,580,000	694,270,800	339050.00	192853.00	16.68
Output: 14 Provision of priority agricultural inputs - Bananas (Suckers)	387,888,750	294,918,750	172395.00	146075.00	5.30
Output: 14 Provision of priority agricultural inputs - Irish Potatoes (Bags)	90,900,000	114,300,000	505.00	635.00	1.24
Output: 14 Provision of priority agricultural inputs - Cassava Cuttings (Bags)	1,097,800,000	685,800,000	27445.00	17985.00	15.00
Output: 14 Provision of priority agricultural inputs - Goats (Number)	183,200,000	140,200,000	560.00	430.00	2.50
Output: 14 Provision of priority agricultural inputs - Poultry Layers (Number)	117,600,000	100,800,000	39200.00	33600.00	1.61
Output: 14 Provision of priority agricultural inputs Chick and Duck Mash(KG)	80,864,000	82,885,600	56000.00	57400.00	1.10
Output: 14 Provision of priority agricultural inputs - Growers Mash (KG)	116,000,000	116,135,000	56000.00	56090.00	1.59
Output: 14 Provision of priority agricultural inputs - Pigs (Number)	2,385,680,000	2,484,600,000	821.00	564.00	21.50
<b>Total</b>	<b>7,318,092,750</b>	<b>6,328,460,150</b>	<b>0.00</b>	<b>0.00</b>	<b>88.9%</b>

*Source: Field findings.*

17. These are food security and livestock enterprises where women participate.

Monitoring in 20 sample districts indicated that the beneficiaries had received the inputs, but women had less access than men. There was evidence of youth and PWDs accessing the inputs although in insignificant numbers (Table 3.7).

**Table 3.7: Access to NAADS/OWC inputs in selected districts by 30th June 2019 (number of beneficiaries)**

Districts	Male	Female	Total	o/w Youth	o/w PWD
20 districts	17,144	9,781	26,925	1,885	375
Percentage of total (%)	63.67	36.33		7.00	1.39

Source: Field findings



**OWC Value Addition Machine (left) and heifer (right) given to Mr. Hussein Kisenyi in Luti village Kityo parish Lwengo subcounty in Lwengo district**

The inputs that were distributed reached less than 10% of the farming communities in every locality. In most cases, farmers who were near the subcounties where the ones who collected the inputs. The PWDs rarely collect the inputs due to the long distances to collection centres.

**Challenges**

Limited access to inputs by females, youth and PWDs due to: a) lack of transport means and long distances to subcounties to collect the inputs b) lack of information about the inputs and the dates of delivery c) inadequate supplies of the key commodities that are demanded by vulnerable groups d) poor mobilization of these groups by the district leaders and technocrats.

**Conclusion**

The performance of the NAADS/OWC in addressing gender and equity issues was good (88.9%). Although the distribution of planting and stocking materials to farmers was country wide, the quantities delivered were too limited to the farming communities. Strategic commodities that enhance food security were accessed by women. A few youth and PWDs also accessed the inputs. Increased affirmative action is required to reach out to a larger population of the disadvantaged groups.

## Recommendations

- The MAAIF, NAADS Secretariat and LGs should ensure timely delivery of inputs coupled with good mobilization of the recipients including the females, youth and PWDs.
- The NAADS Secretariat should ensure that the suppliers deliver the inputs at proximal areas in villages where they can easily be accessed by the disadvantaged groups.

### 3.8 National Animal Genetic Resources Centre and Data Bank

The National Animal Genetic Resources Centre and Data Bank (NAGRC&DB) was established to conserve and ensure continuous supply of animal genetic resources and breeding materials in the country. The institution is implementing a development project with the purpose of increasing livestock productivity, through sustainable utilization of animal genetic resources and strengthening institutional capacity.

The programme committed to: support female livestock practitioners through training and refresher courses in Assisted Reproductive Techniques (ARTs); training female staff in both science and non-scientific long term courses; and sensitizing NAGRC&DB staff in gender and equity. The NAGRC&DB G&E interventions focus on breeding and conservation of biodiversity for goats, pigs and poultry. They interventions aim at promoting utilization of improved animal genetic resources by farmers to improve production and productivity.

## Performance

### Physical Performance

A total of 113 youth (78 males and 35 females) were trained in ARTs on the seven monitored ranches<sup>18</sup>. Participation of females in employment at NAGRIC&DB stations was limited compared to male participation (Table 3.8). There was only one female manager in all the 11 ranches, the others being manned by males. However, the youth formed the majority of workers at the NAGRC&DB stations. The high participation of youth in the ranches was explained by the high labour intensity required of herdsmen that herded animals over long distances in search of good pastures and water.

**Table 3.8: NAGRIC&DB Staff at various farm ranches by 30th June 2019**

Ranch name	Total staff	Sex		o/w PWDS	o/w Youth
		Female	Male		
Aswa	24	1	23	0	22
Kasolwe	34	4	30	1	28
Lusenke	11	1	10	1	5
Maruzi	26	1	25	2	12
Sanga	15	2	13	0	10

### Source Field findings

18. Kasolwe Stock Farm (Kamuli); Maruzi Ranch (Apac); Njeru Stock Farm (Buikwe); Aswa Ranch (Pader); Ruhengere (Mbarara); Nshaara (Mbarara); Sanga (Mbarara)

An equity responsive analysis was undertaken to assess the delivery of key outputs by NAGRC&DB in FY 2018/19. The performance very good rated at 80.65% (Table 3.9). Different breeds of animals were multiplied on the various ranches as planned. For example, community breeding and outreach was done in Kasolwe where by 65 farmers benefited from this service including 54 males (83%) 11 females (17%). The farms were largely owned by elderly males. A key challenge noted was that there was limited awareness among farmers with regard to the improved breeds on the NAGRC&DB farms and how to access them.

**Table 3.9: Performance of the Breeding and Genetic Development Programme by 30th June 2019**

Output	Annual Budget (Ug shs)	Cum. Receipt ( Ug shs)	Annual Target	Cum. Achieved Quantity	Physical performance Score (%)	Remark
Pasture seeds and vegetative materials multiplied (tonnes)	528,867,079	468,257,711	134.00	240.43	40.50	Late delivery of pasture seeds
Pasture and fodder banks established (acres)	244,796,874	217,053,124	1170.00	754.00	13.62	Drought destroyed crops; late delivery of inputs
Breeding and multiplication of meat goats undertaken (number)	8,999,550	7,974,623	1080.00	707.00	0.51	High mortality due to diseases, poor housing, poor nutrition
Farm structure established for small ruminants (number)	523,220,140	474,559,133	9.00	5.30	26.01	
Feeds procured and supplied to farms (activity)	289,744,679	289,744,679	1.00	1.00	22.19	
Parent stock for poultry procured with feeds (activity)	119,999,958	119,999,958	1.00	1.00	9.19	
<b>Programme Performance (Outputs)</b>					<b>80.65%</b>	

Source: Field findings

## **Challenges**

- Low outreach of community breeding programmes due to inadequate artificial insemination technicians, long distances to hard to reach areas and inadequate facilitation (fuel) from NAGRC&DB headquarters.
- Inadequate breeding infrastructure (housing, paddocks, insemination kits) and trainers for poultry, piggery and goats' management on NAGRIC&DB stations for the students to acquire skills from. This especially affected the female trainees who desired to learn and practice poultry, piggery and goats management for income generation.

## **Conclusion**

The NAGRC&DB registered a good performance in addressing G&E concerns, rated at 80.65%. The ranches supported male and female youth practitioners through training on ARTs; however, females had less access to training than males. The NAGRIC&DB stations were equitably distributed in all the regions of the country hence addressing equity concerns.

## **Recommendations**

- The NAGRIC&DB should recruit more Artificial Insemination technicians to increase access for farmers.
- The NAGRIC&DB should prioritise establishment of breeding facilities at its ranches that aid training in poultry, piggery and goats management. These small ruminants benefit vulnerable groups.

## **3.9 Vegetable Oil Development Project**

The Vegetable Oil Development Project Phase Two (VODP2) aims to increase the domestic production of vegetable oil and by-products to enhance rural incomes for smallholder producers. The project provides extension and value chain services to smallholder farmers. The project interventions include;

Construction of fertilizer stores on Bunyama and Bubembe island (30% to be used by women and youth).

Construction of farm access roads on the islands (Bubembe, Bugala, Bunyama islands)

Distribution of key inputs to farmers (oil palm seedlings, fertilizers, credit) 30% of beneficiaries would be women and youth.

## **Performance**

### **Financial performance**

The approved budget FY 2018/19 was Ug shs 33.492 bn of which Ug shs 14.592 bn (43.57%) was from GoU and Ug shs 18.90 bn (56.43%) was from donor financing. Of the GoU funds, Ug shs 14.542 bn (99.66%) was released and fully spent by 30th June 2019. This was very good release and expenditure performance.

## Physical Performance

The VODP2 had very good performance during FY 2018/19 rated at 84.91% (Table 3.10). Construction of the two fertilizer stores in the hard to reach areas of Kalangala district was at 65% completion for Bunyama island and 45% completion on Bubembe island. The facilities were not yet ready and accessible for use.

**Table 3.10. Performance of the VODP2 by 30th June 2019**

Output	Annual Budget (Ug shs)	Cum. Receipt (Ug shs)	Annual Target	Cum. Achieved Quantity	Physical performance Score (%)
Fertilizer store with an office on Bunyama, Bubembe islands and Buvuma constructed (Number of constructions)	581,281,440	379,380,576	2.00	0.92	5.09
Farm access roads constructed in the hard to reach islands /Design survey for farm and access roads in Kalangala completed (Kilometers)	3,503,125,000	3,483,623,618	80.00	133.00	43.51
Training conducted of male and female farmers (Number)	896,716,758	905,284,343	6585.00	6597.00	11.05
Mainstreaming/integration of cross cutting issues conducted (Number)	179,413,337	174,992,766	9.00	7.00	1.78
Loans disbursed for land clearing (Number of small holder farmers)	1,000,000,000	-	600.00	0.00	0.00
Oil palm seedlings planted (Number)	1,272,000,000	1,036,500,000	68000.00	60000.00	15.80
Oil palm gardens maintained (Ha)	618,502,500	189,337,500	1200.00	833.00	7.68
Total	8,051,039,035	6,169,118,803	0.00	0.00	84.91%

*Source: Field findings*

The VODP2 project organized a Training of Trainers for 29 participants drawn from the project staff and implementing partner institutions (PFSP) on gender mainstreaming and household mentoring methodology. They integrated gender mainstreaming activities in work including:-

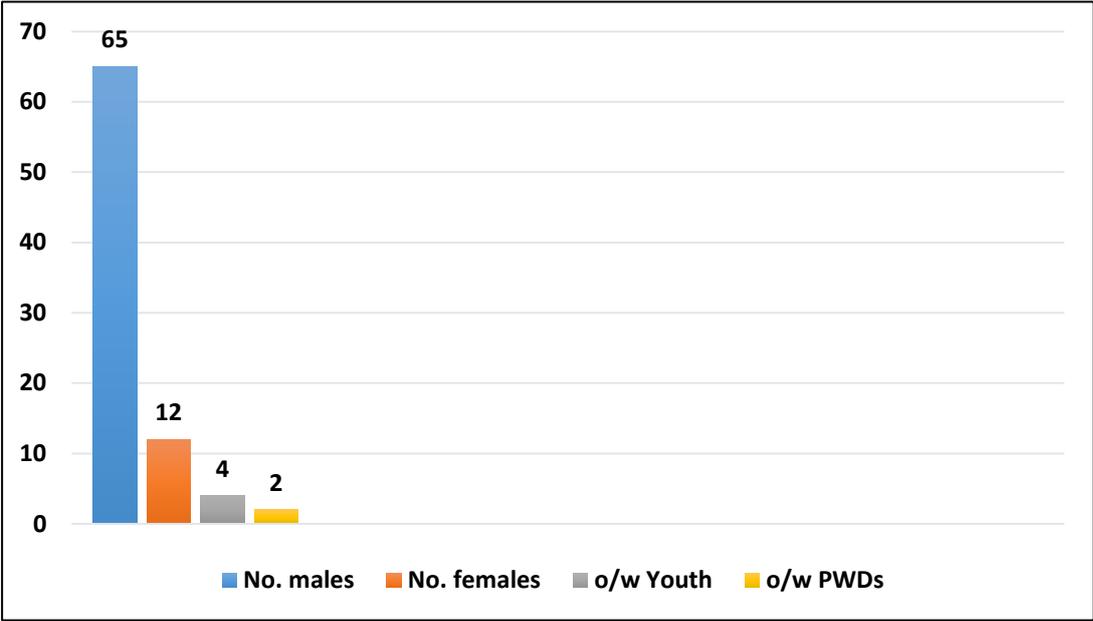
Training and awareness on gender issues conducted by the Community Development Department of Kalangala District for 210 oil palm farmers (120 males and 90 females) of whom 10% were youth.

Under oilseeds component, out of 11 service providers, 6 were implementing household mentoring and each trained over 1500 households. All the 5311 oilseed targeted groups received gender awareness training sessions.

Completed a training of trainers for 50 community based household mentors (23 female, 18 male) mainly youths in Kalangala who were deployed in 25 units in 7 blocks to implement the mentoring of households and were also equipped with bicycles and training guides.

Inspite of the poor road network and shortage of motor cycles for extension workers in the Northern region, several farmer groups from the assessed districts<sup>19</sup> benefited from extension services (Figure 3.4). The training benefitted mostly males.

**Figure 3.4: Farmers trained by extension workers in Northern Uganda by 30th June 2019**

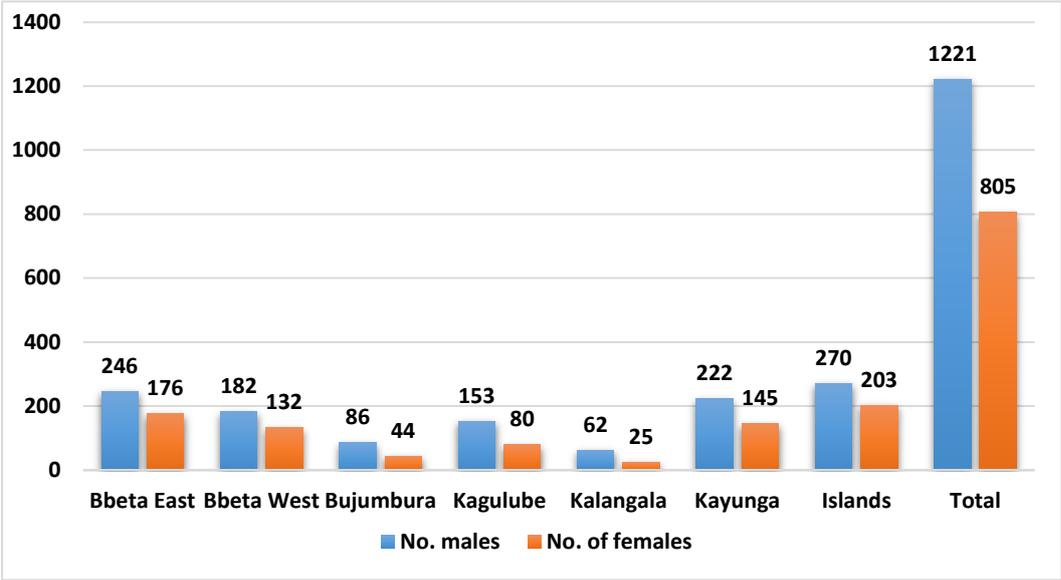


*Source: Field findings*

The project completed a training of trainers for 41 (23 females, 18 males) community based household mentors mainly youths in Kalangala. These were equipped with bicycles and training guides, and then deployed in 25 units in 7 blocks. The number of registered farmers under Kalangala Oil Palm Growers Trust (KOPGT) had increased from 1,810 (36% female) in June 2018 to 2,026 (39.73% female) in 30th June 2019 (Figure 3.5).

19. Gulu; Amuru; Nwoya; Pader; Kitgum; Lamwo; Adjumani; Agago

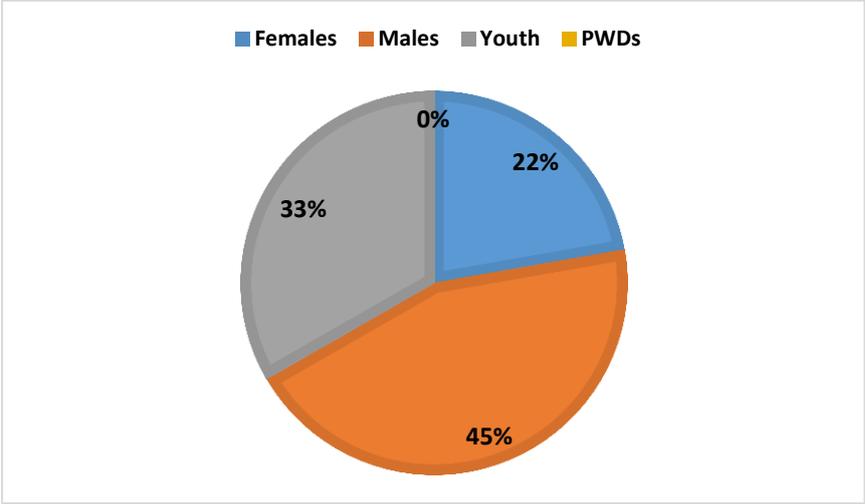
**Figure 3.5. Registered farmers in oil palm growing in Kalangala district by sex by 30th June 2019**



Source: Field findings

The majority of VODP2 extension workers in Kalangala district were males (45%) with no representation of PWDs (Figure 3.6). The working environment in the hard to reach areas of the islands including travelling on water was not favorable for women and the PWDs. However, there was a substantial number of youth (33%) who were employed as extension workers in Kalangala district (Figure 3.6).

**Figure 3.6: VODP2 extension workers in Kalangala district by 30th June 2019**



Source: Field findings.

Most of the inputs and services offered to farmers were adequate. However, some tools were needed for instance ladders for harvesting the Fresh Fruit Bunches (FFB) since some palms had grown very tall.

## **Challenge**

Low price for FFB compared to costs of production leading to lower returns for the female and youthful farmers.

## **Conclusion**

The VODP2 registered good performance in addressing gender and equity concerns rated at 84.91%. Women and youth accessed the inputs, credit and extension services. Services were also extended to the hard to reach areas within Kalangala district. Generally, access was higher for men than women and the PWDs hardly benefitted from the VODP2.

## **Recommendations**

The MAAIF and all key stakeholders should review and improve the FFB price.

### **3.10 Uganda Coffee Development Authority**

The Uganda Coffee Development Authority (UCDA) promotes and oversees the development of the coffee industry through support to research, propagation of clean planting materials, extension, quality assurance, value addition and timely provision of market information to stakeholders. In line with the Coffee Strategy 2020, the GoU's focus is on increasing production and productivity through coffee replanting in Coffee Wilt Disease (CWD) affected areas, replacement of the aged unproductive trees and supporting introduction of commercial coffee production in new areas especially Northern Uganda.

The UCDA intervention of Coffee Development in Northern Uganda was to distribute coffee seedlings, shade trees, bananas and inputs for demonstration. The UCDA also committed to increase the number of seedlings allocated to women and youth country wide hence addressing gender and equity issues.

## **Performance**

### **Financial performance**

The approved budget FY 2018/19 for of Coffee Development in Northern Uganda intervention was Ug shs 729.35 million which Ug shs 729.35 million (100%) was released and fully spent by 30th June 2019. This was very good release and expenditure performance. Ug shs 5.6 billion was approved for gender.

### **Physical performance**

#### **Coffee development in Northern Uganda**

The UCDA distributed: 10 metric tonnes of seed to 142 Nurseries (114Males and 28Females) for propagation of seedlings for planting by smallholder farmers.

61,500 banana suckers were distributed for intercropping with coffee to address climate change effects (15,000 banana suckers to Vinayak Agro farm and 46,500 suckers to 123 farmers (91Males and 32Females) in Nwoya, Lira, Omoro, Oyam, Amuru and Gulu Districts.

## Production Research and Coordination

The UCDA distributed 38,475kgs of clean coffee planting seeds, 327,555,806 coffee seedlings and assorted chemicals and equipment to farmers equitably (countrywide). A total of 1,442,498 coffee wilt disease resistant (CWD-r) plantlets were distributed to nursery operators and seedlings were procured from private nursery operators for the farmers. The CWD-r plantlets for both mother gardens and planting were allocated to various beneficiaries' country wide as shown in Table 3.11. Both men and women as well as youth accessed the seedlings although access was higher for male than female farmers. The PWDs did not benefit from the program.

**Table 3.11: Distribution of CWD-r Plantlets by 30th June 2019**

Mother garden beneficiaries						
Region	No. of CWD-r plantlets	M	F	o/w Youth	o/w PWD	Total Beneficiaries
Central	839,910	262	122	181	1	384
Eastern	137,750	43	18	26	1	61
Northern	7,700	-	2	-	-	2
South Western	131,850	47	18	34	-	65
Western	325,288	93	35	53	1	128
Grand Total	1,442,498	445	195	294	3	640
<b>% of total</b>		<b>69.53</b>	<b>30.47</b>	<b>45.94</b>	<b>0.46</b>	

*Source: Field findings*

All the monitored regions<sup>20</sup> had received the inputs and farmers expressed satisfaction with the quality and quantity of seedlings from the private nurseries. Examples of coffee input beneficiaries are given below:

Arua district; Ayelembe Women's Farmer Group has 46 members in Aliolrondo village Tilevu parish Vurra sub county, of which 42 (91.3%) members are females, 4 males (8.7%), 10 youth (21.7%) and 1 PWD (2.2%). Their main objective is to supply UCDA with coffee seedlings hence received 30kg of seed, 20kg of polypots to support their nursery production. They also grow and process coffee (FDG Discussion with seven members).

The coffee inputs distributed were sufficient however, they were affected by bad weather.” We would be expecting a very good harvest but we experienced long dry spells that dried up most of the coffee plants” (a coffee farmer in Arua District)

Extension workers were overwhelmed with the large coverage limiting outreach. For instance, Mr. Etoma Charles, an extension worker in West Nile, covered 805 (74.53%) of the planned 1,080 farmers. Overall, the performance of UCDA from a G&E perspective was very good rated at 98.19% (Table 3.12).

20. Central, Eastern, Western, Northern and South western regions

**Table 3.12: Performance of the Coffee Development Programme by 30th June 2019**

<b>Output</b>	<b>Annual Budget (Ug shs)</b>	<b>Cum. Receipt (Ug shs)</b>	<b>Annual Target</b>	<b>Cum. Achieved Quantity</b>	<b>Physical performance Score (%)</b>
CWDr Plantlets Procured for distribution to farmers (80% Male, 10% Female and 10% Youth) (Number)	281,250,000	281,250,000	187500	126000	0.81
CWD-R nurseries supported with Mother plants, equipment and materials to build their capacity (Number)	300,000,000	300,000,000	30	106	1.28
Coffee Seedlings procured and distributed to (50% Men, 30% Youth and 20% Female) through farmer organizations, women, Youth Groups and other Special Interest Groups (Number)	22,311,396,000	22,311,396,000	63746849	107222804	95.38
CWD-R Mother Gardens established in the non-traditional coffee growing districts of Northern Uganda (Number)	360,000,000	360,000,000	36	3	0.13
Banana suckers Procured and distributed (Number)	100,000,000	100,000,000	20000	61500	0.43
Shade trees seed Procured and distributed (Number)	40,000,000	40,000,000	500	500	0.17
<b>Total</b>	<b>23,392,646,000</b>	<b>23,392,646,000</b>	<b>0</b>	<b>0</b>	<b>98.19</b>

*Source: Field findings*

## Challenges

- i) Poor reporting in relation to gender, location, age and disability as required by the Equal Opportunities Commission (EOC).
- ii) Low distribution of coffee seedlings due to impassible roads in some sub counties in Arua district among others.
- iii) Most PWDs were unable to collect coffee seedlings from distribution points because they were incapable of transporting the seedlings from the private nurseries located at far distances.

## Conclusion

The UCDA registered very good performance in addressing gender and equity concerns during FY 2018/19. Men, women and youth benefitted from the coffee seedlings and associated services. Access was relatively lower for women than men. The PWD had limited access to UCDA services. Affirmative action is required to increase women and PWD's access to UCDA inputs and services.

## Recommendations

- i) The UCDA should work with UBOS to generate gender and equity disaggregated data.
- ii) The UCDA should register PWDs separately so that at the time of supply seedlings can always be delivered to places of their convenience.

## 3.11 Institutional Gender and Equity Responsiveness

A total of 14 institutions/programmes were assessed for their institutional gender and equity responsiveness. Six out of 14 institutions had a fair level of responsiveness to G&E, with the most complied factor being having separate toilets for wo/men on the premises; and presence of Human Resource Manuals that guided on issues relating to sexual harassment. None of the institutions made use of the National Priority gender equality. Only two out of 14 monitored had safe spaces for breastfeeding mothers (Table 3.13).

For the assessed programmes, gender and equity responsiveness was highest within NARO institutions and least for CDO and LGs as further explained below.

**Sexual harassment policy:** The institutions generally lacked specific workplace policies and complaint mechanisms against sexual harassment and exploitation. The NARO institutes and Zonal Agricultural Research Development Institutes (ZARDIs) and UCDA were guided by their Human Resource Manuals that particularly spelt out clauses for addressing sexual harassment at the workplace. Sembabule district had a Rewards and Sanctions Committee and Welfare Committee that handled issues related to sexual harassment and exploitation.

**Specific budget** for G&E concerns: Sembabule district earmarked Ug shs 30 million in FY 2018/19 to construct a lactation centre/breast feeding facility.

**Safe spaces for nursing mothers/breastfeeding:** Apart from Bushenyi district and Sembabule district, the rest of the MAAIF, sector agencies, and LGs that assessed did not have safe spaces for mothers. Bushenyi district reserved a room for nursing mothers but which was also partly used as an office. The room was equipped with a table where baby milk

and utensils were kept and a chair for the child minder. Sembabule district was constructing a lactation centre that was 80% complete by 30th June 2019. The key challenge was that the districts lacked guidance on the recommended standards for constructing and equipping the lactation facilities.

**Private or separate toilet facilities:** The sector institutions were generally responsive to having separate toilets for women and men but less for PWDs

### Challenges

- Limited awareness of the national policies, laws and guidelines for gender and equity responsiveness and the required standards



Separate toilet stances at Ngetta ZARDI in Lira district

- Limited capacity of staff MAAIF and agencies and LGs to address institutional gender and equity concerns in the sector.

### Recommendations

The Ministry of Gender, Labour and Social Development (MGLSD) in collaboration with the MFPED and Equal Opportunities Commission (EOC) should disseminate policies, laws and guidelines for enhancing institutional gender responsiveness; and build capacity of the sector staff to address the concerns.

**Table 3.13. Status of Institutional Gender and Equity Responsiveness in selected programmes and entities by 30th June 2019**

Programme/ Subprogramme/ district	Sexual harassment/ exploitation policy or mechanism	Specific budget for G&E concerns	Safe spaces for nursing mothers/ breastfeeding	Private or separate toilet facilities
Arua District Production Department	0	0	0	3 (G with a ramp for PWD)
Bushenyi District Production Department	0	0	1	29 (12M, 12F, 1 PWD, 4 G)
CDO Lira district	0	0	0	2 (G)
CDO Nebbi district	0	0	0	8 (4M, 4F)
CDO Cotton Dressing Station - Pader district	0	0	0	14 (7M, 6F, 1PWD)
Masindi District Production Department	0	0	0	6 (2m, 2F, 1F PWD, 1M PWD)
MAAIF – VODP2 Oil Palm - Kalangala district	0	1	0	10 (5M, 5F)
MAAIF – VODP2 Oil seeds – Iganga district	1	0	0	2 (G)
NARO – Abi ZARDI Arua district	1	0	0	18 (7M, 7F, 4G)
NARO – MbaZARDI Mbarara district	1	0	0	11 (3M, 3F, 1PWD, 4G)
NARO – Ngetta ZARDI	1	0	0	16 (7M, 7F, 2PWD)
NAGRC&DB Sanga Field Station – Kiruhura district	0	0	0	8 (G and in poor condition)
Sembabule District Production Department	1	1	1	5 (G)
UCDA – Gulu district	1	0	0	3 (G)
<b>Total out of score 14</b>	<b>6</b>	<b>2</b>	<b>2</b>	

**M = male; F = female; G = general; PWD = persons with disability.**

*Source: Field findings*

### **3.12 Overall Sector Conclusion**

In FY 2018/19, the agricultural sector committed to address gender and equity concerns focusing on increasing access to inputs, technologies, trainings, mechanization, value addition equipment and tractor hire services by women and youth groups as well as persons with disability (PWDs). The overall performance of MAAIF, agencies and LGs in addressing these commitments was good rated at 76.4%. The sector commitments were partially addressed through distribution of inputs and technologies; provision of extension, training and tractor services to farmers. However, there was limited access for and participation of women, youth and PWDs, Northern and Eastern Uganda in the sector programmes.

Key constraints to access and participation of the disadvantaged groups were: low awareness about sector programmes; lack of land and capital; long distances to input distribution centres; illiteracy; cost; and low outreach.

There was low institutional gender and equity responsiveness in the agricultural sector. Only six out of 14 institutions assessed had a fair level of responsiveness to G&E. The key challenge was the limited awareness of policy and guidelines and capacity for promoting gender and equity responsiveness in the sector.

### **3.13 Overall Sector Recommendations**

- The MAAIF, agencies and LGs should improve targeting and reaching out to women, youth, PWDs; Northern and Eastern Uganda when providing inputs, tractor hire services, training and extension services.
- The MAAIF, sector institutions and LGs should improve dissemination of information about the programmes and projects with affirmative action to reach out to the disadvantaged groups.
- The Ministry of Gender, Labour and Social Development (MGLSD) in collaboration with the MFPED and Equal Opportunities Commission (EOC) should disseminate policies, laws and guidelines for enhancing institutional gender responsiveness and build capacity of the sector staff to address the concerns.

## CHAPTER 4: EDUCATION

### 4.1 Introduction

The vision of the Gender in Education Policy (GEP)<sup>21</sup> is to promote equitable quality and relevant education and sports for all boys and girls, women and men in Uganda. Through the implementation of the policy, the sector has registered progress in improving enrolment of both girls and women and boys and men at all levels of Education and Sports. Despite the achievements, there are still wide gender gaps in retention, transition performance and completion at all levels which continue to disadvantage girls and women.

To this effect the sector in FY 2018/19 committed to; i) elimination gender disparities in education and ensure equal access to all levels of education and vocational training for the vulnerable, including persons with disabilities, indigenous peoples and children in vulnerable situations and; ii) build and upgrade education facilities that are child, disability and gender sensitive and provide safe, non-violent, inclusive and effective learning environments for all.

A number of strategies were laid out to implement the commitments and these included; capacity building of teachers and learners on gender pedagogy, Violence Against Children In Schools (VACIS) and menstrual hygiene management; ii) mentoring and support priority district action plans and economic empowerment through training; iii) Science and Mathematics initiatives promoted in primary schools to encourage female participation and Dissemination of the Gender in Education Policy; (iv) Ensuring that all education structures have ramps; and (v) provision of separate and inclusive latrines for boys, girls and children with disabilities.

The Budget Monitoring and Accountability Unit (BMAU) of the Ministry of Finance, Planning and Economic Development (MFPED), conducted a Gender and Equity monitoring to assess the level of achievement of planned Gender and Equity interventions by the different programs across the different Votes during the financial year 2018/2019.

#### 4.1.2 Scope

The report presents status of implementation and achievement of Gender and Equity Interventions for selected projects/programmes in 7 out of 15 central votes and within 46 LGs in the Education and Sports Sector for FY 2018/19. Annex 1: shows the sampled votes and projects.

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21. Formulated in 2009 and revised in 2016

## 4.2. Sector performance

This section presents the overall financial and physical sector performance for FY 2018/19.

### 4.2.1 Financial Performance

The approved budget for FY 2018/19 inclusive of external financing was Ug shs 180.71bn, of which Ug shs 176.9 (98%) was released and expended by 30th June 2019. In terms of absorption, 100% of the releases were spent by end of the financial year as indicated in the table 4.2. The Gender and equity budget allocation in relation to the sector budget was 3%<sup>22</sup>.

**Table 4.1: Annual Financial Performance for Education and Sports Sector FY 2018/19**

Institution	Budget (bn)	Release	Expenditure	Budget Released (%)	Releases Spent (%)
MoES	32.70	28.95	28.93	88.5	100
Education Service Commission.	3.23	3.23	3.23	100.0	100
Busitema University	0.13	0.14	0.14	111.7	100
Kyambogo University	0.14	0.12	0.12	89.6	100
Mbarara University	0.02	0.02	0.02	90.0	100
Muni University	0.04	0.04	0.04	100	100
Makerere University Business School	0.45	0.45	0.45	100	100
Local Government (SFG and UPE)	144.0	144.0	144.0	100	100
<b>Total</b>	<b>180.71</b>	<b>176.9</b>	<b>176.9</b>	<b>98</b>	<b>100</b>

*Source: Authors compilation*

### 4.2.2 Physical Performance

The overall sector performance was good at 80.6%. All the votes registered good performance save for Education Service Commission. The good performance was attributed to availability of customized gender policies and guidelines to ensure the integration of Gender and Equity interventions, presence of gender focal persons and the gender unit to coordinate the implementation of the interventions.

The poor performance on the other hand was attributed to the low turn up of female applicants. The Education Service Commission's target of recruitment, confirmation and validation of 3000 females and 200 people with special needs was not met.

22. The figure makes reference to only what was monitored. The budgets for the other five universities and degree awarding institutions are not included, neither is the SFG and UPE budget for the other 81 districts not monitored and any of the other programmes that had no specific gender or equity budget but rather had their interventions mainstreamed.

**Table 4.2. Annual Education and Sports Sector Performance FY 2018/19**

<b>Vote/Programme</b>	<b>Performance</b>
Pre-Primary and Primary Education	99.3
Secondary Education	78
Higher Education	100
Special Needs Education	65
Guidance and Counselling	86.7
MoES	85.8
Busitema University	90
Muni University	95.2
Mbarara University	86.7
Makerere University Business School	83
Kyambogo University	90.7
Education Service Commission	33
<b>Total</b>	<b>80.6</b>

*Source: Authors' Compilation*

### **4.3 Ministry of Education and Sports**

Five programs under MoES were assessed to measure achievement of their planned Gender and Equity interventions for FY 2018/2019 and these were; Pre-Primary and Primary Education, Secondary Education, Higher Education, Special Needs Education and Guidance and Counselling. The detailed performance of each program is given below.

#### **4.3.1 Pre Primary and Primary Education Programme**

The objective of the programme was to provide policy direction and support to education managers to ensure provision of quality pre-primary and primary education as well as to increase learning achievement.

Three interventions were identified as addressing gender and equity concerns. These are; i) the Karamoja School feeding programme for equity concerns; ii) the Gender Unit to address both gender and equity concerns of the sector and iii) the Uganda Teacher and School Effectiveness project (UTSEP) for equity concerns. Below are the findings of the interventions implemented.

##### **1. Karamoja School Feeding Intervention**

The intervention is as a result of an agreement signed between World Food Programme (WFP) and Government of Uganda to collaborate in stabilizing food availability in the sub regions that experience natural, conflict or are prone to the vagaries or experience chronic food deficiency.

The intervention comprises of; provision of dry food rations: (maize, beans, vegetable oil) to all in primary, secondary and tertiary institutions. Schools are encouraged and supported to

establish school gardens through provision of vegetable seedlings, fruit seedlings, and grain and for tree planting schools are encouraged and supported to establish demonstration woodlots.

## **Performance**

### **Financial Performance**

The Annual budget allocated towards this intervention was Ug shs 753,970,266 of which 699,474,175 (93%) was released and Ug shs 682,198,546 (98%) expended. Allocation to this intervention in relation to the programme budget (Ug shs 20,617,372,702) was at 3.6%.

### **Physical Performance**

#### **i) Provision of Grains/Food Ratios**

A total of 315 schools (all schools both Government and Private) across the Karamoja sub region were supplied with food stuffs by the WFP. Six schools of; Moroto Demonstration Primary School, Moroto High School, Child Jesus Nursey and Primary School-Moroto, Kotido Technical Institute, Napumpum Primary School-Kotido and Kacheri P/S-Kotido were visited and findings indicate that the food stuffs supplied included; maize flour, beans, sugar and cooking oil.

Findings indicated that each child was apportioned 150g (of 200g) of maize grain; 30g (of the 40g) of beans and 10ml (of 20ml) of cooking oil for lunch and no break was served. The quantities provided were inadequate for the children. The maize distributed was in grain form and it is up to the school to grind the maize. Additionally the schools were not provided with sugar for the past ten years and schools usually ask parents to contribute towards firewood, salt and grinding of the maize.

#### **Box 1: Concerns about the School Feeding Program**

*“The Food served is little. We do not get satisfied and yet we eat once a day” FGD with Pupils; Moroto Demonstration school.*

*“In Karamoja, without food, no one will stay in school. This year, a total of 105 out of 120 students enrolled managed to complete school qualify the statement.” **Principal, Kotido Technical Institute introduce text book.***

Despite the challenges, the schools indicated improvement in performance; improved attendance; improved concentration; improved enrolments; reduced dropout rates, and retention of girls in school as a result of the intervention. *“Children have stopped escaping,”* Headteacher-Moroto Demonstration Primary School.



**L-R Food comprised of maize grain and a few beans served to children in Kacheri P/S; Children community converge at school to be served with some food Napumpum P/S Kotido District**

#### **iv) Home grown School Feeding**

The WFP together with MoES are promoting the home grown school feeding initiative in Karamoja mainly due to the chronic under resourcing of the school meals programme. The initiative is aimed at encouraging and supporting parents/communities to be more involved in feeding their children by creating farmer groups under the Purchase for Progress (P4P) programme. The farmer groups grow food which is then sold to WFP and eventually supplied to schools.

The intervention is being piloted in Napak and Nakapiripirit; where farmers are encouraged to grow food such as sorghum, maize and beans. So far, this initiative has been successful in the Prison farm of Namalu where maize was grown and sold to WFP.

#### **v) Agro- forestry**

In order to retain children at school, the intervention aims at replacing cut down trees as a source of firewood for the preparation of meals in schools. Shade trees and fruit trees are also provided such as the neem, acacia, mangoes, and oranges. In the FY 2018/19, a total of 19 schools were supported with tree seedlings in the Districts of Abim, Kaabong, Kotido, Napak and Moroto. Six schools in the districts of Moroto and Kotido were monitored and it was noted each child was required to plant a tree to replace cut down trees. The beneficiary schools were also supplied with inputs such as hoes, wheel barrows, spades, and pesticides.

#### **Implementation Challenges**

- i) Inadequate budget for financing complementary activities. The budget is inadequate to provide seedlings and woodlots, as well as training the entire community to take up seedling growing and tree planting.

## **Recommendations**

- i) The MoES should allocate more funding to complementary activities of the School Feeding Program.
- ii) The MoES should enhance collaboration with other partners implementing School feeding such as SNV and MAAIF; to complement efforts of the WFP.
- iii) The MoES should create linkages with Promotion of Renewable Energy and Energy Efficiency Project of MEMD to lobby for provision of energy saving stoves in the Karamoja Schools to reduce on the firewood consumption.

## **2. MOES Gender Unit**

The key policy objectives of the Unit are to; provide of technical assistance to support coordination and consistency of approaches to gender mainstreaming in the sector; address barriers to girls' education including undertaking sanitation and hygiene initiatives in schools; and reduce incidences of violence against children in schools to improve completion and retention rate.

The planned interventions for FY 2018/19 were:-

- i) Development of operational guidelines for Senior Women and Male teachers;
- ii) Review of the Guidelines on Prevention and Management of HIV and AIDS and Unintended Teenage Pregnancy in School- Settings in Uganda;
- iii) Finalization of the Menstrual Hygiene Management Manual;
- iv) Finalization the guidelines for the formation of school clubs;
- v) Implementation of National Strategy on Elimination Violence against Children in School and Institutions;
- vi) Mid Term Review of the National Strategy for Girls' Education 2014-2019; and
- vii) Strengthening of Gender Responsive STEM Education.

Additionally, the Unit planned to; dissemination of the Learners' Reader and Circular on Menstrual Hygiene Management; Training teachers and learners as well as engaging of stakeholders on building positive and supportive learning environment, sexual reproductive health and girls' education and conduct Menstrual hygiene/health campaigns; Dissemination of the Gender in Education Policy (2017); Dissemination of the National Strategic Plan on elimination of Violence Against Children in Schools (2015-2020), National Strategy for Girls' Education (2014-2019) and the Reporting, Tracking and Referral Guidelines on Violence Against Children in Schools (2015); and Communication and Advocacy. Five interventions were followed up to assess the level of implementation and below are the findings;

## **Performance**

### **Financial Performance**

The annual budget allocation towards the Gender unit was Ug shs 154,435,203 of which Ug shs 118,356,756 was released and all expended. Allocation in relation to the programme<sup>23</sup> budget was at 0.74%.

### **Physical Performance**

#### **a) Development of operational guidelines for senior man and woman teachers**

The main focus of the guidelines is to specify the minimum qualities and qualifications of Senior Woman/Man Teacher in terms, assignment, selection, training and certification, their roles and responsibilities and facilitation towards their delivery.

The draft guidelines were presented to stakeholders in Karamoja and West Nile and also to the Gender in Education Technical Working Group for input. The comments and recommendations of the different stakeholders were incorporated. The national stakeholders' consultations/validation meeting was also conducted.

#### **b) Review of the Guidelines on Prevention and Management of HIV and AIDS and Unintended Teenage Pregnancy in School- Settings in Uganda**

The guidelines on prevention and management of HIV and AIDS and unintended teenage pregnancy in school settings in Uganda were reviewed. The aim was to strengthen the guidelines on retention of pregnant girls and re-entry of child mothers in school settings in Uganda. These guidelines will provide an opportunity; a second chance to child mothers to pursue education. The Guidelines were discussed in the Gender in Education Technical Working Group meeting and the ISC VACiS including at the National Validation meeting.

Regional consultation on the guidelines were conducted in the Karamoja and West Nile regions from the districts of Kiryandongo, Arua, Adjumani, Arua, Yumbe, Zombo, Nebbi, Kitgum, Abim, Amudat, Moroto, Napak, Nakapiripit, Kotido and Kabong as well as a Breakfast meeting with Religious Leaders and media on re-entry of child mothers in school settings to generate their input into the guidelines.

#### **c) Finalization of the Menstrual Hygiene Management Manual**

A training manual for teachers and other stakeholders on Menstrual Hygiene Management (MHM) was developed. The manual will be used by schools and other development practitioners including Civil Society Organizations (CSOs), religious and cultural leaders and others working with schools and communities on MHM and WASH issues.

The manual was presented and endorsed by the different Working Group Meetings for use by the teachers and is due for approval by Top Management.

#### **d) Implementation of the National Strategic Plan on Elimination of Violence against Children in Schools**

A presentation of the status of implementation of National Strategy on Elimination Violence against Children in School and Sexual Harassment was made to the Parliamentary Committee. Members of parliament commended the sector for the steps taken and requested

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23. Pre-primary and Primary Education Programme

the Ministry to strengthen case management and speed up the development of a guidelines for re-entry of learners.

The Unit worked closely with a Civil Society organizations including; World Vision, Belgium Development Agency (ENABEL); Plan International , USAID, Irish Aid, UNICEF, National Teachers Colleges; to support efforts to eliminate violence against children in schools. The box below details the cases and actions that were taken.

**Box 2: Actions taken to eliminate Violence against Children**

Violence against Children at Hill Side Nursery and Primary School was followed up by the unit and the school interdicted 4 teachers who were involved in the vice.

In Kisozi Primary School, Gomba, the MoES established that sharing of dormitories by Primary and Secondary students, and use of corporal punishments exposes children to violence against children. The Ministry wrote to the Head teacher on how he is going to address the issues raised. The Head teacher responded to the issues through a letter to the D/BSE dated 21<sup>st</sup>/08/19.

In Spring Field Primary School Kibiri, the Ministry followed up a defilement case by a teacher. Kibuli police station for further action.

*Source: MoES Gender Unit*

**e) Strengthening of Gender Responsive Science Technology, Engineering and Mathematics (STEM)**

Role model scientists (female) and technicians from Uganda Mathematics Society and the Secondary Science Education and Mathematics Teachers (SESEMAT) mentors were supported to organize the national mathematics conference. The best two learners who took part in the competition at the conference were given laptops and the other learners who participated were given certificates recognizing their participation in the event. In addition, Gender Unit supported learners and teachers to participate in the East African level competitions in Nairobi by undertaking travel expenses. As a result of this support, girls won two bronze medals at the regional level.

Teacher training camps were organized for STEM teachers in Karamoja region with support from Irish Aid and UNICEF. The gender unit worked with SESEMAT to organize the first training camp for the STEM teachers and a total of 110 STEM teachers (104 male and 6 Female) attended. The main objective of the camp was to re-tool the teachers and help them adopt gender responsive pedagogy for science and mathematics. The training also enabled the teachers to prepare for the first science fair in Karamoja region.

**Implementation Challenges**

- i) Case Management; although the level of reporting of cases of violence has improved, there is still a challenge of case management of reported cases.
- ii) Girls in secondary schools still have phobia of science and mathematics related subjects.
- iii) Limited reach of interventions due to resources.

iv) Inadequate capacity to mainstream gender and equity issues

### 3. Uganda Teacher and School Effectiveness project (UTSEP)

In FY 2018/19, the project planned to distribute hearing aids to 1000 pupils. The intervention was assessed and the findings are detailed below.

#### Performance

##### Financial Performance

The project was funded by Global Partnership for Education (GPE) through World Bank and had a total budget of US\$100m, of which US\$ 45,431,600 was allocated to component 1 (Effective Teachers). Of that, US\$ 1,089,328 (2%) was for distribution of hearing aids intervention. By the end of the financial year, 100% of that was released to the intervention and all expended.

##### Physical Performance

A total 1554 pupils (818 of whom were male and 736, Female) from the five<sup>24</sup> sub regions of Central, Western, West Nile, North and East were fitted with hearing aids. Six primary schools (i.e Mpenja C/U in Gomba district, Ngomannene P/S in Gomba district, Bushenyi P/S Centre for the Disabled in Bushenyi, Masindi School for the Handicapped in Masindi district, Entebbe Children Welfare P/S in Wakiso district and Mulago School for the Deaf in Kampala district) were visited to verify receipt of hearing aids. The pupils in the visited schools received the hearing aids.

Teachers testified that the intervention improved the class learning environment as pupils became more engaged in classroom activities and communication was eased. Within the deaf units (schools that are not exclusively deaf but have a special section for deaf children) there was an increased level of integration among the two sets of pupils/students. As a result, there was a marked improvement in hearing abilities and communication capabilities. Some children started talking, some of whom had never talked before.



*Pupils at Bushenyi Centre for the Disabled Primary School who received hearing aids under the UTSEP project*

24. The total number of beneficiaries from Central were 397 (212 Male, 185 Female), Western were 460 (225 Male and 235 Female), West Nile were 90 (43 male and 47 female), North were 249 (144 Male and 105 Female) and East were 358 (194 Male and 164 Female).

Whereas previously interactions between the deaf students and the non-deaf students were limited, since the receipt of the hearing aids “*some students with the hearing aids are responding to other students in the compound*”. - Teacher at Bushenyi Centre for the Disabled P/S.



*Left: Pupils fitted with hearing aids in class, Right: Pupils being fitted with hearing aids at Mulago School for the Deaf. They were supported by the UTSEP project.*

It was however noted that due to the poor communication, a number of pupils were left out of the intervention. “While we have 12 students with hearing impairments, only one parent heard about it and had their child benefit from the intervention”. A teacher at Entebbe Welfare Primary School.

*“The school has 74 boys and 86 girls and all of them received these hearing aids. They like the gadgets much as we use sign language here. Some of them show that they can hear the loud noises. Many of them had never heard noise.”* **Teacher Mulago School for the deaf**

As a sustainability measure of the intervention; four teachers were funded to travel to Zambia and undertake one-year training on how to assess children and fit hearing aids, with the objective of these teachers becoming master trainers. Additionally 24 teachers were also trained within the country to become trainers of trainers.

### **Implementation challenges**

- i) Poor communication /awareness of the intervention between MoES, Starkey Hearing Foundation; Some beneficiary schools noted that they learnt about the hearing aid intervention at the last minute and therefore were not able to mobilize all the students that they would have liked to benefit.
- ii) Negative perception of the community regarding the hearing aids. It was noted that some older people in the deaf community with a bias towards the hearing aids would discourage beneficiaries, stating that they would not have an impact and that being deaf was permanent.
- iii) Lack of/or poor communication between MoES and Starkey Hearing Foundation on some instances as well as between the MoES and target school.

## **Recommendations**

- i) The MoES should rollout the intervention to encompass all the students that did not benefit.
- ii) The MoEs should provide sensitization for parents of SNE children and their communities about the use and benefits of using hearing aids.

## **Programme Conclusion**

The Pre-primary and Primary Education programme registered good (99.3%) performance towards implementing the planned outputs. Through the interventions the ministry made strides in ensuring inclusive and equitable education. There is however still limited coverage of the interventions especially at the Local Government level due to limited funding; negative social cultural practices and attitude towards girls' education and special needs children that have persisted despite community engagements and sensitization by different stakeholders.

### **4.3.2 Secondary Education Programme**

The objective of the programme is to promote quality, appropriate, accessible and affordable secondary education. The Uganda Intergovernmental Fiscal Transfer programme (UgIFT) planned to construct a total of 242 secondary schools in sub counties without a Government Aided Secondary School. In FY 2018/19, the sector planned to start civil works of 117 seed secondary schools.

#### **a) Construction of Seed Secondary Schools**

### **Performance**

#### **Financial performance**

<sup>25</sup>The project cost was Ug shs 100bn, of which 100% was released and 69% expended by close of the financial year. A total of Ug shs 30bn was returned to the consolidated fund due to a delay in procurement processes but the funds were sent back to the districts. The intervention budget is equivalent to 2% of the overall programme budget.

#### **Physical performance**

The facilities to be constructed for each school included; six classrooms, a multi-purpose hall, staff houses for six teachers, ICT library and Science Laboratories. By the end of FY, contracts were signed with 92 local Governments out of the planned 117. There were however a few appeals and re-advertisements for those sites especially in Karamoja where quotations were above the available funds.

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25. The programme is financed by GoU and IDA and is being implemented in the sectors of Health and Education. It will disburse USD200 million over a four-year period, of which USD130 million will be allocated for LG grants in the Education Sector, and USD 55 million in the Health Sector, and USD15 million for grant management, performance assessment, value for money, support and improvement.

The 117 planned sites were distributed across the country with 31 situated in the North, 31 in the west, 33 in the East and 22 in central. Monitoring visits were made to 46 local Governments to assess the level of implementation of the intervention and findings are detailed below;

By July 2019, works had started in about 78% of the districts and progress for most structures were around foundation level (plinth wall level) and or ground slab level except in Kabarole district (Nyabweya Seed in Kasenda sub county) where some three structures had reached roofing level, in Luuka District (Ikumbya Seed School), where physical progress was 60% and in Kaliro District (Bukamba Seed School) were civil works were 60% complete.



*On going works for construction of Mbirizi Seed Secondary School under the UGIFT Project in Lwengo District*

On the other hand, districts such as Butambala, Lyantonde, Luwero, Sembabule, Pader and Kitgum had not started construction works. This was attributed to encumbrances on the land, lack of land titles (Sembabule Wakiso and Lyantonde), contractor bidding price higher than available funds (Luwero) and failure of the contractor to mobilize the funds (Pader and Kitgum).

Additionally, disagreements on site for construction of the seed schools affected implementation in some districts for instance in Kyenjojo District. While the district chose Logoola sub-county, the MoES chose Mparo Seed in Kyembogo sub-county.

### **Implementation challenges**

- i) Delayed issuance of guidelines by MoES.
- ii) Some district did not use the guidelines on utilization of the UgIFT funds, for instance in Mubende district the council wanted to use part of the fund to fulfill Presidential Pledges, while in Lyantonde, the funds were initially redistributed to normal SFG projects. As a result a lot of time was lost before they agreed to follow the guidelines as provided.
- iii) In some districts there were disagreements over sites where the seed schools were to be constructed.

## **Programme Conclusion**

The programme had good performance (78%). Through the intervention, the MoES made progress towards ensuring equitable access to secondary education for all. However, with the creation new administrative units, more sub counties without a seed school have been created and consequently addition funds will have to be found to cater for them.

## **Recommendation**

The MoES should expedite the procurement process for the remaining sites, and quickly conclude the post evaluation reviews to ensure that contracts are awarded and works commence.

### **4.3.3 Higher Education Programme**

The objective of the programme is to provide quality higher education and make it accessible to all qualified Ugandans.

The programme planned to provide both Loans and Scholarships to Ugandan Students to pursue higher Education through the Higher Education Students Financing Board (HESFB).

The Board objectives are to ; i) to increase equitable access to higher education in Uganda, ii) to support highly qualified students who may not afford higher education; and iii) to ensure regional balance in higher education services in Uganda.

#### **a) Provision of Loans to students to Pursue Higher Education**

The board supports students to pursue 130 degree programs, 76 undergraduate diploma courses as well as a course in Business and Humanities specifically for learners with special needs. It ensures that applications are received from all over the country.

In order to increase participation of the girl child in Higher Education, the females loan applicants are given 3 points on score card more than their male counterparts. On the other hand, for PWDs, a proven disability earns an applicant 6 more points on the score card while proven disability of either parents earns an applicant 3 more points for each of the disabled parents.

## **Performance**

### **Financial performance:**

The approved budget for FY 2018/19 was Ug shs 29.35 billion of which Ug 25.8 billion (93.3%) was released and all spent. The release and expenditure performance was very good. The HESFB also raised Ug shs 350 from Non-Tax Revenue (NTR). Allocation to the intervention in relation to the programme budget was at 62%.

### **Physical Performance:**

During the period under review (2018/19), the Board supported 2,943 new students (2,174 males 74% and 769 females 26%<sup>26</sup>). For both the Diploma and Degree courses, there were more male beneficiaries as compared to the female. Additionally starting FY 2017/18 the Board approved three humanities programmes on affirmative action targeting PWDs. These

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26. Despite the affirmative action, the female learners shy away from science subjects .....

are Bachelors of Speech and Language Therapy, Bachelors of Education with Special Needs Education and Bachelors Teacher Education with Special Needs Education.

The programs are aimed at supporting the education of PWDS learners. During the period under review, while the Board received 33 loan applicants from PWDs; only 9 students were found to be truly disabled and were supported to encourage inclusive education. Table 4.3 shows the successful loan applicants by gender and course type.

**Table 4.3: Successful loan applicants FY 2018/19**

S/No	Course Type	Male	Female	Total
1	Diploma	346	120	466
2	Degree	1,828	649	2,477
<b>Total</b>		<b>2,174</b>	<b>769</b>	<b>2,943</b>

*Source: MoES*

With regard to regional representation, the western region had the highest number of beneficiaries and the Northern region had the least numbers of beneficiaries for the loans. The board observed low participation rates from North Eastern districts of Moroto, Kaabong, Kotido, Amudat and Nakapiripirit despite high levels of poverty. This was largely due to low mobilization and sensitization of would-be beneficiaries in those districts.

Based on that, the board took an action to sensitize the technical and political leadership, Local Government staff, school administrators in the Northern, North-Eastern and North Western Regions about the loan scheme and the need to mobilize more loan applicants in the subsequent years. Table 4.4 shows the loans applicants and beneficiaries by region.

**Table 4.4: Loan applicants and beneficiaries by region FY 2018/19**

No	Region	No of considered applicants	No of successful loan applicants
1	Northern	422	309
2	Eastern	1,068	769
3	Central	1,048	729
4	Western	1,454	1,136
<b>Total</b>		<b>3,992</b>	<b>2,943</b>

*Source: MoES*

#### **Implementation Challenges:**

- i) Limited financial resources leading to inability to support all eligible applicants and this is worsened by budget cuts.
- ii) Inability to support students doing expensive courses such as medicine in various universities due to the high cost of living. For instance, the HESFB capped funding the medical course at Ug shs 7.2 m yet various universities requires a minimum of Ug shs 12 m per annum and the total amount required to complete a five-year course is Ug shs 60m.

- iii) Lack of a Central Admissions Board has led to inability to synchronize admission dates between public and private universities. As a result, by the time students are required to report, the loan scheme has not completed the lists of beneficiaries for admission to the various institutions.
- iv) The late release of funds to the Loan scheme affects the relationship between Loan scheme and the universities/institutions as funds are not remitted to them in time. Some institutions are threatening to add charges of late registration yet HESFB does not have a budget for such charges.
- v) There was a delay in renewing the board which delayed approvals of certain key activities

### **Conclusion**

Performance under this programme was very good as all the planned outputs were implemented and the budget was fully absorbed. However, the funds provided are not adequate to absorb the need for student loans across the different levels of education. Additionally, students from poverty stricken regions of Northern and Eastern Uganda and SNE students have least benefitted from the intervention.

### **Recommendations**

- i) The MoES should introduce Affirmative action to ensure regional balance as well as an increase in the percentage of female beneficiaries.
- ii) The MoES should redistribute the loan fund budget according to the course type in order to cater for lengthy, highly priced courses such as medicine.
- iii) The MFPED should front load that all fees for students under the scheme to avoid additional charges and creation of domestic arrears.

#### **4.3.4 Special Needs Education Programme**

The programme objective is to provide guidance on the delivery of special needs and inclusive education in a coordinated and adequately resourced manner for equitable and quality access to education by learners with special educational needs. The programme is intended to achieve improved completion rates of learners with special needs. The special needs pupils in the different schools include; those with visual impairments, hearing impairments, physical impairments, intellectual impairments, epileptic, dyslexic, autism and those with down syndrome. There are also pupils with multiple disabilities such as those with deaf with mental disabilities, deaf with physical disabilities

In FY 2018/19, the programme planned to implement four interventions, namely; i) procurement of specialized equipment, ii) provision of subvention grants to 100 special schools; iii) Training of SNE teachers in specialized skills; and construction of a perimeter wall, a girls' dormitory and VIP latrine at Mbale school for the deaf.

## Performance

### Financial Performance

The programme approved budget for FY 2018/19 was Ug shs 1,977,965,800, of which Ug shs 1,896,610,382 (95%) was released and Ug shs 1,894,347,382 (99%) expended by 30<sup>th</sup> June 2019. Allocation to the interventions in relation to the programme budget was at 63%.

### Physical Performance

#### a) Procurement of specialized equipment

The intervention targeted children with sight and hearing impairments. In the period under review, the ministry planned to procure 350 cartons of braille paper; 250 sign language dictionary, five braille embossers and computers and 28 Perkin braille machines. A total of Ug shs 295,410,000 was allocated to intervention of which Ug shs 248,144,400 (84%) was released and Ug shs 248,144,400 (100%) expended.

By the end of the FY, 350 cartoons of braille paper and 250 sign language dictionaries were procured and distributed to 50 schools.<sup>27</sup> The outstanding balance of Ug shs 138m for braille paper procured in FY 2017/18 was cleared. However the contract for the Perkin braille machines was signed late and were not delivered to schools. Additionally due to inadequate funds, the five braille embossers and five embossing papers were not procured.

Ten SNE schools were monitored and confirmed receipt of items from the MoES. In Masindi School for the Handicapped, the head master confirmed receipt of 5 cartons of braille papers, one eraser and a dust cover, 3 bags of universal braille kits and 10 sign language dictionaries from the MoES.

*“The sign language dictionaries help teachers in all classes from P1 to P6, there are our reference books when we are doing lesson preparations. They are so helpful because many times we do not know all the signs”.* **Jackline Mugidde, Teacher at Hassan Tourabi Education Centre.**



**SNE teacher at Hassan Tourabi Education Centre displaying one of the Sign language dictionaries received from MoES**

27. Some of these schools are integrated schools, others special schools while others are normal schools.

In Bushenyi P/S Centre for the Disabled (Bushenyi), the head master confirmed receipt of braille papers,

*“The braille machines are used by the teachers and they make our work here effective. These papers and the braille machines are very expensive and us as a school we cannot afford them on our own. We thank the MoES for this intervention.”* **Peace Kyobutungi, SNE Teacher Hassan Tourabi Education Centre.**

In other institutions however the beneficiaries had concerns on the size of braille paper procured. For example Bishop Wills Dem. School-Iganga; the braille paper received was of good quality however the size was too small. The children were inconvenienced with adjusting the margins of the Perkins braille machine.

#### **b) Provision of subvention grant**

The intervention supports schools that have units for special needs in form of subvention grants towards instructional material such as talking calculators, teaching visual aids and a light meal. Currently the MoES allocates Ug shs 20,000 per child with a disability per year

In the FY 2018/19, the sector planned to disburse subvention grants amounting to Ug Shs 643,973,000 to 100 special schools/units. However, by end of FY 2018/19 due to budget cuts the sector transferred subvention grants amounting to Ug Shs 540,045,524 to a total of 100 special schools/units supporting 5,000 learners with special needs.

Six SNE schools were monitored to verify receipt of the grant; i.e. Hassan Tourabi Education Centre (Wakiso), Bushenyi P/S Centre for the Disabled, Masindi School for the Handicapped. Bishop wills Demonstration School-Iganga, Buckley High School-Iganga and Mulago School for the Deaf. All head teachers confirmed receipt of the grant.

These schools used the grant to buy instructional materials such as manilas, makers, text books, letters of the alphabet, flash discs, and stickers. Other schools used the grant to procure first aid kits and essential drugs for SNE pupils and food items while at school. In Masindi School for the Handicapped, the Head teacher reported that she also used the grant to procure essential medicine for SNE pupils suffering from dyslexic and autism.

The District Local governments and beneficiary institutions however, indicated that the unit cost per special need child is meager and has not been revised for a long time. Furthermore the parents have not been able to provide additional support to the SNE learners.

*“The current capitation is peanuts; it should be multiplied by three in order to deliver the education service to children with special needs”* **SNE teacher, Mbale district.**

*“Some parents do not provide SNE children with anything, some think we have sponsors who provide them with whatever they need, and when you send them away they just drop out of school.”* **SNE teacher, Mulago School for the deaf**

**c) Training of SNE teachers in specialized skills;**

The expected output of the intervention was to train 750 teachers in functional assessment and specialized skills. In FY 2018/19, the budget allocated towards this intervention is Ug shs 123,832,800 of which Ug shs 122,958,200 (99%) was released and expended, indicating good release performance.

In FY 2018/19, the sector trained a total of 435 (317 females, 118 males) tutors and CCTs from 5 core PTCs (Bushenyi CPTC, Bulera CPTC, Nakaseke CPTC, Gulu CPTC and Nyondo CPTC) and 108 tutors from PTCs on the identification of learners with special needs and inclusive education in schools. In addition a total of 101 officials (3 male CAOs, 98 DEO/DIS (74 males; 24 females) from districts with PTCs were oriented on special needs and inclusive education planning and budgeting processes. Also a total of 69 staff for Mbale and Wakiso schools of the deaf were trained in sign language.

Officers from the SNE department monitored the training of SNE teachers in functional assessment. They also monitored whether the trained teachers were rolling out the SNE training to other teachers in their schools and carried out some assessments to find out whether they were improvements among learners with SNE.

Due to inadequate funding however, recruitment of five specialized instructors and training of 750 teachers in functional assessment was not done.

**d) Construction of a perimeter wall, a girls' dormitory and VIP latrine Mbale School for the deaf**

The intervention's approved budget for FY 2018/19 was Ug shs 953,690,000 (99%) of which Ug shs 951,875,002 (96%) was released and expended by 30<sup>th</sup> June 2019.

At Mbale school for the Deaf the construction of the dormitory block was completed and the 5 stance VIP latrine for girls was completed. Beds for the dormitory and 150 arm chairs for the classrooms were procured. A contractor was procured for the construction of two dormitories, two classrooms and a teacher's house at Wakiso School for the deaf. However, construction had not started by the end of the FY.

**Implementation challenges**

- i) Low/inadequate support from parents towards the special children; many parents do not know sign language and cannot communicate with their SNE children. Some parents completely loose interest in them and some abandon them at school.
- ii) Inadequate SNE teachers: there are very few SNE teachers and therefore SNE schools are largely under staffed and the few available SNE teachers are overloaded. It is recommended that each school should have at least 4 special needs teachers, a target which is not being realized. For example, Kireka Home, houses some of the most severely handicapped children but has not been able to recruit and therefore teachers who have left or passed away have not been replaced. They are therefore operating at a 30% staffing level.
- iii) The attrition rate for such teachers is high. Sometimes government posts general teachers to these special SNE schools that do not know sign language and who do not have skills of handling different categories of SNE learners...

## **Conclusion**

The programme had fair performance (65%) however there is low prioritization of special needs education as evidenced in the low percentage of the budget allocation and non-achievement of the planned interventions. This indicates that a high proportion of special needs children are not benefiting from the interventions, compromising the achievement of improved completion rates of learners with special needs.

## **Recommendation**

The finance committee of the MoES should align all expenditures of the different sub programs according to the approved work plan.

### **4.3.5 Guidance and Counselling Programme**

The programme objectives are to; plan, formulate, monitor, analyze, evaluate and review policies, provide technical support and guidance, and set standards for guidance and counselling services for the education and sports Sector. The Guidance and Counselling programme plans to complete the Guidance and counselling Policy and dissemination; carry out careers talks on psycho social issues for example violence, early pregnancy; support in Post Primary Education Training institutions and carry out placement exercise<sup>28</sup>.

The planned interventions included; print 11,000 copies of the Guidance and Counselling National Guidelines for Post- primary institutions; finalize the Policy and strategic plan on Guidance and Counselling, and selection and placement of 500,000 P.7 and 200,000 S.4 school leavers conducted.

### **Financial Performance**

The total approved budget for FY 2018/19 for the program was Ug shs 938,452,986 of which Ug shs 899,624,712 (96%) was released and Ug shs 884,314,898 (98%) expended.

### **Physical Performance**

A total of 9,119 copies of the Guidance and Counselling National Guidelines for Post Primary institutions were printed to enhance provision of Guidance and counselling services.

In terms of Advocacy, sensitization and information dissemination, a total of 95 out of 160 career talks and talks on psychosocial issues such as gender, violence, early pregnancy were held; school-based supervision and follow up including placement and post placement was conducted in 112 out of 160 institution; and dissemination of information was done in 50 out of 100 institutions. Placement for S.4 leavers and P.7 leavers was done in 549,976 (274,878 boys and 275,098 Girls) and 205,099 (108,518 boys and 96,581 girls), in Primary and Secondary schools.

In placement of P7 and S4 leavers to the next levels of education at the secondary, BTVET institutions and teacher training, effort is made to ensure that the data is disaggregated. For instance, for mixed day schools placement is 50:50 for boys and girls, mixed boarding schools at least a third should be the sex of the minority group that is either boys or girls and this is done for urban and rural schools.

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28. Vote BFP Ministry of Finance Planning and Economic Development.

## **Implementation Challenges**

- i) Inadequate capacity in career guidance and counseling in schools.
- ii) Some schools do not have female teachers.
- iii) Inadequate financial resources.

## **Conclusion**

The overall performance of the Guidance and Counselling program was good at **86.7%**. Commendable effort was made towards mainstreaming gender and equity.

## **Recommendations**

- i) The Guidance and Counselling department should provide refresher courses on guidance and counselling to teachers.

## **4.4 Education Service Commission**

The Vote mission is to provide an efficient, professional, accountable, transparent and motivated education service. The Vote has one programme; Education Personnel Policy and Management

### **4.4.1 Education Personnel Policy and Management Programme**

During FY 2018/19; the commission through the Education Personnel Policy and Management Programme committed to Gender and Physical responsiveness by recruiting qualified and competent Male and Female Education Service Personnel into service; and ii) offering equal opportunities to regions and people with special needs while conducting interviews.

The planned interventions were recruitment, confirmation and validation of 5000 personnel into service. Of these 3000 would be female, 200 people with special needs and recruitment in all regions.

## **Performance**

### **Financial Performance**

The total revised budget allocated to Gender and Equity intervention was Ug shs 3.23bn which was all released and expended by 30<sup>th</sup> June 2019. Allocation to the intervention was good at 35% of the programme budget.

### **Physical Performance**

#### **a) Recruitment of Education Personnel**

A total of 4,889 (325%) people were appointed into the service against the set target of 1,500. Of these; 3,470 were male and 1,419 were female. Recruitment was carried out in all the regions and the categories of personnel recruited were as follows; new entrants into service were 2,454 of which; 72% were male and 28%, female. The promotions were 1,297 of which males were 72% and 28% female. A total of 1,138 were on replacement (67% males and 33% females) and the special needs candidates were 100 (against a target of 200).

#### **b) Confirmation of Education Personnel**

A total of 827(55%) were confirmed in service against a set target of 1,500. Of this; 552 (67%) were male and 275 (33%) were females. The set target was not achieved mainly because the confirmations in appointment depended on submissions from the respective Ministries, Departments and Agencies under the jurisdiction of the Commission.

#### **c) Validation of Education Personnel**

The Commission validated 94 (4.7%) appointments of personnel in the service. Out of these 66 were male and 28 were female. The Commission ascertained the authenticity of their appointments, confirmation, and promotion letters, as well as the correctness of names, academic/professional certificates and testimonials, and also identified personnel who were due for confirmation.

#### **Implementation Challenges**

- i) Inadequate funding for Gender and Equity interventions due to the overall budget constraint within the Commission.
- ii) The Commission currently lacks specific Gender and HIV/AIDs Workplace policy.

#### **Conclusion**

The Education Service Commission's performance was poor at 33%. The planned target of recruitment, confirmation and validation of 3000 females and 200 people with special needs was not met. The commission achieved 57.4% of their recruitment, confirmation and validation targets for female staff and 50% for the special needs.

Out of the three interventions planned, the ESC achieved targets for one intervention that is recruitment. The confirmation and validation targets were missed mainly because the activities depended on submissions for the respective Ministries, Departments and Agencies under the jurisdiction of the Commission.

Additionally, the ESC fell short on the target of recruiting 3000 female Education Personnel and this was attributed to the low turn up of female applicants. With the ongoing concern of lack of Female teachers in schools especially in the rural areas the commission needs to step up its efforts to balance the gap.

#### **Recommendation**

- i) The Education Service Commission should formulate a customized Gender and HIV/AID Policy.

### **4.5 Public Universities**

There are nine public universities and two Degree Awarding Institutions, namely; Makerere University, Mbarara University of Science and Technology (MUST), Makerere University Business School (MUBS), Kyambogo University, Uganda Management Institute (UMI), Busitema University, Muni University, Gulu University, Lira University, Kabale University, and Soroti University. Through the delivery of tertiary education and research programme, the public universities planned a number of interventions to address gender and equity concerns in FY 2018.

#### 4.5.1 Delivery of Tertiary Education and Research Programme

The programme objective is to create a conducive teaching and learning environment for nurturing students at the Universities and enhance access to opportunities through production of hands-on skilled graduates, knowledge transformation and utilization of research and innovations.

The public Universities implemented a number of activities to mainstream gender and promote gender and equity. Five<sup>29</sup> out of 11 universities were monitored and below are the findings;

##### Performance

##### Overall Financial Performance

The overall budget<sup>30</sup> FY 2018/19 was Ug shs 0.773bn of which Ug shs 0.757bn was released and 0.772bn expended by 30<sup>th</sup> June 2019. This indicates good financial performance as 98% of the budget was released and 100% expended, as shown in table 4.5 below.

**Table 4.5: Financial performance of the Delivery of Tertiary Education and Research Programme FY 2018/19**

University	Budget (UgShs bn)	Release (UgShs bn)	Expenditure (Ug sh bn)	% received	% expenditure
Busitema	0.128	0.128	0.143	100	112
Kyambogo	0.139	0.125	0.125	90	90
Mbarara	0.02	0.018	0.018	90	90
Muni	0.036	0.036	0.036	100	100
Makerere University Business School	0.45	0.45	0.45	100	100
Total	0.773	0.757	0.772	98	100

*Source: Authors compilation*

##### Overall Physical Performance

Overall performance across the universities was at 89.1%, as shown in table 4.6 below.

29. Busitema, Mbarara University of Science and Technology, , Makerere University Business School ,Kyambogo and Muni.

30. For the Universities of: Busitema, Mbarara University of Science and Technology, , Makerere University Business School ,Kyambogo and Muni.

**Table 4.6: Physical performance of the Delivery of Tertiary Education and Research Programme FY 2018/19**

University	Performance (%)
Busitema	90
Kyambogo	90.7
Mbarara	86.7
Muni	95.2
Makerere University Business School	83
<b>Total</b>	<b>89.1</b>

*Source: Authors' compilation*

The institutions implemented their planned interventions as follows:-

**a) Busitema University**

The specific issues that the university aimed to address during the FY were: i) limited awareness of gender issues across University and surrounding community; ii) high male to female ratio of 4:2(both staff and students and only 31% of female students involved in University leadership; iii) limited gender disaggregated data for all stake holders and some current policies are not gender sensitive and iv) existing of facilities which are not gender responsive (lack ramps).

The planned interventions were to: i) promote public talks, dialogues and debates; facilitate students' Gender and HIV clubs to support peer education; update the social media accounts on current issues of gender and HIV and generate and present gender disaggregated data. ii) ensure all job adverts encourage female applications, promote gender equality in staff and student leadership committees to be female and support the implementation 50/50 admission policy. iii) provide gender sensitive facilities such as; accommodation, sports, sanitation to stakeholders and ensure all new structures provide ramps, toilets with for PWDs.

**Physical Performance**

Six Gender and HIV clubs were facilitated to support in reach and outreach on gender and HIV issues and two social media accounts on HIV and gender were updated.

All the job adverts run during the FY encouraged females to apply and encouraged female contractors to take up contracts.

A policy for 50%:50% admission of female to male students was passed but was not actualized because female students who do Science, Technology, Engineering and Mathematics (STEM) were few at A-level.

There was however an increase in female enrollment from 30%-33% in the Academic year. Guidelines were developed to ensure all research processes and innovations integrated gender analysis for example in the FY; 70% of the outreach and internship of students was conducted in hard to reach and economically disadvantaged areas of Karamoja, Bududa and Manafwa.

All the new facilities constructed at the five campuses took care of gender and persons with special needs concerns. For example; the lecture block at Arapai campus- Soroti had a ramp and 45% of the staff training opportunities across the campuses were given to females.

In addition, workshops are held on gender, HIV/AIDS, Special Needs awareness and behavioral change targeting all students and staff. Incinerators were put up in all campuses to dispose of used sanitary towels to enhance hygiene and sanitation among the female students and staff

### **Implementation Challenges**

- i) The University is science based and it targets STEM students. Most female students do not take on science based courses at A' Level hence making the actualization of the policy of 50:50 for male and Female difficult.
- ii) Limited funding has affected the University's capacity to support the community in terms of outreach, research and commercialization of technologies

### **Recommendation**

- i) The MoES should enroll more females in NTCs in science subjects for training in order to increase the stock of female science teachers

#### **b) Kyambogo University**

As part of its cross cutting policy issues, the programme committed to create gender awareness in the university in order to address the need for gender mainstreaming in University activities. The planned interventions were: i) workshops and seminars on gender related issues and ii) attend short courses on gender.

### **Physical Performance**

#### **1) Organization of workshops and trainings and Campaigns**

Two training workshops were conducted; one was 3-day induction training for the Gender Technical Working Committee. Out of 52 participants across the 3 days, 23 were males and 29 were females. The Second workshop was about Gender Planning and Budgeting for 15 planning Centres. Out of 65 participants of this workshop, 41 were males and 24 were females.

Five sensitization meetings were also implemented, with the faculty/school deans on the support needs for students with disabilities. One campaign was carried out regarding sexual harassment on campus. All issues of sexual harassment at the University and sex for marks are handled under the Directorate of Quality Assurance.

The University enrolled 102 students with Special Needs of which 57 males and 45 females. The University has a Special Needs Policy which was approved in 2014 and operationalized in 2016. Four tri-cycles were procured by the University to transport students with disabilities around the university to ensure that they are in time for their lectures.

#### **2) Participation in International Gender and Women's conferences**

The university funded the focal person to attend an international Gender conference in South Africa about Ending Gender Inequalities as well as a seminar in the University of Dar es Salaam to learn how to develop and implement the Anti-Sexual Harassment Policy for Students and Staff.

### 3) Celebration of International Women's Day

The University organized and carried out the first Commemoration of International Women's day at Kyambogo University during which they procured a number of Instructional, Educational and communication (IEC) materials to use during the International Women's day Celebrations. The university contextualized the international theme, "**Think Equal, Build Smart, and Innovate for Change**".

#### **Implementation challenges.**

**i) Lack of Gender Technical Staff;** Although the Gender Technical Working Committee (Focal Point Persons) were appointed to operationalize the Kyambogo University Gender Policy, this committee has not been trained in gender and gender mainstreaming.

**ii) Under funding:** Based on Kyambogo University Gender Policy objectives and strategies and considering the national and international requirements and mandate to mainstream gender in government operations, the Directorate of gender has been underfunded. Most policy objectives have not been implemented due to routine cuts in the Directorates' budget.

#### **Recommendations**

i) The University should train/ retrain the gender technical working committee to ensure relevant skills.

**c) Mbarara University:**

In FY 2018/19, the University committed to promoting gender and equity awareness and responsiveness in order to address the limited gender and equity awareness and responsiveness.

#### **Physical Performance**

Good performance was noted under the programme, with a number of planned activities being implemented. In particular, over the course of the year, the University prepared a gender policy that was approved by the University Council in June 2019. It also participated in a number of activities to commemorate World Women day. One staff was facilitated to attend a gender and equity workshop organized by EOC in Mukono. The university also organized a skills training and sensitization workshop on the Sexual Harassment Policy and also provided emergency sanitary towels to students.

In addition, the university undertook activities to commemorate the People with Disability Day. They supported two participants to attend the para Olympics for Special Needs Education students which were held in Kaceeka Stadium. One person was facilitated to attend the International Conference on PWDS (Persons with Disabilities) in Higher institutions of learning which was held in South Africa. Sponsorship was provided to five students with special needs, in addition to designing and personalizing PWD Information, Education and Communication (IEC) Materials. They also replaced signage for Special Needs around the campus and brailled 10 copies of the policies.

#### **Implementation challenge**

There was a delay in the finalization of the gender policy which affected the commencement of other activities.

#### **d) Muni University**

The University committed to promotion of gender awareness and gender responsive activities in the university and this commitment was as a result of Gender and Equity concern of low understanding of Gender Issues.

#### **Physical Performance**

Very good performance was noted towards gender and Equity (95.19%). One sensitization workshop was organized on HIV/AIDS, Special Needs and Gender attended by 239 students (Females 31 and Males 208) and 60 staff (Females 21 and Males 39), four inspection visits of hostels and food vending sites were conducted. Four hostels (two for females and two for males) were recommended for accommodation to ensure safety and health of all students.

The University Gender Policy was approved by Council for implementation. The policy recommended equal opportunity in guild leadership (50:50). The guild leadership elected and inaugurated (females 23 and males 23); segregated mentorship organized for female and male students; and procured 16 sanitary disposal bins for both female staff and students.

#### **Implementation Challenges:**

- i) Limited funding for gender and other crossing cutting areas
- ii) Low understanding of gender concepts and mainstreaming techniques among staff and other stakeholders.

#### **Policy Recommendation:**

The University should identify a senior officer to handle gender and equity issues in planning, implementation and reporting.

#### **e) Makerere University Business School (MUBS)**

In FY 2018/19, the institution committed to; provision of equal opportunity in the employment, where all persons have equal opportunity of being employed without segregation and to address gender and equity issues through public awareness, sensitisation of students and staff.

The commitments were as a result of the gender and equity issues and these included: (i) lack of equal opportunities for both women and men and (ii) lack of inclusive and extensive social services.

The planned interventions were: (i) to avail all staff the opportunity to study and be part of management and decision making and (ii) provide appropriate infrastructure for the physically challenged and to create awareness to the rights of the disabled.

#### **Physical Performance**

In a bid to provide equal opportunities for both men and women lecturers to access study sponsorship and management opportunities, the university set a target of 1:3 (one-woman lecturer to every three male) of which they managed to attain a 1:1 (50%) ratio. The university also registered great performance with regards to inclusion. They have 22 registered students with disability and over the course of the year increased access to the infrastructure for PWDs by constructing ramps. They also hired nine interpreters for the deaf

and provide them with 150,000 a month as allowances. Lastly they organized an awareness day which included a training and mentorship session for student leaders on how to handle persons with disability.

## **Conclusion**

The programme made good progress, averaging at 89.1%, in terms of implementing what they had set out to do, under the different interventions. However, budgetary allocations were low across the universities and some of the activities implemented had limited impact on gender and equity mainstreaming. The Universities also remain burdened by understaffing of technical staff and underfunding towards gender and equity.

## **4.6 Transfers to Local Governments**

The transfers to the local governments comprise of Sector Conditional Grant (wage), Sector Conditional Grant (non-wage) and Sector Development Grant (formerly Consolidated Development grant and Secondary School Development/Transitional Development grant).

Through the grants, Local Governments implemented Gender and Equity interventions to ensure inclusive education.

### **a) Sector Conditional Grant (Non-Wage)**

#### **Financial Performance**

The total budget for the 46 districts monitored in FY 2018/19 was Ug shs 97,793,710,809 of which 100% was released and expended.

#### **Physical Performance**

All schools in the districts monitored received Universal Primary Education (UPE) and Universal Secondary Education (USE) capitation for the three terms.

### **b) School Facilities Grant (SFG)**

The grant is intended to finance capital development works at primary school level and fund adhoc investments including presidential pledges.

#### **Financial Performance**

The budget for the 46 districts monitored was Ug shs 46,179,591,465 of which Ug shs 100% was released and expended.

#### **Physical Performance**

Under the School Facility Grant (SFG) the sector planned to construct a total of 1,026 classrooms, 2,648 VIP latrines, 200 Teachers' houses and supply 8,573 desks in FY 2018/19. By the end of the FY, a total of 348 classrooms, 1081 VIP latrines, 86 teachers' houses were completed. The classroom blocks had ramps, provision of different latrine stances for males and females was done and a separate stance for pupils with disabilities. Additionally, 2,088 desks/furniture were supplied to schools.



**SFG Facilities. Left: A 2 classroom block with a ramp for Children with disabilities completed, Right; two blocks of VIP latrines each with ramp and one stance for Children with disabilities at St Don Bosco P/S, in Kasambya T/C, Mubende district.**

At Kataraza P/S, Nkungu Sub County in Kazo district for instance; a 2 classroom block with an office and store, a 4 roomed staff house and 2 blocks of VIP latrines each with 5 stances were all completed. The quality of works was good and the beneficiaries were happy with the intervention.

*“The classrooms and the staff quarters are in use although they are not yet commissioned. There was a great need for them. At least 2 lower classes were having their lessons under trees but today all learners are accommodated in classrooms. Even when it rains we do not have to worry. The school enrollment was 353 pupils but when parents saw the new structures, enrollment has gone up to 450 pupils. And next term we are likely to attract more learners from the neighboring private schools.” **Head teacher Kataraza P/S***

In regard to posting and transfer of teachers, the DEOs noted that they try to balance male and female teachers. At school level, a female teacher has to take on the roles of Senior Woman teacher to address the concerns of the girl child in school. However, they noted that it is difficult to post lady teachers to remote schools as schools in remote areas lack accommodation.

### **Challenge**

- 1) **Inadequate school infrastructure across the districts:** for instance, in Otuke District the classroom: pupil ratio was 1:90; and latrine pupil ratio was 1:80, in Pader District the classroom; pupil ratio was 1:144 while in Luuka District there were several schools that operated under trees like Lukunu P/s-Bukanga S/cty, Bulawa P/s in Ikumbya s/cty, Bugunu P/s in Bukanga S/cty and Bugonzo P/s in Ikumbya S/cty.
- 2) **Community Schools which are not grant aided;** there are a number of schools started by the communities that need support from the Government. In some of those communities; there is no Government primary schools close by necessitating the start of

these community schools. For example in Apac District, six community schools have been in existence for over ten years but have not been grant aided. In Pader District on the other hand, there were nine newly coded community schools but without proper structures. Lukome P/s and Ogwiri P/s have only one teacher posted by the District while Canbeno P/S and Oyuku Galagaya have no teachers posted by government.

- 3) **Low staffing level** especially at the Primary level. A number of schools are poorly staffed and yet the enrolments are very high. Some schools have four teachers running P.7 schools. Where teachers are on sick leave or maternity leave, no replacements are done further constraining service delivery.
- 4) **Low Parental involvement** in education of their children especially in regards to feeding of their children at school. Although a number of sensitization campaigns have been conducted towards school feeding, majority of the parents are not providing food. In Bugiri district for example, only 33% of the schools were preparing porridge for the children

## Conclusion

Good performance was registered in the different local governments monitored. Classrooms were constructed and capitation at primary and secondary level paid. Despite all investment to improve school infrastructures in the country, the infrastructure remains inadequate across districts. There are also many structures in a state of disrepair.

## Recommendations

- i) The MoES should prioritize the grant aiding of community schools if equitable access to education provision is to be realized.
- ii) The MoES together with the DLGs, Political and Religious leaders should continuously engage and sensitize communities on school feeding.

## 4.7 Institutional Gender and Equity Responsiveness<sup>31</sup>

At the sector level, the Gender in Education Policy developed in 2009 was revised in 2016 to guide gender mainstreaming in Education and Sports country wide. The Gender Unit created at the Ministry has made considerable progress towards mainstreaming gender and equity concerns in all educational institutions.

At district level, districts did not have institutional gender specific polices however reference was made to the National Gender Policy (2007) and the National Gender in Education Policy (2016) during the planning and budgeting processes, recruitment and deployment of teachers. All the districts had a Gender Focal Person sometimes who doubled as the Community Development Officer. In Kabarole district in particular, the Gender Focal Person undertook a gender analysis and produced a gender analysis report which indicated that there were more males than females in top management positions. It also showed that there were more females teachers than male in primary schools, however in secondary schools the male teachers were more.

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31. A total of 25 institutions were assessed for availability and use/functionality of the Gender policy, Sexual Harassment Policy, conflict resolution committees and Breast feeding spaces.

All universities had customized gender policies except for Kabale University whose policy was in draft form. Students from hard to reach areas were benefiting from the district quota system and girls joining the universities benefited from the 1.5 points for affirmative action.

In regards to sexual harassment; no institution had a specific Sexual Harassment Policy but referred to the Teachers’ Code of Conduct, the Education Act, the Children’s Act (2016), the school rules and regulations and the guidelines on Gender Based Violence and sexual abuse. Although a lot of efforts have been made to reduce sexual harassment at the work place, challenges persist in regards to reporting and punishing the offenders.

*“A teacher defiled 15 girls and was reported to police, but eventually he was assisted to escape. He absconded from work fearing to be re-arrested and we removed him from the payroll. He is now threatening to sue the district for non-payment of his salary.” An officer in Lyantonde District.*

*“Some people enjoy the sexual harassment that is why they are not reporting” An officer in Iganga District.*

At the central government level and in Public Universities; breastfeeding places were not available except at Uganda Management Institute. Additionally, only Moyo and Bushenyi

*“How can we talk of breast feeding spaces, when a number of our schools still have children sitting under trees?” – An officer in Luwero district.*

district local governments had improvised rooms for bread feeding.

### 4.8 Sector Challenges

- i) **Limited reach of interventions due to limited funding;** a number of interventions are concentrated mainly in public/Government aided institutions due to the limited funds. For instance, private schools have larger numbers of children and violence against children is more experienced in the private schools yet interventions are limited in the

latter. The allocations to specific gender and equity interventions is small which constrains effective implementation of planned interventions

- ii) **Limited Capacity of Stakeholders to** mainstream gender and equity into their planning, budgeting and implementing. While there have been some training, it is essential that they are carried out continuously (to account for staff turnover).

## **4.9 Sector Conclusion**

The Education and Sports sector performance for the gender and equity responsive programmes was good at 80.6%. The sector made tremendous efforts towards gender and equity mainstreaming through a number of initiatives/interventions and policies. There is, however, need for more efforts to ensure that the different needs and interests of boys, girls, Special Needs children and any other marginalized group/disadvantaged group are addressed.

### **Recommendations**

- i) The MoES should continue building capacity to enhance knowledge, skills and attitudes in gender and equity mainstreaming for all stakeholders in the sector.
- ii) The sector should allocate more funds to gender and equity interventions in the respective programs and subprograms.
- iii) The MoES should ensure that private schools start implementing gender and equity interventions as implemented in the public schools.

## CHAPTER 5: ENERGY

### 5.1 Introduction

The sector is comprised of the Ministry of Energy and Mineral Development(MEMD), the Uganda Electricity Transmission Company Limited(UETCL), Uganda Electricity Generation Company Limited(UEGCL), Rural Electrification Agency (REA), Uganda Electricity Distribution company Limited(UEDCL), Petroleum Authority of Uganda(PAU), Electricity Regulatory Authority (ERA) and Uganda National Oil Company(UNOC).

The key gender and equity issues in the sector were the displacement of people when providing right of way; the low level of access to electricity in the rural areas due to high cost of connection; and low participation of Ugandans in the oil and gas sector due to lack of local content. There is reliance on biomass by most households and institutions especially school in order to meet their energy needs. Furthermore, the activities of the artisanal miners are poorly regulated which leads to exploitation and poor working conditions.

The planned interventions included: rural electrification grid extensions, extension of the electricity transmission grid to the underserved areas, promotion of renewable energy and energy efficiency, compensation of project affected persons and implementation of Community Development Action Plan (CDAP). Others included implementation of the national content policy in the oil and gas, capacity building of local manpower for the oil and gas, as well as regulation and monitoring of artisanal miners, sensitization and training in health and safety in the mining host communities.

#### 5.1.2 Scope

A total of 5 programmes under the sector were assessed and these included 12 sub-programmes under the Ministry of Energy and Mineral Development (MEMD) and 3 sub-programmes implemented by the Rural Electrification Agency (REA).

#### 5.1.3 Overall Sector Performance

The overall sector performance was fair at 69.5%. The budget of the sector interventions that addressed gender and equity was Ug shs 545.5 bn, of which Ug shs 527.4 bn was released and Ug shs 530.96 bn was spent. The activities spent on included compensation of project affected persons, extension of rural electricity lines, subsidized electricity connections and Community Development Action Plan (CDAP).

**Table 5.1: Overall performance of the energy sector per programme**

No.	Programme	performance
1	Large Hydro Infrastructure	68.6
2	Energy planning, Management and Infrastructure Development	51.0
3	Petroleum Exploration, Development , Production, Value Addition and Distribution of Petroleum Products	66.4
4	Mineral Exploration, Development and Value Addition	85.1
5	Rural Electrification	76.6
	<b>Overall average sector performance</b>	<b>69.5</b>

## **5.2 Ministry of Energy and Mineral Development (MEMD)**

The MEMD comprises of five programmes of which four were assessed. These included: Energy Planning, Management and Infrastructure Development; Large Power Infrastructure; Mineral Exploration Development and Production and Petroleum Exploration, Development and Production, Petroleum Supply, Infrastructure and Regulation.

### **5.2.1 Energy Planning, Management and Infrastructure Development Programme**

The programme is responsible for promoting; increased investment in power generation, renewable energy development, rural electrification, improved energy access, energy efficient technologies, and private sector participation in the energy sector.

The Planned interventions were; extending the electricity transmission grid and compensation of people who had been affected by the projects. The interventions were undertaken through the given sub-programmes below;

#### **Kampala-Entebbe Transmission Expansion Project**

The Government of Uganda is funding the implementation of the Resettlement Action Plan (RAP). The RAP is intended to address social issues related to land acquisition, livelihoods and resettlement due to construction activities related to the project works.

#### **Financial performance**

The budget for FY 2018/19 was Ug shs 22 bn for implementation of RAP activities of which Ug shs 20 bn was released and Ug shs. 19.76 bn spent.

#### **Physical performance**

Of the total of 1062 Project Affected Persons (PAPs), 92% of PAPs were at disclosure<sup>32</sup> had, 87% PAPs had agreed to the compensation and 5% of the PAPs had disputed the disclosed values for compensation. The payments of PAPs made was at 72% (76% men and 24% women). The construction of the 7 houses which are the in-kind compensation for the project vulnerable groups was yet to begin due to delay in procurement of a contractor. The contractors for the transmission line had not yet formulated the site specific Environmental and Social Action plan to mitigate the negative social and environmental impact of the works.

#### **Project challenges**

Delayed action on resurvey and revaluation of outstanding cases leading to delay in the compensation process.

Lack of a RAP consultant has significantly hindered RAP implementation especially in regard to addressing rejections, survey queries, valuation queries and titling.

Documents such as Letters of Administration, guardianship orders, and land titles cannot easily be acquired by PAPs.

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32. Disclosure is when information on value of compensation is availed to the PAPs.

**Karuma Interconnection Project**

The planned intervention was implementation of the RAP.

**Financial performance**

The total budget for FY 2018/19 was Ug shs 28.290 bn. The entire budget was released and Ug shs 23.43 bn spent.

**Physical performance**

Out of the total of 51 resettlement houses to be constructed, 44 sites had been acquired and this status had not changed for the past one year. By the end of June 2019, only 22 houses had been completed and this figure had not changed since Dec 2018. Of the 22 completed houses, 12 of these were built on the Karuma-Olwiyo section and the remaining 10 houses on the Kawanda-Karuma segment.

The cash compensation to the PAPs had progressed during the FY 2018/19 (table 5.2). Of the paid households 70% were men and the rest were women

**Table 5.2: Cash Compensation Progress of Karuma Interconnection Project as at 30th June, 2019**

Project Affected Persons (PAPs)	Karuma-Kawanda	Karuma-Olwiyo
Total number	2,913	1,224
Number disclosed to	2,640	1,141
Payments	2,386	966
Compensation Disputes	94	63

Source: UETCL



## **Challenge**

The progress of RAP implementation on the project was still behind schedule.

### **Mbarara- Nkenda/Tororo-Lira Transmission line**

The objective of the project was to evacuate electricity from upcoming power plants and to improve electricity access, lower transmission losses, increase power efficiency, reliability, stability and quality of supply to consumers in the country especially the western and North Eastern regions.

The planned intervention was implementation of RAP.

### **Financial Performance**

The budget for FY 2018/19 was Ug shs 10.65 bn of which 100% had been released by end of the FY. Only Ug shs 2.3 bn was spent by UETCL on RAP.

### **Physical performance**

Overall performance of the RAP implementation was poor. During the FY, the project only compensated an additional 0.5% (34) of PAPs out of a total of 6,517. The cash compensation on the Tororo-Lira stood at 90% out of the 4701 PAPs recorded. The cash payments on the Mbarara-Nkenda project were at 93% out of total of 1816 PAPs and this had not changed much since FY2017/18. Of the paid PAPs, 89% were men and 11% women). Three remaining resettlement houses on the Mbarara-Nkenda T-line had not been completed and these are long overdue since FY 2017/18.

### **Project Challenges**

- PAPs rejected compensation rates leading to delays in implementation.
- UETCL RAP team is constrained by the low number of staff.

### **Nile Equatorial Lakes Subsidiary Action Program-(NELSAP): Bujagali-Tororo-Lessos/ Mbarara- Mirama- Birembo transmission project**

The objective of the project is to improve access to electricity in Nile Basin Initiative (NBI) countries through increased cross border sharing of energy and power. The project comprises: the construction of 220kV double circuit transmission line from Bujagali, via Tororo substation to Lessos in Kenya, construction of 220kV double circuit transmission line from Mbarara North substation in Uganda to the Rwanda border and new substations at Mbarara, Tororo and Mirama hills.

The planned intervention was implemented of RAP.

### **Financial performance**

The project budget was Ug shs 2.5 bn of which 100% was released. The expenditure for this component was Ug shs 1.71 bn.

## **Physical performance**

The project performed poorly. The compensation on Mbarara-Mirama transmission line was left with 7% of the 1816 PAPs to be paid and almost no progress was made during the FY. The compensation on the Bujagali-Tororo transmission line whose total PAPs were 3145 stagnated between 95.6% to 96% during the FY.

## **Challenge**

Repeated rejections of compensation by PAPs, even after five revisions, due to high expectations.

## **Recommendations**

- The UETCL should speed up negotiations with PAPs on case by case basis in order to obtain access to site for works to continue.
- The UETCL should engage local leaders constantly to help make PAPs appreciate the project, challenges and accept compensation.

## **Electrification of Industrial Parks**

The GOU established Industrial Parks in an effort to support industrial development in the country. The industrial parks that were identified will need reliable power supply and thus the identified projects to electrify these parks. The GOU is also to fund the acquisition of land on the project to the tune of Ug shs 55.163 bn. The industrial parks to benefit from this project include Luzira, Mukono, Iganga and Namanve. Implementation of RAP was planned.

## **Financial Performance**

The RAP budget for FY 2018/19 was Ug. Shs 25.0 bn of which Ug shs 22.33 bn was released and the entire amount was spent.

## **Physical performance**

A proportion of 35% of PAPs out of a total of a total 705 PAPs were paid. Of these, 67% were men and 33% were women. The RAP implementation for the transmission lines lagged behind on the Namanve- Luzira Substation transmission lines due to PAPs who have land titles in the wetland. However there was good progress on compensation for the other transmission line segments.

## **Challenges**

- The release of funds for the compensation of project affected persons has not been adequate.
- Some of the PAPs illegally occupy the wetlands and therefore not entitled to compensation.

## **Recommendation**

UETCL, Ministry of Lands and NEMA need to resolve the issue of land titles in wetlands in order to allow the construction works on the transmission line to proceed.

## **Promotion of Renewable Energy and Energy Efficiency**

The four main components under the sub-programme are energy policy, dissemination of improved biomass technologies, promotion of energy efficiency and promotion of renewable energy.

The project planned distribution of improved cook stoves to 5 Institutions and trainings on renewable energy

### **Financial Performance**

The total budget was Ug shs 3.81 bn of which Ug shs 3.33 bn was released and Ug shs. 2.92 bn spent.

### **Physical performance**

The performance of the sub-programme was fair. The construction of five (5) improved institutional cooks stoves was completed in Central and Western regions at Yesu Akwagala High School Kyamulibwa in Masaka district; Kasaka Secondary School in Gomba district; Kakooge Secondary School in Nakasongola district, Bertina Primary School in Wakiso district and Masindi S.S.S in Masindi district. To ensure sustainability of the intervention, a total of 20 Artisans were trained in construction, operation and maintenance of the improved cook stoves in those respective districts.

Construction of the biolatrine system at Nyakasura School commenced and work progress had reached 70% with the digester and expansion chambers completed.

The installation of solar water heating systems at Kitamiro health center IV in Buvuma and Kamuli Referral Hospital in Kamuli district was completed and the systems were fully functional.

To promote sustainable use of the biomass resource, 215 charcoal producers trained in use of improved charcoal technologies in Mubende (80), Kiryandongo (70), Nakaseke (30) and Kiboga(45).

### **Challenge**

The funding of activities was inadequate and not all the activities planned during the FY were completed such as the rehabilitation of the 3 water pumping mills in Karamoja.

### **Conclusion**

Overall performance of the programme was fair at 51%. The compensation of project affected persons on all the projects continued during the FY. There was fair progress with the compensation for the Electrification of Industrial Parks however the compensation on other projects was poor. The promotion of renewable energy and efficiency achieved most of its planned outputs but was negatively affected by the low funding.

### **Recommendations**

- UETCL should expedite the recruitment of the RAP consultants to hasten the process of compensation on projects such as the Entebbe-Mutundwe Transmission line.

- UETCL should expedite the works on the resettlement houses to reduce on the disturbance suffered by the displaced project affected persons, who in the case are also vulnerable.

UETCL needs to be supported by the relevant Government Ministries (MLHUD, MJCA) and various district leaders (MPs, RDCs, CAOs, District Chairpersons, LCs) to engage the project affected persons and resolve the impasse in the RAP implementation on most of it projects.

## **5.2. The Large Hydro Power Infrastructure Programme**

The programme objective is to ensure adequate generation capacity for economic development. The planned interventions included the implementation of Community Development Action Plan (CDAP) and the RAP.

### **Isimba Hydroelectricity Power**

The planned intervention was the implementation of the CDAP and RAP.

#### **Financial Performance**

The budget for FY 2018/19 was Ug shs 24.0 bn. All the budgeted funds were released and spent.

#### **Physical performance**

The performance of the CDAP activities was fair. More work had been done in Kamuli compared to Kayunga due to funding constraints. The CDAP work was grouped under 3 components (Water and sanitation, Education, Health).

#### **Component 1: Water and sanitation**

Drilling of boreholes in the Kayunga and Kamuli was undertaken with 3 boreholes drilled in Kamuli and 2 boreholes drilled on the Kayunga side. Four VIP latrines<sup>33</sup> were constructed in Kayunga at St. Peters Kibuuzi Secondary School, Kasaana Trading Center (TC), Nampaani TC, Nakatooke TC. Two VIP Latrines were constructed in Kamuli at Kisozi TC and Rugoreire TC.

#### **Component 2: Education**

Under the Educational component of the CDAP works were on-going in Kamuli and Kayunga. The scope of the works includes classroom blocks, teacher's quarters and latrines

Kamuli District: Works were at 60% completion with roofing completed. The beneficiaries included :St. Andrews Kiyunga primary school( 4 class room blocks, 4 staff quarters, 5 stance VIP latrine), Nankandulo Primary school (7 class room blocks, 5 stance VIP latrine), Lwanyama Technical Institute( 1 workshop block, 4 staff quarters , 5 stance VIP latrine). The latrine stances were divided into sections for boys, girls and teachers.

Kayunga District: Busaana Sec School (4 class room block, 4 teachers quarters, 5 stance VIP latrine), Nakandwa Primary School ( 4 class room block, 4 teachers quarters, 5 stance VIP

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33. All constructed VIP latrines had five stances; Two for boys, two for girls and one for teachers

latrine), Nakatooke Primary School( 4 class room block, 4 staff quarters, 5 stance VIP latrine), The latrine stances were divided into sections for boys, girls and teachers.

“I am very impressed with the work. The school is very glad that UEGCL picked our school out of the many in the area and the faster the work is done the better. The school has an acute shortage of accommodation and classroom facilities considering the school population currently stands at 1200 students with a 50:50 girl to boy ratio” **Headmaster of Busaana secondary school.**



## **Component 3: Health**

### **Kayunga District:**

Works on staff quarters, general wards and VIP latrines were on-going and had reached the ring beam level at Buakamba Health Center II (HCII), Namusaala HC II.

Kamuli district: Works on staff quarters, general wards and VIP latrines at Kiyunga HC II, Mbulamuti HC III, Buluya HC II and Nakanduro Health Center IV (HC IV) were on-going but below ring beam.



### **Challenges**

- There was late commencement of CDAP activities due to low prioritization.
- The funding of the CDAP was not adequate to enable all the planned works to progress.

### **Karuma Hydroelectricity Power**

The GoU is developing Karuma Hydro power plant as a public investment to generate 600MW of electricity. The medium term objective of the project is the ultimate development of Karuma Hydropower Plant and its associated transmission line interconnection. The project planned livelihood restoration of project affected communities through implementation of RAP and CDAP.

### **Financial Performance**

The total budget for the RAP and CDAP activities was Ug shs 7.148 bn which was fully released. The total expenditure of was Ug shs 5.292 bn.

### **Physical performance**

There was poor performance of the CDAP and RAP during the FY. The CDAP activities had not yet started due to a funding shortfall. Funds previously budgeted and allocated for Karuma CDAP were diverted for use on Isimba HPP. However, a the socio economic survey

to inform the CDAP has been undertaken covering the districts of Kiryandongo, Oyam and Nwoya. The final report for the survey was still being awaited.

The construction of resettlement houses for project affected persons had not yet commenced since a contractor had not been procured by MEMD. The works on the new mosque and church at Karuma Town had stalled for a year due to failure to extend the contracts for the works in time.

### **Challenge**

The construction of the resettlement houses for the vulnerable groups had not yet commenced due to a funding shortfall.

### **Conclusion**

The overall performance of the programme was fair. The CDAP activities under Isimba HPP progressed well and civil works were ongoing at selected health centers and schools in both Kayunga and Kamuli. The CDAP activities for Karuma HPP had not yet commenced due to delays in the funding.

### **Recommendations**

- MEMD needs to quickly resolve the issue of compensation in the reservoir area of Karuma HPP to prevent further delay and complications with the project affected community as the project moves towards completion.
- The MEMD and UEGCL should prioritize funding for CDAP activities

### **5.2.3 The Petroleum Exploration, Development, Production, Value addition and Distribution of Petroleum Products Programme**

The programme aims at increasing the number of Ugandans with professional jobs and level of national content in the oil and gas sector.

The planned interventions included sensitizing, training, development of skills of Ugandans in oil and gas to promote competitiveness of Ugandan enterprises as suppliers. The target was to register a total of 435 local companies on the National Supplier Database (NSD) and undertake training in the oil and gas skills for Ugandans and Small Medium Enterprises (SMEs).

### **Financial Performance**

The budget for FY 2018/19 was Ug shs 10.88 bn. Ug shs 10.48 bn was released and Ug shs 7.16 bn was expended.

### **Physical Performance**

The number of Ugandan firms registered and benefiting from the sector was at 635 against a target of 435. Of these, 81.4% of these companies were incorporated in Uganda.

Nine supplier development workshops were held in Central, Northern and Western regions in the districts of Kampala, Hoima, Buliisa and Nwoya districts. Six workshops were also held

with agriculture, health, tourism, education, real estate and infrastructure sectors to highlight linkages and opportunities available in the oil and gas sector.

A total of 635 local companies participated in dissemination of information on opportunities available in the oil and gas sector in the Western and West Nile regions in the districts of Hoima, Buliisa, Nwoya and Pakwach. Among the beneficiaries were local communities and Small medium enterprisers (SMEs). The National Oil and Gas talent register was launched in February 2019 in order to best capture the available talent in the oil and gas sector. 105 employers and 1,451 individuals were registered.

The National Content Regulations for both midstream and upstream had so far been translated to three (3) local languages, namely Luo, Luganda and Runyoro. Validation workshops were undertaken in Gulu, Masaka and Masindi.

Training of 230 Small and Medium Enterprises (SMEs) was undertaken in health, safety, environment, business and bid management. From Vocational institutions, 146 students were trained in health, safety and environment, 566 more students from all over the country were offered industry placements and 415 students were placed into jobs. A total of 1,245 people from the local communities in Albertine region were also trained in technical and practical skills (plumbing, welding, wiring, fitting). A Professional Driver Training Uganda (PDTU) School for Heavy Goods Vehicles (HGV) was established and 75 drivers from all over the country were trained.

### **Challenges**

Lack of capacity of the local companies to meet international standards to operate in oil and gas sector.

Delay in commencement of the major activities in the oil and gas sector is putting a financial burden on those local companies that had mobilized resources in anticipation of work under oil and gas.

### **Recommendation**

The Government should provide more support to the local enterprises and companies through training such that they can meet the oil and gas standards.

### **5.2.4 The Mineral Exploration, Development and Value-Addition Programme**

The programme is responsible for mineral exploration and investment promotion. This includes enforcement of regulations and assisting artisanal small scale miners. The Programme promotes participation of Artisanal Small Miners (ASMs) who are exploited and work under poor conditions.

The planned intervention was registration, sensitization and training of 5000 Artisanal Small scale Miners (ASMs) in the mining areas. This was aimed at improving the economic, social, health and safety environment for artisanal small scale miners.

### **Financial Performance**

The approved budget for FY 2018/19 was Ug shs 2.35 bn of which Ug shs 2.09 bn was released and Ug shs 2.02 bn were expended.

## Physical Performance

### Regulation, reorganization and registration of Artisanal Small Miners

The performance was good. A total of 7,663 ASMs were registered against a target of 5,000 for the FY: 2,249 in Mubende and Kasanda; 1,614 in Namayingo; 3,000 in Karamoja region; 500 in Isingiro and 300 in Ntungamo.

A total of 112 ASM associations/groups were also registered (68 in Karamoja, 24 in Mubende and 20 in Ntungamo). Reorganization of miners in Mubende was completed and 30% of the mining area in Mubende was allocated to ASMs. This improved livelihood in the mining sites.

“At first, we were scared of the government intervention but now we feel the security, safety and working conditions have improved” **an artisanal miner in Nsiira Village, Kitumbi Sub County in Kasanda district.**

Biometric registration was launched on 29th March 2019 and the MEMD awarded a contract to African Center of Energy and Mineral Policy (ACEMP) to assist in the biometric registration of all ASMs in the country, issue them with identity cards so that they can be tracked as they move from one place to another. The regional trainings and awareness campaigns were being undertaken to sensitize the ASMs countrywide.

### Sensitization and training of Artisanal Miners

The performance of the intervention was fair. A total of 160 ASM groups comprising of 2,720 ASMs were trained on environment, community, legal and regulatory framework, health and safety, enterprise and exploration skills in the districts of Entebbe, Mbale, Gulu, Fort Portal, Buhweju and Mubende. This was short of the FY target of 5,000 ASMs.

Sensitization about the dangers of mining discharge into the lake was undertaken at 12 mining sites around Lake George. A benchmarking exercise to Tanzania to improve livelihood, health and safety was carried out by 15 ASMs (10 men and 5 women) from mining areas in Mubende and Kasanda districts.

The mercury purification rooms were set up and cyanide use was limited to holders of location licenses who buy the unpurified gold from the ASMs. The 3 mining sites assessed lacked proper sanitation facilities.

### Challenges

- Inadequate staffing in the minerals subsector as only 59% of the structure was filled.
- The existing working conditions such as sanitation facilities at the mining sites were found not to be adequate and this risks causing disease breakout.

### Conclusion

The overall performance was good at 77.4% as more ASMs were registered and sensitized. The health, safety and environment conditions in the artisanal mines greatly improved due to the interventions.

## **Recommendations**

The MEMD should fill the vacant positions.

MEMD should continue in its vigilance to monitor and regulate the conditions at the mining sites so that there is compliance with the recommended regulations.

### **5.3 Rural Electrification Agency (REA)**

The Agency aims at achieving universal access to electricity by 2040. It works in line with the Rural Electricity Strategic Plan II (2013-2022) which aims at increasing electricity access to 26% by June 2022. The Vote consists of six sub programmes namely; Rural Electrification project, Grid Rural Electrification Project IDB I, Energy for Rural Transformation (ERT) Phase III, Construction of the 33kV Distribution Lines in Kayunga, Kamuli and Kalungu Service Stations, Bridging the demand gap through the accelerated rural electrification Programme/TBEA and Uganda Rural Electrification Access Project /UREAP sub-programmes. All the sub-programmes under the Agency are geared towards ensuring equity in the access of electricity at a national level.

#### **5.3.1 The Rural Electrification Programme**

The programme aims at achieving universal access to electricity targeting the rural community with limited access to grid and households in areas that have access to grid but were unable to connect due to high upfront costs of connections.

The interventions undertaken by the programme were;

Extension of the grid and implementation

This targeted addition of a total of 8,947 km (3,153.3 km low voltage and 5,794.3 km medium voltage) to the electricity grid in the rural areas.

Implementation of the free connections policy.

The policy planned to achieve a total of 120,457 connections during the FY 2018/19.

#### **Financial Performance**

The budget for FY 2018/19 of the interventions was Ug shs 390.15 billion. 63.8% of the budget was released and absorption of funds was very good at 100%.

#### **Physical Performance**

Grid Extensions

The performance of the grid extension intervention was fair at 57.2%. During the FY, 5,283 km of grid lines (2,747 km Low Voltage and 2,536 Km Medium Voltage) were extended in Eastern, Western, South Western, Central and Northern regions.

There was unequal distribution of grid extensions in the various regions (Table 5.1). The proportion of schemes that were planned for implementation in the West Nile region was low and commencement of these schemes was also delayed.

**Table 5.3: Regional distribution of grid extensions during FY 2018/19**

<b>time</b>	<b>Planned (km)</b>	<b>Achieved(km)</b>
Northern	1,793	1,178
Eastern	2,095	1,377
Western	2,151	1,413
Central	2,001	1,315
West Nile	345.8	0

**Source: Findings**

Three projects contributed to this intervention which targeted the rural communities and institutions such as schools, churches, Mosques, Health centers and sub county offices among others.

### **The Grid Rural Electrification Project, IDB I**

The project targeted grid extension of a total of 388.4 km of grid lines to the rural population in Karamoja sub-region in the districts of Kotido, Moroto, Amudat, Nakapiripirit, Kaabong.

The intervention had achieved 58% physical progress by the end of the FY 2018/19. A total of 196.69 km of grid lines were extended in Karamoja region. Commencement of construction works under this intervention was delayed by procurement process, late delivery of materials and bad road network in the Karamoja region due to heavy rains. As a result, no connections had been made in the Karamoja region.

### **Energy for Rural Transformation (ERT) Phase III<sup>34</sup>**

The project consists of three components: On-grid energy access, Off-grid energy access (installation of solar PV systems) and Institutional strengthening and Impact monitoring. The project targets construction of 1,859.3 km of grid lines and connecting 91,945 households at completion.

For the on-grid energy access component, works in Kiruhura and Mubende had just started and poles were being delivered to site. Works on schemes in areas in West Nile, Eastern, Northern, part of Central and Rwenzori sub-region had not started due to delayed procurement. The works for the off-grid components had not yet commenced.

### **The Rural Electrification project**

A total of 4,059 km of grid lines were extended. Schemes in Kamuli, Buyende, Kayunga, Jinja and Buikwe were completed, commissioned and handed over to the respective utility service providers.

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34. The funding through a loan from the World Bank (IDA) to a tune of US\$135 million and a grant from the Global Environment Facility (GEF) Trust Fund of US\$ 8.2 million

Schemes in Lira, Tororo, Isingiro, Kabale, Sironko, Serere and Soroti had been completed and awaiting handover to the respective utility service providers. Construction works (pole erection and stringing) were ongoing in Western, Central, South western, Eastern and northern regions in the different districts.<sup>35</sup>

However, no grid extension had been undertaken in the West Nile sub-region.

### Implementation of the Free Connections Policy

The performance of the intervention was good. The free connections initiative provided access to electricity for 149,831 households between November 2018 and June 2019 against a FY target of 120,457 households. (79% male headed households and 21% female headed households)

The connections were made by the different service providers in their respective territories (Table 7.1). During the FY, UMEME which operates in the urban and peri-urban areas increased its electricity grid by 10% (528.3 km) and it connected 87.2% of the households. The service providers operating in rural areas had their electricity grid increased by 90% (4,754.7 km) and connected 12.8% of the households. The percentage of rural households that were able to connect was very low even after subsidizing the connection cost.

“We are happy government has thought about us. We use electricity for lighting only because it is expensive and you have to wait for over 2-3 months to be connected” **A newly connected female customer in Ndhaliike trading center, Kamuli District.**

**Table 5.3: Connections Made by the respective Service Provider in the FY 2018/19**

Service Provider	Connections made (%)	No. of connections
Bundibugyo Electricity Cooperative Society (BECS)	0.5	749
Kilembe Investments Limited (KIL)	1.2	1,798
Kalangala Infrastructure Services Limited (KIS)	0.3	449
Kyegegwa Rural Energy Cooperative Society (KRECS)	0.8	1,198
Pader-Abim Community Multi-Purpose Electric Cooperative Society (PACMECS)	0.4	599
Uganda Electricity Distribution Company Limited (UEDCL),	7.1	10,638
UMEME	87.2	130,652
West Nile Rural Electrification Company (WENRECo)	2.6	3,895

**Source: REA**

35. Mbarara, Mitooma, Rukungiri, Kabale, Ibanda, Kabarole, Kamwenge, Rubanda, Kisoro, Ntungamo, Kanungu, Kyenjojo, Mbale, Manafwa, Serere, Sembabule, Amolatar, Dokolo, Sironko, Tororo, Katakwi, Rubanda, Bunyangabo, Namayingo, Bukedea, Kibuku, Pallisa, Wakiso, Lwengo, Bukomansimbi, Nakaseke, Bundibugyo, Kiboga and Luwero.

## **Challenges**

The costs of house wiring were still high with an average cost of Ug shs 200,000 required. Most rural households could not afford connection even though the connection costs had been subsidized.

Inadequate sensitization of local communities on the free connection policy.

Project implementation was hampered by material stock outs of connection materials by the service providers.

## **Conclusion**

The overall performance of the interventions under the programme was good at 76.6%. Grid lines were extended in eastern, western, south western, central and northern regions. 149,831 households were connected through the free connection policy and national access to electricity increased to 28%.

## **Recommendations**

The government through REA should make more ready boards available to subsidize the cost of house wiring and sensitize communities on availability of ready boards.

The REA should enhance staffing levels for project implementation, and ensure better follow up of the required processes necessary to conclude project activities.

The REA should intensify sensitization of rural communities on connection policies and procedures.

## **5.4 Institutional Gender and Equity Responsiveness**

### **5.4.1 Ministry of Energy and Mineral Development (MEMD)**

#### **Gender Policy**

The Ministry does not have a specific Gender Policy, but is guided by the National Gender Policy of 2007. The Ministry is in the process of revising the Energy Policy of 2002 and incorporate gender.

#### **Sexual Harassment**

The Ministry's handling of sexual harassment is guided by the Public Service Standing Orders and Code of Conduct.

#### **Child Care and Breast feeding Center**

There is neither a child care center nor a breast feeding center at the Ministry. A proposal to have a child care center has been made and is waiting for approval by the Accounting Officer.

## **5.4.2 Rural Electrification Agency (REA)**

### **Gender Policy**

The agency has not yet developed a gender policy. However, it has incorporated gender and equity aspects in the HR manual being guided by the National Gender policy.

### **Sexual Harassment**

The Agency's Sexual Harassment provisions are contained in the HR Manual where the disciplinary remedy for an employee who is suspected of this malpractice is clearly outlined. Communication from staff to sensitize them of what constitutes sexual harassment is being done for current staff. Exit interviews are also undertaken for staff who are leaving the Agency to assess the working environment especially to do with sexual harassment and other work place issues that may have negatively affected their stay. Suggestion boxes have been installed around the organization's premises to enable staff report cases affecting them including sexual harassment. A proposal to establish a toll free line to report sexual harassment cases has been made.

### **Child Care and Breast feeding Center**

The Agency does not have a center for breast feeding or child care and no proposal has been made to this effect. However, for field work travels, facilitation for breast feeding staff together with the nanny is given in the case where staff chooses to travel with the family.

## **5.4.3 Uganda Electricity Transmission Company Limited (UETCL)**

### **Gender Policy**

The agency does not have a gender policy. However, it has incorporated gender and equity aspects in its HR manual being guided by the National Gender Policy.

### **Sexual Harassment**

The handling of cases to do with sexual harassment is clearly outlined in the UETCL code of conduct and staff are encouraged to report such cases.

### **Child Care and Breast feeding Center**

A proposal for a child care center has been approved to be constructed at the UETCL SCADA offices in Lugogo. This center will comprise a rest, play area and kitchen.

## **5.4.4 Uganda Electricity Generation Company Limited (UEGCL).**

### **Gender Policy**

The company follows the National Gender Policy of 2007. The UEGCL employees manual also clearly outlines equal opportunities for both male and female. UEGCL has also adopted gender friendly work place practice such as giving working mothers 2 hours off every day to go and take care of their children even after completing maternity leave.\

## **Sexual Harassment**

UEGCL Policy on sexual harassment is outlined in the UEGCL HR Manual. Staff are also sensitized on issues of sexual harassment during induction and also during staff engagements. Under the staff Medical Insurance scheme provision has been made for staff to receive free counselling in issues affecting them at the work place including sexual harassment.

### **5.5 Overall sector conclusion**

Overall performance of the sector was fair at 69.5%. The community development action plan activities under the large hydro programme progressed well for Isimba HPP while those at Karuma lagged behind. The compensation of project affected persons under the transmission projects continued to delay. The capacity building of Ugandans for the oil and gas sector progressed well during the FY. The registration, organizing and sensitization of artisanal miners in various mining sites was undertaken and biometric registration was introduced to enable fully monitor their movements. The extension of electricity to underserved parts of the country pushed the electricity access levels to 28% with over 149,000 new consumers connected to the national grid.

## CHAPTER 6: HEALTH

### 6.1 Introduction

The overall sector strategic objective is among others “to contribute to production of a healthy human capital for wealth creation through provision of equitable, safe and sustainable health services among”. The sector is committed to achievement of outcomes, which include; improved quality of life at all levels and enhanced competitiveness in the health sector in an all-inclusive manner taking into consideration gender and equity issues that need address. The gender and equity issues in the sector include:

Maternal deaths associated with the 3 delays; the delay to seek care, the delay to reach health facilities and the intra institutional delay to provide appropriate care; Reproductive health and adolescent issues not adequately catered for in the RMNCAH routine outreach package; In some health facilities there is lack of separate wards, bathrooms and toilets for males, females, and children; Limited health care services to address the needs of older persons and Persons with Disabilities across the country; Unavailability of health facilities in some hard to reach areas; Lack of housing for health workers more especially in the hard to reach areas; Inaccessibility of the physical health infrastructure by special groups of people and other users; and the regular drug and blood stock outs.

During the FY2018/19, the sector made some gender and equity commitments to partly address the identified issues. These included:-

- Reduction of maternal and neonatal mortality through procurement and distribution of Emergency Obstetric Care (EmOC) medicines, supplies and equipment.
- Reimbursement of Health facilities for Reproductive Maternal Neonatal Child and Adolescent Health Services (RMNCAH) services.
- Equitable provision of services to all cancer patients.
- Essential medicines and health supplies procured, stored and distributed to health facilities spread across the country.
- Training of staff on gender and equity programming
- Integration of Gender and Equity interventions in Uganda Blood Transfusion Services(UBTS) budget execution
- Increase access to mental health care for female, children and disabled mentally ill patients

These were implemented through the selected programmes such as; Health Infrastructure and Equipment, Services Pharmaceutical and other supplies under Ministry of Health and National Medical Stores. Clinical Health Services. Safe Blood Provision by Uganda Blood Transfusion Services; Uganda Cancer services under Uganda Cancer Institute; National Referral services under Mulago and Butabika Hospitals as well as Primary Health Care Programme implemented by local governments.

## 6.1 Scope

The assessment focused on gender and equity interventions implemented by Ministry of Health; National Medical Stores; Uganda Cancer Institute; Uganda Blood Transfusion Service; Butabika Mental Referral Hospitals and 40 Local Governments.

## 6.2 Sector performance

Overall sector performance of the gender and equity interventions was fair at 69% achievement of outputs. (Table 6.1). Best performing programmes were; Provision of Specialized Mental Health Services at 86%. Specialized Outpatient and PHC Services were achieved by over 100%. More male (55%) accessed mental health services in relation to their female counterparts. Supporting infrastructure like staff houses and Alcohol and Drug Unit (ADU) were substantially complete. Clinical Services achieved 71% of the planned outputs. Nodding Disease Victims were rehabilitated, provided food, beddings and medical supplies. However, issues related to sustainability and relapse of patients were noted.

Fair performers were; Cancer Services at 65%, the UCI managed 21,946 different types of cancers with female related cancers (Cervix and Breast) taking over 38%. Health Infrastructure development and Equipment at 62%, three of the five subprogrammes assessed triggered positive results in maternal and child health services. These were; Specialized Maternal and Neonatal Hospital at Mulago and Support to Rehabilitation of Mulago at Kawempe hospital.

Poor performing programmes included Pharmaceutical and other supplies Programmes by Ministry of Health (MoH) at 35% under Global Alliance for Vaccine Initiative (GAVI). This was due to delays in finalization of financing agreements hence delays in procurement for civil works and equipment. Shortages of new vaccines financed by GAVI were noted in various parts of the country.

The sector performance in relation to availability of Institutional Gender and Equity mechanisms was poor, only 14%. The sector has been slow to establish and implement specific gender and equity institutional mechanisms in relation to conflict resolution, sexual harassment, breast-feeding spaces and development of an institutional Gender Policy.

**Table 6.1: Performance by Votes FY2018/2019<sup>36</sup>**

Vote	Physical performance score (%)
Ministry of Health(MoH)	61
National Medical Stores(NMS)	100
Uganda Cancer Institute(UCI)	55
Uganda Blood Transfusion Services(UBTS)	75
Local Governments(LGS)	57
<b>Average Performance</b>	<b>69.6</b>

*Source: Author's compilation, IFMS, Performance reports, field findings.*

36. Extent (%) to which institutions achieved their planned Gender and Equity interventions during FY 2018/19

## Overall financial performance

The health sector revised allocation for gender and equity commitments was Ug shs 401.96 billion<sup>37</sup> (17% of the entire sector budget excluding arrears) of which Ug shs 311.01 billion (77%) was released and Ug shs 190.55 billion spent (61%). Majority of the expenditures were implemented by MoH (74%) in relation to immunization, construction/rehabilitation of hospitals to enhance maternal and child health care, followed by Local governments and National Medical Stores. The Uganda Blood and Transfusion Services (UBTS) had the least budget and expenditure as indicated in Table 6.2.

**Table 6.2: Financial performance of the Selected Gender and Equity Interventions**

Vote	Budget (Ug shs)- Billion	Release (Ug shs )- Billion	Expenditure (Ug shs)-Billion
MoH	251.59	160.66	74.2
NMS	35	35	34.74
UCI	26.95	26.93	26.91
UBTS	19.12	19.12	18
LGS	69.3	69.3	36.7
<b>Average Performance</b>	<b>401.96</b>	<b>311.01</b>	<b>190.55</b>

*Source: IFMS, Performance reports, Authors' compilation*

### 6.2.1 Ministry of Health

The MoH was committed to implementation of a number of programmes aimed at improving sector outcomes that are gender and equity sensitive. These included; Public Health Services, Health Infrastructure and Equipment; Pharmaceutical and other Supplies; and Clinical Health Services. Annual Gender and Equity Monitoring exercises focused on three out of four programmes that had direct gender and equity interventions during FY 2018/19. These were Health Infrastructure and Equipment and Pharmaceutical and other Supplies and Clinical Health Services programmes.

#### Performance

The MoH allocated a total of Ug shs 251billion to interventions directly contributing to gender and equity. This was 10% of the total sector budget and 21% of MoH budget. The vote received Ug shs160billion (64%) of the budget and Ug shs 74.2billion (50%) spent. Expenditures were mainly under health infrastructure and equipment (70%); the rest were health supplies, monitoring and supervision among others. The MoH achieved 51.7% of the planned targets under various programmes and subprogrammes. Detailed performance is highlighted below.

#### Health Infrastructure and Equipment

The programme contributes to improve quality of life at all levels through development, management of health sector infrastructure and equipment. In terms of Gender and Equity, the

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37. The gender and Equity Budget excludes operational funds used in outreaches to implement gender and equity interventions such as immunization, and other interventions that focus more on the entire population than specific gender and equity needs.

programme is aimed at reduction of maternal and child mortality through increasing functionality of health center IVs to offer caesarian and blood transfusion services in various parts of Uganda including hard to reach areas.

Planned interventions under various subprogrammes were; Construction of staff houses in Karamoja Sub region through the Italian Support to Health Sector Development Plan (HSDP) and Peace Recovery and Development Plan (PRDP); Construction of Specialized Neonatal, and Maternal Unit Mulago Hospital. Others were Renovation and Equipping of Kayunga and Yumbe General Hospitals, Implementation of Uganda Reproductive Maternal and Child Health Services Improvement Project, and Rehabilitation and Construction of General Hospitals -Kawolo and Busolwe Hospitals among others. Annual Monitoring assessed performance of all the above interventions.

The programme registered fair performance at 62%, subprogrammes were at various levels of implementation. Construction of super specialized maternal and neonatal hospital were at substantial completion and already in use while others like Uganda Reproductive Maternal and Child health Improvement Services were lagging behind on several components. Construction of Staff houses in Karamoja had stalled. Detailed performance is highlighted below;

### **Italian Support to Health Sector Development Plan (HSDP) and Peace Recovery and Development Plan (PRDP)**

The project is aimed at attraction and retention of key staff through construction of staff houses within Karamoja sub-region. The project objective therefore aims to address equity issues in health care service delivery by ensuring that staff are accommodated and able to offer health services in a timely manner. Thirty Four blocks of two bedroomed semi-detached staff houses for 68 staff at HCIIIs in Karamoja were planned to be constructed.

#### **Financial performance:**

During the financial year 2018/19; the sub programme was allocated Ug shs 5,729,710,000 of which only Ug shs 100,337,528 (1.75%) was released and spent by end of the financial year. Expenditures were mainly on stakeholder's consultation in preparation for phase II of the project. No release and expenditure was made under the civil works which is the major component of the project. The development partner did not releases any funds during FY 2018/19.

#### **Physical performance**

The sub programme achieved 3.5% of the set target. The houses remained incomplete for over two FYs, thus affected timely achievement of intended intervention objectives of staff attraction and retention in the hard to reach and stay areas. This slow progress was due to constrained flow of funds to the contractor from government and development partner. All sites remained abandoned and in addition, even the two staff quarters under construction were still noted to be inadequate for an establishment of 19 health workers per health facility. However, provisions for ramps at staff house to ease access for PWDs for some facilities like Alelek HCIII in Abim District were made.

## **Challenges**

- Stalling of construction works due to inadequate funds, some facilities had therefore depreciated and developed cracks.

## **Recommendation**

- The MoH should prioritize completion of works through engaging the contractor and consultant to resume and complete works at all facilities for improved service delivery.

## **Specialized Neonatal and Maternal Unit Mulago Hospital**

The project objective was to contribute to reduction of maternal and neonatal morbidity and mortality in the country through provision of super specialized maternal and neonatal services at Mulago Hospital.

The planned outputs were: Pending construction works completed, Equipment delivered and installed, Medical services provided in areas of: high risk antenatal care, delivery and postnatal services, gynecology uro-gynaecology especially obstetric fistula, assisted reproductive health technologies and will also have pharmacy, blood bank, labour suites, intensive care unit and operation theatres.

### **Financial performance:**

During FY 2018/19, the project was allocated Ugshs 10.8billion which was revised to Ugshs 14.8 billion with a supplementary budget of Ugshs 4.03 billion. The entire revised budget was released and spent by the 30<sup>th</sup> June 2019 on payment of taxes to Uganda Revenue Authority (URA), procurement of specialized medicines and medical supplies, completion of second addendum works in the In Vitro Fertilization (IVF) unit.

### **Physical performance:**

The overall project performance was at 99%. The construction works were at 99.9% while equipment delivery, testing and installation were at 95%. Addendum works were nearly complete, the modifications of the IVF room (Addendum works II) were still ongoing at 98% completion. However, the Hospital was already offering services to the general public. Operations commenced in September 2018.

By end of FY 2018/19, the hospital registered a total of 8,648 OPD attendances of which 2,920 were antenatal attendances, 3,671 Gynecology attendances, 1,281 immunizations, 505 family planning contacts and 271 postnatal clinics. 2,536 ultra sound scans, 91 mammograms, and 2,291 laboratory investigations, 1,048 inpatients with 31% attended to in the Intensive Care Unit, 785 operations, and 119 deaths. Although the hospital was initially planned to handle only specialized cases on referral, most of the cases received were self-referral, only 119 patients were referred by other health facilities. Service delivery was provided in three categories: Silver, Platinum and Gold.

The price of normal delivery at the facility was Ug shs 800,000 inclusive of one night accommodation of Ug shs 80,000 under the Silver category. Gold clients paid 25% over and above the Silver category payment (an equivalent of Ug shs 1million) while Platinum clients paid 50% over and above Silver Category (An equivalent of Ug shs 1.2million).

Caesarean deliveries were charged Ug shs 2million under the Silver category and 25% platinum and 50% under Gold category (An equivalent of Ug shs 2.5million and 3million respectively). The Gold and Platinum category registered more admissions 63% compared to Silver. Clients were satisfied with the services, however noted lack of adequate medical supplies, health workers affected service delivery.

*“... I am an insurance patient, however I paid a consultation fee of Ug shs 50,000 and chose to deliver under the Silver category because it was affordable. My expectations were met however, there is great need to increase the human resource. We take so much time in the queue, it takes between 30minutes to one hour to see the specialist”- Silver patient.*

*“The doctors are good and provide all the care and attention required however, prices are not commensurate to the services; a baby in an incubator pays seven hundred thousand per day which is very expensive to the patients. The hospital does not have sufficient medicines hence I had to buy most of the medical supplies from private pharmacies outside. The hospital does not provide meals for patients yet we are paying a lot of money.....” -Gold patient.*

**Source: Field findings-Specialized Neonatal and Maternal Hospital-Mulago**

The project introduced assisted reproductive health technologies to help those who cannot naturally conceive. These were not available in all government owned health facilities. Ramps and lifts were incorporated in the planning and construction works of the building. This enabled easy access to services at all the nine floors of the facility. The facility did not provide for assistive bathing facilities. However, hospital administration noted that patients that need assistance were given bed baths whenever need arose.

The project received adjustable beds to assist those with physical impairments and heavily pregnant mothers. Wheel chairs were also available. The hospital also reported to offer a free service to only problematic cases referred from various health facilities. All these were treated under the silver category.

### **Challenges**

- Delayed completion of the civil works at the IVF and installation of the equipment affected full utilization of the high end specialized services at the Specialized Neonatal Hospital. The hospital had registered a total of 40 patients awaiting IVF services by 30<sup>th</sup> June 2019.
- High utility bills, the infrastructure maintenance requirements did not match allocations made to the institution.

### **Recommendations**

- The MoH, MoPS, MFPEd and other stakeholders should prioritize staffing at the Neonatal and Maternal Hospital.

- The MoH, MFPED and Neonatal and Maternal Hospital should prioritize budgeting for key medical, operation and maintenance of the facility for improved health service delivery.

## **Uganda Reproductive Maternal and Child Health Services Improvement Project**

The project contributes to the sector outcome of Improved quality of life all levels in the NDPII and its key objectives are: Improve quality of care at PHC health facilities; Improve availability of human resources; Improve availability of Essential RMNCAH drugs and supplies; Functional and responsive Referral system; Improve availability of family planning services and commodities as well as infrastructure and medical equipment in PHC facilities.

The planned outputs were; Startup funds disbursed and funds to participating Results Based Financing (RBF) facilities reimbursed; Maternity Units in selected health facilities constructed; Essential drugs, and reproductive health commodities procured and distributed. Others were; Births and Deaths Registration Services scaled up and Birth Death Registration (BDR) system and equipment procured; cadres in short supply trained on scholarship scheme; District Health Teams (DHTs) established, and Interdependent Verification Agent (IVA) procured.

### **Financial performance:**

External funding to the project was Ug shs 83.16 billion of which Ug shs 50.69 billion (60.9%) was released and Ug shs 8.16 billion (16.1%) spent. The GoU allocation to the sub programme on the other hand was Ug shs 255,000,000 of which Ug shs 231,750,000 (91%) was released and Ug shs 230,789,740 (100%) spent. Expenditures were made on monitoring and supervision of RBF facilities, scholarship related costs, fuel and lubricants among others. Low absorption on the donor funds was partly due to failed transfers of RBF startup funds to selected facilities on the IFMS.

### **Physical Performance**

The average performance for the four components was 50% as at 30<sup>th</sup> June 2019.

**Startup funds disbursed and funds to participating Results Based Financing (RBF) facilities reimbursed;** 28 districts<sup>38</sup> in the first phase received start up grants amounting to Ug shs 2.945billion to address key service delivery gaps as well train health workers on the concept of RBF, accountability, and performance improvement. RBF facilities had improved service delivery in a number of ways for example Apac district increased facility live births from 5,023 in FY 2017/18 to 5,608 by end of FY 2018/19. Maternal deaths reduced from seven to three during the period under review.

Health facilities like Ibuje in Apac, Kisenyi in Kampala, Luwero HCIV registered an improvement in integrated outreach programmes, facility cleanliness, facelifts, availability of medical supplies, and procurement of equipment among others.

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Kayunga, Kyotera, Luwero, Mityana, Mukono, wakiso, Hoima, Kagadi, Kakumiro, Kibaale, Kikuube, Rukungiri, Rakai, Mubende, Butaeja, Butebo, Manafwa, Mbale, Namisindwa, Palisa, Sironko, Apac, Kwania, Lira, Oyam, Buikwe and Kampala

Mukono HCIV recruited more midwives to improve service delivery, procured curtains using RBF funds to improve privacy in the maternity ward while Kisenyi HCIV recruited two female anesthetists to work on a temporary basis for timely operations.

**Reproductive health supplies procured, maternity units constructed and equipment procured:** By 30 June 2019, the contract for supply of implants was signed and deliveries were scheduled for September 2019. Draft contracts for the other reproductive health supplies were before the Solicitor General for review and approval. The Design consultant for the civil works for maternity wards in HCIIIs in selected districts like Tororo, Kabale, Mayuge, Kiruhura, Buhweju, Mitooma, Yumbe, Zombo, Koboko, Alebtong, Soroti, Lira, and Otuke was procured. Civil works had however, not commenced as at 30th June 2019. A needs assessment for procurement of medical equipment was ongoing.

**Births and Deaths Registration Services scaled up; and Birth Death Registration (BDR) system and equipment procured;** the project had contributed to registration of 542,961 births and 3,886 deaths during FY 2018/19. The process to harmonize information from Health Management Information System (HMIS) together with National Identification and Registration Authority (NIRA) were in advanced stages. Contracts were signed for supply of ICT equipment for all NIRA offices and delivery was scheduled for August 2019. Two mobile office trucks were procured and handed over to NIRA to support countrywide mobile registration activities.

**Cadres in short supply trained on scholarship:** As at 30th June 2019, 216 scholarship students (141male and 75female) were selected to benefit from the initiative, 178 of which completed their studies in June 2019 and recommended for deployment by the Local Governments to serve the bonding period. These were in disciplines such as anesthesia, midwifery, pharmacy, nurses, among others.

During FY 2018/19, 576 beneficiaries were selected to benefit from the scholarships (263 were female and 313 male). However, monitoring in some facilities indicated that some scholarship beneficiaries were not known by beneficiary facilities<sup>39</sup>.

### **Implementation Challenges**

- Uncertainty regarding sustainability and continuity of activities financed by the development partner under RBF under Uganda Reproductive Maternal and Child Health Services Improvement Project (RMNCH).
- Inadequate space to accommodate the increasing number of mothers as a result of RBF initiative at visited facilities.
- Delayed procurement of equipment, RMNCH supplies and contractors to undertake civil works on maternity wards.
- Failure to provide appropriate equipment like examination and delivery beds for PWDs by Joint Medical Stores excluded them from effective service delivery.
- Delays in disbursement of RBF funds to beneficiary facilities.

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39. Nyangoma Damali, Diploma Anesthesia was not known by Kabale RRH

- Lack of transport means for the districts to undertake outreaches and support supervision in RBF beneficiary health facilities.

### **Recommendations**

- The MoH should clearly define, plan and budget for sustainability and consolidation of RBF gains for continuity and improved service delivery.
- The MoH, MoFPED and development partners should ensure that RBF is rolled out to all districts to allow for universal gains across the country.
- The Accounting Officer MoH should ensure that all procurements are undertaken as scheduled to avoid delays in project implementation.
- The MoH should ensure timely verifications and disbursement funds under RBF

### **Renovation and Equipping of Kayunga and Yumbe General Hospitals**

The main project objective was to deliver the Uganda National Minimum Health Care Package (UNMHCP) through improvement of health infrastructure at the two hospitals that were heavily dilapidated. The sub programme contributes to improve quality of life at all levels sector outcome indicated by the proportion of functional imaging and radiography equipment in underserved hospitals like Yumbe.

The planned outputs were: Accidents and emergency, Out Patient Departments, theatres, maternity and obstetric wards, staff houses constructed/rehabilitated; equipment and two ambulances procured.

### **Financial performance:**

During FY2018/19 a total of US\$ 7,262,229.54<sup>40</sup> was disbursed and spent on the different components of the project while GoU allocated Ug shs 7.53billion, of which Ug shs 6.226 billion was released and Ug shs 6.2956 billion spent by 30<sup>th</sup> June 2019.

### **Physical performance:**



**OPD housing maternity and child facilities at Kayunga**

Overall project performance was 67% against the target of 69.5%. Construction and expansion of the general hospitals with specific infrastructure for children, youth and women was ongoing.

Obstetric theatres, youth corners and pediatric wards were all under construction. It was noted that storied staff accommodation facilities lacked ramps and will not be accessible to health workers with disabilities.

40. Exchange rate of 1-USd to Ug shs 3,650

## **Rehabilitation and Construction of General Hospitals-Kawolo and Busolwe Hospitals**

The overall objective of this project is to improve Maternal and Child health services as well as Accident and Emergency Services at Kawolo and Busolwe General Hospitals. The project was also expected to contribute towards staff motivation and retention through improvement and provision of staff housing.

The planned outputs were: Establishment of new casualty ward with an emergency and obstetric theatre, mortuary with a nine capacity body fridge constructed/ rehabilitated and an ambulance procured; Equipment procured and installed.

### **Financial performance:**

The project was allocated a total of Ug shs 12.86billion of which Ug shs 7.3billion was released and spent.

### **Physical performance**

The overall project performance was fair at 64%. By end of FY 2018/19, civil works at Kawolo were at 95% while procurement of medical equipment was at 10%. Antenatal Ward, ART Clinic, Pediatric and Female Ward, Maternity, Laundry, Attendant's Kitchen, Mortuary, Four-VIP Toilets, Medical Pit and Placenta Pit and a four-Unit staff house, theatre block, two boreholes, and Incinerator were completed, handed and in use. Pending activities included; Procurement of obstetric equipment, civil works on the oxygen plant, installation of the transformer and Old OPD. The Bi-National Committee had also not yet approved works at Busolwe Hospital awaiting completion of designs.

The hospital had registered the following achievements. These included:-

- Increased access to maternal and child health services from 3,966 deliveries in FY 2017/18 to 4,503 deliveries in FY 2018/19. Some mothers were satisfied by the service while others were not due to costs involved in seeking health care at the hospital.
- Reduction in referrals to Mulago hospital due to expansion and improvement of obstetrics services. A total of 56 maternity referrals were made during FY 2017/18. This had reduced to 43 during FY 2018/19. The number was expected to further go down upon procurement, delivery and installation of key obstetric equipment.
- The intervention led to an increment in numbers from 12 clients as of FY17/18 to 30 clients by FY18/19 of which 15 were accident related cases.
- Motivation of staff due to clean and bigger working space that offered enough sitting area, triage room, confidentiality to patients leading to effective consultation and treatment.
- All-inclusive service delivery with introduction of a mentally ill clinic and provision of ramps, assistive devices in the bathrooms of newly constructed infrastructure.



**L-R: Pregnant women waiting for services at the maternity ward and the spacious pediatric ward at Kawolo GH.**

### **Support to Mulago Hospital Rehabilitation**

The project objectives were i) Improve delivery of quality health services in Mulago Hospital & the City of Kampala, ii) Decongest Mulago Hospital by improving services including maternal and child health at the division levels at Kawempe and Kiruddu iii) Strengthen Medical Education & Research capacity of Mulago and Makerere University College of Health Sciences (CHS). The planned output for FY 2018/19 was completion of three project components<sup>41</sup> and provision of maternal and child health services at Kawempe Hospital.

#### **Financial performance:**

During FY 2018/19, the project received and spent Ug shs 17.53 billion against an approved budget of Ug shs 2.7billion. The project was allocated an additional Ug shs 14billion.

#### **Physical performance:**

Overall performance for the three components was 90%. Construction and equipping of Kawempe<sup>42</sup> was completed with elevators and ramps to ease access to services for people living with disabilities. Wheel chairs, adjustable beds for wards, labor suite and operating theatres were available and in use. However, PWDs with visual and hearing impairments continued to be excluded from effective access and utilization health services. Health workers did not have appropriate skills in sign language and therefore continued to depend on attendants to diagnosis and treat patients.

During FY 2018/19, the hospital registered 58,631 deliveries, 57,618 live babies, 25,456 maternal referrals in. However, the hospital recorded some undesirable outcomes such as, 57 maternal deaths; 1,252 fresh stillbirths as well as 278 newborn deaths during the period under review. The need for facility based interventions to reduce maternal and child mortality deaths are paramount.

41. Capacity Development and Systems Strengthening (Training, Research and ICT systems for management and Clinical care); Revitalization of referrals and counter referral system in KCCA; Expanding and improving specialized services in KCCA (Rehabilitation of Lower Mulago, and Construction of Kawempe and Kiruddu Hospitals).

42. Kawempe National Referral Hospital was selected and assessed. This was mainly due to the fact that it offers obstetric, Maternal Child Health Care Health Services.

## **Challenges**

- Inadequate space at Kawempe Hospital leading to congestion; the space for post-natal and neonates was inadequate to accommodate the increasing of number of clients.
- Limited human resource and medical supplies in relation to demand at Kawempe hospital.

## **Recommendation**

- The MoH should step up family planning services in the hospital catchment area for improved health service delivery.

## **Challenges affecting Performance of Health Infrastructure and Equipment**

- Inadequate staff and supplies. Neonatal and Women Hospital for instance was critically understaffed with only 47% (387 health workers) in place. Only 7% were doctors, 74% nurses and midwives, medical support staff at 10% and other support staff at 8%.
- Lack of disaggregated data in relation to specific gender budgets for works and equipment to be procured for the infrastructure projects.
- Inadequate skills of health workers to attend to PWDs in health facilities.

## **Conclusion**

The programme achieved 62% of the planned targets, three of the five subprogrammes assessed triggered positive results in maternal and child health services. The MoH made strides in ensuring regional representation of infrastructure developments including efforts to improve service delivery in Karamoja Sub region. However, challenges related to effective utilization and adequacy of infrastructure were noted. These included; inadequate medical supplies, human resource, costs involved in seeking medical services, and limited skills of health workers to attend to PWDs. These partially contributed slow progress in attainment of maternal and child mortality indicators and other health outcomes.

## **Recommendations**

- MoH, MoPS and MoFPED should prioritize recruitment and filling of the vacant positions in the health facilities
- MoH, should fast track the National Health Insurance Scheme to address the high (41% expenditure on health) cost of out of pocket expenditure.
- MoH, MoES and National Curriculum Development Centre should mainstream language and other PWD skills development and training modules in all health teaching institutions in Uganda.

## **6.2.2 Clinical Health Services**

The programme formulates policy, standards and guidelines on; clinical care, health infrastructure (buildings, equipment, communication), Ambulance and pharmaceutical services. Two sub programmes were assessed; Integrated Curative Services and Ambulance Services.

### **Integrated Curative Services**

The sub programme provides technical support, monitoring and supervision of all local governments and coordinates clinical and public health emergencies including the Nodding Syndrome.

Planned outputs were: Nodding syndrome victims rehabilitated; Food and beddings procured and distributed to the victims; Districts hosting Nodding syndrome victims monitored and supervised.

### **Financial performance:**

The approved budget for the sub programme in FY2018/19 was Ug shs 2.36 billion of which Ug shs 2.30 billion was released and 100% spent. Expenditures were mainly made on technical support supervision and coordination of Clinical and Public Health Emergencies. Four districts (Kitgum, Lamwo, Omoro, and Gulu) and Gulu Regional Referral Hospital received a total of Ug shs 861,307,400 towards the response to nodding syndrome programme and 99% of the funds were spent.

### **Physical performance:**

Good performance was recorded with 77% of the planned targets achieved. Nodding Syndrome victims were rehabilitated in the districts of; Lamwo with 320 patients, Kitgum 406 patients, Gulu 92 patients and others were in Omoro district. Community sensitization, procurement of medicines, food items, and beddings for the victims was undertaken by beneficiary local governments.

The MoH monitored and supervised the affected districts in regards to integrated case management. No new cases were registered during the period under review. Despite the positive achievement, cases of rape and defilement of female victims resulting into unwanted pregnancies and impoverishment were reported in affected districts. For example, in Lamwo district, 39 children were reported to be born to nodding patients.

Patients from families that were food secure, had regular meals and adhered to medication were in advanced stages of stabilization, while others from homes that were food insecure were slowly responding to medication. For example in Lamwo district of the 320 patients, 98 patients didn't experience nodding disease attacks in a period of one month, 206 experienced attacks on a monthly basis, while 16 had severely deteriorated.

### **Challenges**

- Slow response to medicines due to lack of adequate food supplies and supplements.
- Inadequate funding for outreaches and transport to follow up patients.

- Drug stock out of anticonvulsants in the treatment facilities.
- Lack of functional rehabilitation centres in the affected districts. The Omoro centre was closed due land wrangles.

### **Ambulance Medical Services**

The sub programme aims at establishing a functioning national referral services with a call center, effective and reliable transport for referrals at all facilities. It contributes to delivery of the Uganda National Minimum Health Care Package (UNMHCP) through reduction in child and maternal mortalities among others.

The planned interventions were; emergency or ambulance services improved; Emergency Medical Services (EMS) Policy developed and approved; Regional Emergency Medical Services systems established; Emergency Medical Service (EMS) Investment Plan developed, emergency care providers at all levels of intervention trained.

### **Financial performance**

The approved budget for the sub programme in FY2018/19 was Ug shs 0.96 billion of which Ug shs 0.84 billion was released and 99.03% spent as at 30<sup>th</sup> June 2019.

### **Physical performance**

Programme performance was fair at 65% of the annual targets achieved. The EMS Policy was developed and awaits cabinet approval. The Uganda Standards for Pre-Hospital Care (USPHC) 2019 were completed and ready for submission to Hospitals and Lower Facility for implementation. The standards dwell on issues of staffing, quality of services, and acceptable types of ambulances to be used. Trainings were undertaken regarding emergency services in Kawolo, Mubende, Kiryandongo, Masaka and Bukomansibi districts.



**L-R: Ambulance Call and Dispatch Center and Patient Trolley at Masaka RRH**

The MoH through Korean Foundation for International Health Care (KoFIH) registered a number of achievements. These included; Establishment and equipping of two emergency call centres at Bukomansimbi and Masaka districts. This saved lives through timely pickups of patients including mothers and children from hard to reach areas like Bukakata and Kalangala.

*“This place is far, we cannot call ambulances, once you call one..... You have to pay a lot of money in fuel and facilitation to the driver. Besides, the ambulance takes over one hour to reach here. A mother in labour cannot wait that long. Mothers therefore often choose bodaboda’s as a cheaper and timely option”.*

**Health worker, Myeri HC III, Kyenjojo.**

The Community Integrated Development Initiatives Global NGO, the San Francisco and the United Kingdom offered training of both Post Graduate and Masters studies in Emergency Medicine of 13 (six male and seven female) health workers. Further training would be accorded to the same beneficiaries as PhD students to ensure sustainability of the initiative as trainers of trainers in the same discipline within Uganda. Improvement of an emergency care system at village level was done and 140 Village Health Teams were trained in emergency care at Bukomansimbi district and 40 health workers in Masaka RRH. Training was further done for 460 health workers from the selected four districts per region, highway hospitals, and 18 health centres. Despite the measures in place, ambulances are grossly inadequate<sup>43</sup> and inaccessible to the general public.

### **Challenges**

- Delays in approval, launch and operationalization of the EMS policy.
- Inadequate and inequitable distribution of ambulances in Uganda.
- Frequent breakdowns and lack of adequate logistics affected operations of ambulances.
- Many of the ambulances did not meet EMS standards of proper management of patients.

### **Conclusion**

Programme performance was good at 71% of the annual targets achieved. The EMS Policy was developed and awaits cabinet approval while the Uganda Standards for Pre-Hospital Care (USPHC) 2019 were completed and ready for submission. An increment in maternity referrals from 200,000 in FY 2017/18 to 240,000 in FY 2018/19 was recorded. This was attributed to functionality of a number of ambulances especially in Kampala Metropolitan Area. In regards to nodding syndrome, no new cases were recorded in FY2018/19, however improvement was affected by food insecurity which hindered patients` response to medication and full recovery and stock out of medicines and supplements. There is need to address the food security challenges through a holistic approach by various stakeholders.

### **Recommendations**

- The MoH should follow up with cabinet secretariat to have EMS policy approved. This will facilitate timely implementation of EMS standards and improvement in ambulance services.
- The MoH, MAAIF, Operation Wealth Creation (OWC) should target the Nodding Syndrome affected areas to enhance food security.

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43. It was established that Uganda had 408 functional ambulances in various parts of the country, 40% belong to GoU, 32% Private Not for Profit facilities (PNFPs), 15% privately owned and 13% Non-Governmental Organisation.

- The MoH and NMS should ensure continuous supply of food supplements and anticonvulsants to affected persons.

### **6.2.3 Pharmaceutical and other Supplies Programme**

The programme contributes to the sector outcome of improved quality of life at all levels. It consists of two sub programmes with an overall objective of improving quality and accessible medicines, equipment and other health supplies. The sub programmes are; Global Fund for AIDS, TB and Malaria and Global Alliance for Vaccine Initiative

#### **Global Alliance for Vaccine Initiative-GAVI**

The project main objectives are: to strengthen integrated outreach services to increase equitable access of target population, including hard-to-reach communities; provision of quality Expanded Program on Immunization (EPI) and other priority Maternal Neonatal and Child Health (MNCH) services. Others are; expand the cold and dry storage capacity for vaccines and related supplies at the National vaccine Store and sub-national stores to adequately accommodate all vaccines.

Planned outputs during FY 2018/19 were; vaccines procured, one UNEPI office designed and constructed; 30 District Vaccine Store (DVS) in 30 districts constructed; 57 vehicles procured; medium-size motorized boats procured; two refrigerated trucks procured and Spare parts for cold chain equipment procured.

#### **Financial Performance**

The sub programme GoU budget was Ug shs 12.86 billion which was all released and spent by the end of the financial year. The donor allocation on the other hand was Ug shs 74.62 billion of which Ug shs 19.21 billion was released and Ug shs 9.6 billion spent. The Project transferred Ug shs 12.6 billion to UNICEF for procurement of vaccines including; BCG, Measles, and Oral Polio, DTP-HepB-Hib.

#### **Physical performance**

The sub programme performance was poor at 35%. Most of the planned targets were not achieved mainly due to failure to conclude financing agreements/modalities within the FY. Works such as construction of 30 districts vaccine stores, procurement of 57 vehicles and cold chain equipment had not commenced as 30<sup>th</sup> June 2019.

GAVI however fairly performed on immunization services. The availability of vaccines countrywide was approximately at 96%. Measles vaccine stock was at 75%. However, the visited districts experienced stock outs for Measles, Rota and BCG lasting between one to two months. This partly led to outbreaks in most parts of the country in districts such as Zombo, Tororo, and Maracha.

The subprogram also provided cash grant for the Integrated Child Health Days (ICHD) for 65 districts in Uganda. It was however established that Maracha DLG returned funds to consolidated fund at the end of the financial year due to lack of implementation/utilization guidelines from MoH.

Procurement of Pneumococcal Vaccine exceeded the targets while Human Papilloma Virus (HPV) poorly performed (Table 6.3).

**Table 6.3 Performance of procurement for selected Vaccines (Doses) in FY 2018/19**

Vaccine	Target	Achieved	Percent
Pneumococcal Vaccine	347,200	461,152	132.82
Human PapillomaVirus	70,500	9,498	13.47
Rotavirus	339,000	308,971	91.14

*Source: MoH Q4 Report FY 2018/19*

A total of 1.3million doses of HPV were issued. Eastern region received 28%<sup>44</sup> of the vaccines, followed by Northern at 26%, Western at 25% and Central at 21%. Failure to complete HPV dosage was highest in western Uganda (1,223 of the 200,000) followed by central (2,091of the 183,690) who started the first dose. Dropouts were attributed to stock outs of HPV vaccines, negative attitude and laxity in getting the final dose by beneficiaries. The highest dropout rate was experienced between the second and third doze. On average the dropout rate from the second dose to the third doze was 97.87% while western region registered the highest dropout rate of 99.02%.

The prevalence of Hepatitis B in Uganda among adults was at 4.3% (men (5.6%) and women (3.1%)). The prevalence was highest in the northern region (4.6%) and lowest in south western region (0.8%). The MoH registered good performance as regards Hepatitis B immunization as 368,225 (87%) of the health workers were vaccinated of which 53% were male. The northern region had the largest coverage, 38% of health workers immunized, followed by 28% in the East, 20% in the West and 14% from central this was due to the highest prevalence of the disease in the northern region.

### **Challenges**

- Inability to procure key items such as transport equipment and additional vaccine fridges. This was due to delays in conclusion of the financing modalities between GAVI and GoU affected service delivery.
- Vaccine stock outs particularly for traditional GoU funded vaccines. This was attributed to insufficient budgetary allocations made to the subprogram.

### **Conclusion**

The GAVI performance was poor at 35%. Procurements for civil works and equipment were not done. Shortages of new vaccines financed by GAVI were noted in various parts of the country. However, substantial coverage of immunization services was achieved especially for the DPT3. The sub programme was mainly constrained by the delayed finalization of the financing modalities between GoU and GAVI

### **Recommendation**

- The MoH should ensure timely procurements for improved coverage of immunization services countrywide.

44. Excludes doses for persons 15years and above

## 6.3 National Medical Stores

### Background

The National Medical Store (NMS) contributes to the sector outcome of improved quality of life at all levels through implementation of one programme-Pharmaceutical and Medical Supplies where effective procurement, warehousing, supply of essential medicines and health supplies to Public Health Facilities in Uganda is implemented.

#### 6.3.1 Pharmaceutical and Medical Supplies

The programme main objective is to provide medicine and other pharmaceutical supplies to the Ugandan population. The programme contributes to accessibility of quality medicines, equipment and other health supplies including reproductive supplies which are key in improving maternal and neonatal health. Annual gender and equity monitoring focused on procurement and distribution of reproductive health supplies at various health facilities.

Planned outputs were: Reproductive health items which include: Depo- Provera; Sulfadoxine/Pyrimethamine tablet, ORS Sachets with zinc tablet, Measles Vaccine, Misoprostol 200mcg Tablet, Amoxicillin dispersible 250mg tablet (For children, Ceftriaxone 1g Injection, Oxytocin Injection, Mama Kits procured.

### Financial performance

The Government of Uganda budget allocation for Reproductive health supplies was Ug shs 16billion in the FY 2018/19, 100% was released and spent. Reproductive health supplies took up 5.57% of the NMS budget.

The budget for Safe Delivery (Maternity) Kit increased from Ug shs 6.648billion in FY 2017/18 to Ug shs 15.162billion (111%) in FY 2018/19. Misoprostol 200mcg by 7%, Male condoms by 2%, Intrauterine device (IUD) copper device 94% among others. Despite increased GoU allocations during the FY, Reproductive health supplies registered the biggest funding gap among the Non Credit Line items<sup>45</sup> of 71% in relation to the annual forecast of Ug shs 104,440,968,674.

### Physical performance

The overall performance of the NMS for FY2018/19 was very good at 96% in relation to procurement, handling and distribution of reproductive health supplies. A number of facilities reported availability and being overstocked of reproductive health supplies for example Gomba district reported full stock for 17 out of 19 health facilities in the district. Implants had not been supplied for over six months (in 3 delivery cycles) and the ones that were previously supplied had expired.

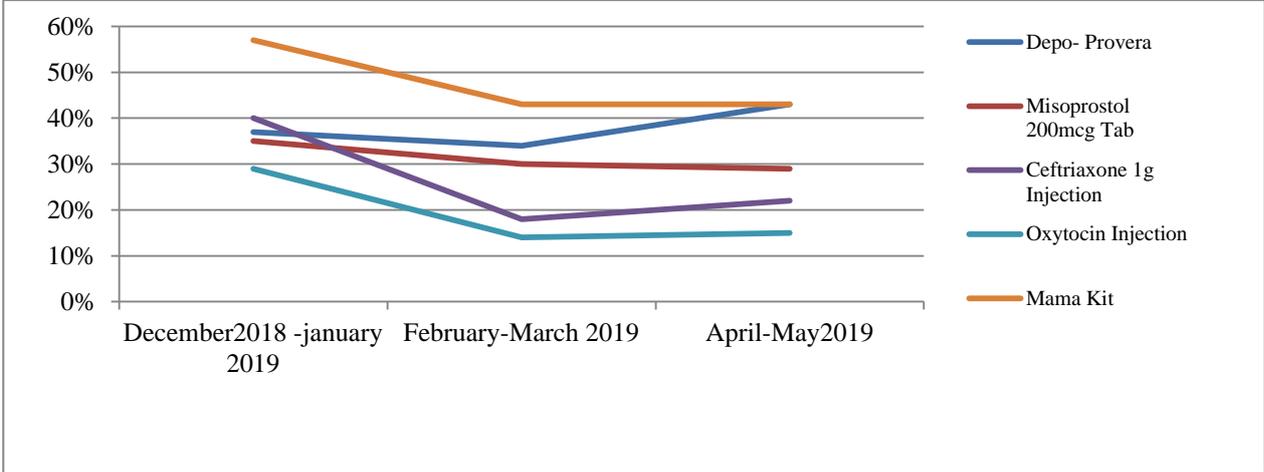
Approximately 37% of facilities experienced Depo- Provera stock out; while 46% were overstocked with Sulfadoxine. Most of these facilities were government and Private Not for Profit (PNFP) owned HC II and HCIII between December 2018 and January 2019 (See Figure 1)

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45. Co-funded by the Government of Uganda and Development Partners

Health facilities reported stock outs of mama kits for example Masaka RRH had stock outs between May and June 2019. Hoima RRH collaborated with the District Health Officer to redistribute reproductive health supplies to avoid stock outs.

**Figure 1: Reproductive health supplies stock status for selected months during FY 2018/19**



*Source: NMS Facility tracer medicines stock status report various periods in FY2018/19*

**Challenges**

- Funding gap of over 71% which need to be addressed for improved reproductive health care services.
- Persistent stock out and over stocking of reproductive medical supplies at various facilities

**Conclusion**

The NMS received and utilized 96% of the budget. However, this was not adequate to cover the reproductive health needs, as a result there were persistent stock out of the reproductive supplies. Performance at facility level was mixed with some facing stock outs while others were over stocked. The need to rationalize government funding and support from development partners towards reproductive health is key for improved provision of reproductive health services.

**Recommendations**

- The MoH should ensure adequate quantification, planning and budgeting for reproductive health supplies to avoid cases of over stocking and stock outs in other facilities.
- The District health officers should redistribute supplies from over stocked to understocked facilities within the district.

## 6.4 Butabika National Mental Referral Hospital

The objective of the hospital is to; provide super specialized tertiary health care, train health workers and conduct mental health research as per the requirements of the MoH.

The planned outputs for FY 2018/19 were: inpatient services to 5,984 male and 3,366 female patients provided. Specialized Outpatient and PHC Services to 14,696 male and 14,696 female adults; 2613 male children and 2316 female children. Screen 1830 male and 1689 females under the outreach program; attend to 845 males and 36 females addicts in the alcohol and drug unit. Immunize 2000 children and provide general services including family planning and orthopedic services. The hospital also planned to construct six unit staff quarters and complete the alcohol and drug unit.

### Financial performance:

The vote was allocated Ug shs 14.752 billion of which Ug shs 14.3 billion (97%) was released and Ug shs 13.9 billion (97.2%) spent during FY 2018/19.

### Physical performance:

Provision of Specialized Mental Health Services Programme achieved 86% of the planned targets. The hospital attended to 55% male and 45% female patients. The ADU registered more male (422) than female (72). The three-storey six-unit staff house had been substantially completed awaiting final UMEME electricity connection. Detailed sub program performance is highlighted below;

### Management Sub programme

This includes: administration and management; as well as provision of all medical services under inpatient, outpatient, and community health services departments. During FY 2018/19, the sub-programme was allocated Ug shs 11.21 billion of which 100% was released and Ug shs 10.9 billion (97%) spent. Overall performance was 87% of the planned targets. Detailed performance indicated in table 6.4.

**Table 6.4: Performance of Butabika Hospital in achievement of G&E Outputs-2018/19**

Output	Sex	Planned	Achieved	%Performance
Mental Health inpatient services provided	Male	5,984	4,199	70
	Female	3,366	2,784	82
Specialized Outpatient and PHC Services provided adults	Male	14,696	17,754	120
	Female	14,696	15,163	103
Specialized Outpatient and PHC Services provided children	Male	2,613	3,085	118
	Female	2,316	2,772	119
Specialized services in the Alcohol and Drug patients provided	Male	845	422	49
	Female	36	72	200
Children Immunized	**	2,000	8,884	444
General services including family planning and orthopaedic services provided	**	44,000	38,480	87
ADU equipment procured	N/A	100%	100%	100
Three-storey six-unit staff house constructed	N/A	100%	100%	100

*Source: Field Findings \*\* information not disaggregated; N/A-Not Applicable*

Community mental health services and technical supervision was undertaken in the areas of Nkokonjeru, Nansana, Kitetika, Kawempe Katalemwa and Kitebi covered during the outreach programme where 2,635 male and 2,700 female patients were seen. The coverage of outreaches were skewed in the central region leaving out the other regions without well-functioning mental referral services. Most of the cases were self-referrals, the hospital registered an increment of only 126 referrals in relation to last FY 2017/18. It was also established that mental care services were very inadequate at regional referral hospitals constrained by lack of consultants and medical supplies.

Other outputs were achieved through two development projects of the hospital. These were: Institutional Support to Butabika National Referral Hospital; and Butabika Remodeling Project. They performed as follows:

**Institutional Support to Butabika National Referral Hospital:** The project is aimed at continuously procuring and replacing obsolete equipment. It commenced in July 2017 and is expected to end in June 2022. It is also expected to contribute towards increased access to quality mental health services. The hospital planned to procure ICT and medical equipment.

**Financial performance:**

In FY 2018/19, the project was allocated Ug shs 508million, all of which was released and spent by end of the financial year. Expenditures were mainly on procurement of medical and ICT equipment.

**Physical performance:**

The sub programme achieved 100% of the targets. Computers, assorted equipment including emergency trolleys, wheel chairs, Blood Pressure machines, examination beds among others delivered on 4th April 2019. The delivered examination beds were appropriate for the targeted population. Local Area Network was extended to OPD and Children Wards to ease communication and service delivery.

**Butabika Remodeling Project:** The project commenced in July 2015 and expected to end in July 2020. It is aimed at increasing access to quality mental health services through provision and utilization of promotive, preventive and rehabilitative services. The hospital planned to construct a three-storey six-unit staff house during FY 2018/19.

**Financial performance:**

During FY 2018/19, the project was allocated Ugshs 1.30 billion of which 100% was released and spent by 30<sup>th</sup> June 2019.

**Physical performance:**

Construction was substantially completed (98%) and the hospital was satisfied with the quality of works. However, the building did not have ramps and appropriate toilets to ease access and use by persons with disabilities. There was a housing and welfare committee in place with equal composition of men and women to allocate the housing units.

## Challenges

- Increase in mental illness due to limited prevention of mental diseases indicated by increments in mental cases due to drug abuse.
- Lack of an X-ray machine affected diagnostic investigations hence the need to take patients to Naguru Hospital for imaging services which increased the operational costs.
- Inadequate staffing due to delays in approval of the revised staffing structure. This leaves the hospital lacking critical staff like Social workers, Psychologists, Counselors among others.

## Conclusion

The overall performance of the hospital was good at 86%. Specialized Outpatient and PHC Services provided adults were achieved by over 100%. More male (55%) accessed Specialized Services in relation to their female counterparts. Supporting infrastructure like staff houses and ADU were substantially complete. Medical services however, were grossly inadequate at Regional Referral Hospitals. The hospital was constrained by lack of X-ray machine, lack of disability friendly infrastructure including toilets and ramps, limited staffing compounded by the many self-referrals due to the lack of a well-functioning alternative in the country.

## Recommendations

- The MoH, Uganda Police and Parliament should collaborate to ensure prioritization of prevention through enactment of pending laws, and enforcement of existing laws.
- The MoH should procure X-ray equipment to enhance diagnostics and service delivery.
- The MoH and MoPS should follow up the approval of the proposed staffing structure for both National and Regional Referral Hospitals for effective service delivery.
- The Butabika National Referral Hospital should ensure that all structures are equity sensitive to ease access use of the facilities by all categories of patients.

## 6.5 Uganda Cancer Institute

The objective of Uganda Cancer Institute (UCI) is to: Provide Research into all aspects of common cancers in Uganda; Provision of optimal evidence based clinical care; Provision of training for health care professionals using endemic cancers as model disease for training. The UCI implements Cancer Services (Programme 57) which contributes towards improved quality of life at all levels. Among the cancers managed at the UCI, cervical cancer made 28% of the cases, followed by prostate cancer at 25%, breast Cancer at 10%.

The planned outputs for FY 2018/19 were: 3,600 mammography screening investigations performed; 144 diagnostic mammography procedures done; provision of medical services to 20,000 outpatients; 40,000 inpatient stays; examination of 61,600 clients during outreach programmes<sup>46</sup>. Construction of supporting infrastructure like radiotherapy bunker as well as multipurpose oncology building.

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46. These include Cervix. Breast and Prostate Cancer

## **Financial Performance:**

The total UCI budget in FY2018/19 was Ug shs 26.9billion which was released and spent by 30<sup>th</sup> June 2019.

## **Physical Performance:**

Overall 65.7% of the planned targets were achieved. Medical Services (inpatients, outpatient attendances, investigations, registration of new cancer cases) achieved over 100%. The UCI registered 101 new cases of cervix cancer and 247 breast cancer cases during FY 2018/19. Detailed performance is highlighted in the following subprograms.

**Medical Services Sub-programme:** The sub-programme was allocated Ug shs 8.6billion, of which 100% released and spent by 30<sup>th</sup> June 2019; 81% of the released funds under the sub programme was spent on procurement of medical supplies. While 19% was spent on utilities, maintenance and operation.

The UCI achieved all its set targets under medical services by over 100%. Inpatient Stays were achieved at 138%, Outpatient medical services at 298% while 161% of patients were reached and examined under the outreach programme. Radiotherapy services performed at 98%; Diagnostic Mammography procedures at 39%; Mammography screening at 25%; There was an influx of patients at the UCI due to inadequate functionality Cancer care services at Regional Referral Hospitals (RRHs) as well as satellite centres in Arua, Mayunge and Mbarara.

Under the Outreach Programme: both short and long-term outreaches covered 115,840 people, 33% of the people reached were male while 67% were female in the areas of Kakajjo, Kampala Kazo, Kawempe, old Kampala Lugazi, Buikwe Katwe, Refugee Namasuba, Nakawa and Gayaza, Lugazi, Uganda Institute of Allied Health, MsCommercial Bank of Africa, Mukono, and Namilyango.

Installation of the linear accelerator was not undertaken due to lack of proper power supply subsequently the construction of the bunker and auxiliary building could not be completed.

## **Challenges**

- Inadequate wage to recruit and retain staff in the existing staffing structure. For example UCI has only four out of 10 required personnel to operate the cobalt machines hence affecting timely delivery of radiotherapy services.
- Bureaucratic systems led to delays in recruitment of staff by both UCI board and Health Service Commission.
- Inadequate space leading to congestion of patients.

## **Conclusion**

Overall UCI registered fair performance (65%) of the planned targets. Medical and radiotherapy services were on track but inadequate in relation to demand. The UCI registered 101 new cases of cervix cancer and 247 breast cancer cases during FY 2018/19. The need for interventions in relation to early screening and prevention is paramount. Issues of adequacy

of cancer supplies, human resource and operations of the satellite sites in Arua, Mayuge and Mbarara continued to affect the victims adversely.

### **Recommendations**

- The MoPS should fasten processes of updating the staffing structure to avoid staff turnover.
- The UCI should prioritise cancer outreach services and full operationalization of Regional Centres to decongest UCI.
- The MoH together with UCI should embrace rigorous preventive and early screening campaign involving all stake holders including the private sector to enhance cancer management.

## **6.6 Uganda Blood Transfusion Services programme**

The UBTS is responsible for collecting, processing, store, and provide safe blood to all transfusing health units in the country. It operates through a network of six Regional Blood Banks.<sup>47</sup> Availability of safe blood is key in prevention and treatment of anemia, reduction of mortality among women and children, attendance to accidents and emergencies among others. The UBTS implements Programme 53 (Blood Provision) to address gender and equity needs. Detailed performance is highlighted as follows;

### **Safe Blood Provision Sub programme**

The programme outcome is provision of quality and accessible safe blood in Uganda. Its main objective is to make available safe and adequate quantities of blood to all health facilities for the management of patients who need transfusion services.

During FY 2018/19, the UBTS planned outputs included: collection of 300, 000 units of blood collected and 270,000 distributed to various health facilities, remodelling of the cold room under the Uganda Blood Transfusion Services.

### **Financial Performance:**

The Programme of safe blood provision was allocated Ug shs 19.12 billion which was all released and Ug shs 18billion spent (95%). Expenditures were made on Blood collection activities 42%; 21% on wage; 14% on remodeling of the cold-room and stores, procurement of field blood collection vehicle and medical equipment; 13% on laboratory services and rest was spent on quality assurance services, policy, planning, and other operations.

### **Physical Performance:**

The overall performance of the UBTS was good at 75% of the planned targets achieved during FY 2018/19. A total of 274,308 units(91% of the target) of blood were collected of which 78,254 were issued out for children, 166,896 issued to adults, 4,309 unit of plates (elderly) units issued and 3,082 unit of plasma were issued to various facilities for use. Further analysis from the HMIS indicated that transfusions were made as follows (Table 6.5):-

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47. Gulu, Mbale, Mbarara, Fort Portal, Arua, Nakasero and 7 collection centres at the RRHs of Jinja, Soroti, Masaka, Lira, Hoima, Rukungiri, and Kabale.

**Table 6.5: Number Units utilized by Condition and Age category from the health Facilities of Uganda for FY2018/19**

Condition	Whole Blood		Packed Cells		Platelets		Plasma	
	0-4 years	>5years	0-4 years	>5years	0-4 years	>5years	0-4 years	>5years
Severe Malaria	74,080	127,447	39,395	46,040	10	22	29	71
Pregnancy child related complications	333	210,491	1,793	27,945	19	41	2	70
Accidents	1,055	35,112	342	840	13	5	4	12
Cancer Cases	301	3,462	382	595	5	5	0	18
Sickle Cell Anaemia	15,362	68,590	14,089	24,033	20	116	92	65

*Source: HMIS- FY2018/19*

The average of female new blood donors was 29% against 71% of male donors per annum, whereas the repeated donors were 28% and 72% respectively. The smaller contribution of women was attributed to breast feeding, menstruation, pregnancy and the fact that more girls were anaemic compared to boys in secondary schools. The ratio of men to women in the blood collection teams averaged at 3:1.

#### **Uganda Blood Transfusion Service:**

The project is expected to increase the capacity and storage of Blood collection. Construction of storage facilities; installation of Blood Safety Information System in all Regional Blood Banks among others. The Planned outputs included; Four Vans Procured to support mobilization and blood donation activities. Cold room and Central Stores to accommodate 9,200 units of blood constructed.

#### **Financial Performance:**

During FY 2018/19, the project was allocated a total of Ug shs 2.8billion of which 100% was released and spent by 30<sup>th</sup> June 2019.

#### **Physical Performance:**

The four vans were procured but had not yet been delivered to UBTS while the construction of the cold room and central stores had commenced with physical progress estimated at 60%.

#### **Regional Blood Banks**

The Planned outputs for FY 2018/19 under Regional Blood Banks were: Blood collection and processing, training of health workers on the usage of blood in health facilities, monitoring and evaluation of the blood transfusion services; and improving blood usage in health facilities.

**Financial performance:**

The sub programme was allocated a total of Ug shs 11.6billion which was all released and spent by 30<sup>th</sup> June 2019.

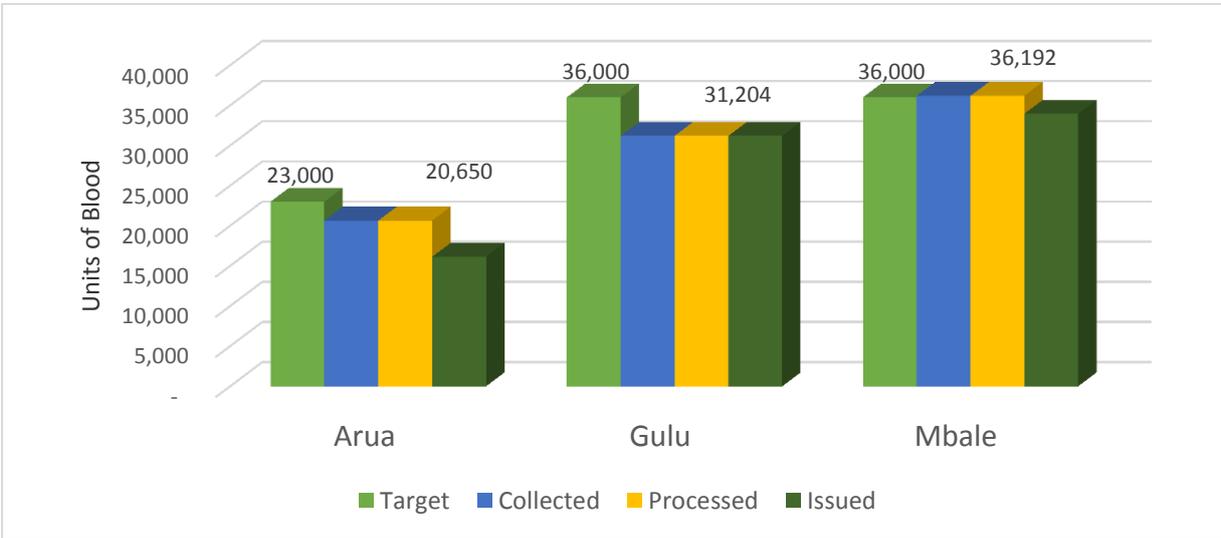
**Physical performance:**

Planned outputs in relation to blood collection, training of health workers on the usage of blood in health facilities, monitoring and evaluation of the blood transfusion services; improving blood usage in health facilities were achieved. The Regional Blood Banks had an average staffing (Male-Female) of 2:1. In relation to blood collection, Regional Blood banks performance was good. Mbale RBB was best performing followed by Gulu RBB, Kitovu/Masaka and Fort Portal, and Arua.

It was generally noted that the amount of blood issued was persistently lower than the number of units requested by the various facilities. At Gulu RBB for instance supplied 31,974 units of blood against the request of 43,757 units translating into a deficit of 11,783 units of blood. Arua had a deficit of 9,078 units of blood and, Mbale RBB had a deficit of 1,314 units.

Mbarara RRH requested for 7,669 units and received 4,303 units; Mubende RRH requested for 2,835units and received 1,696 units; Fort portal RRH requested for 2,134 units and received 1,449 units. Hoima RRH requested for 2,182 units and received 1,980 units in the period under review. Figure 2 shows a sample comparison of performance by regions.

**Figure 2: Performance of selected Regional Blood Banks**



*Source: Field Findings*

**Challenges by both UBTS and RBBs**

- Inadequate budget leading to blood shortages; there was a mismatch between allocations for blood collection and blood processing. This led to inadequate screening reagents especially in the first half of the financial year. Collected blood could not be processed resulting into blood stock outs in most facilities country wide.

- Lack of blood collection couches appropriate for persons living with disability; critical equipment like fridges, weighing scales, thermometers, centrifuges and tube sealers.
- Inadequate wage for recruitment of staff; Most of the regional blood banks are understaffed due the inadequate wage bill. The blood banks are mostly supported by volunteers which affects the blood collection.
- Inadequate transport equipment: the vehicles for blood collection are too old and frequently breakdown, this increased the maintenance cost and constrains routine blood collection activities.
- Late disbursement of funds from UBTS headquarters to RBBs affected planned activities.
- Inadequate incentives for blood donors.

### **Conclusion**

The UBTS overall performance was good at 75%. Blood units were collected, civil works for the cold room and central stores ongoing, ICT equipment and transport equipment were in advanced stages of procurement. Blood transfusion services offered were however constrained by blood stock outs, limited staff, and equipment. In addition blood donation equipment such as couches were equity blind, and staff lacked skills to communicate and obtain services from Persons living with disabilities.

### **Recommendations**

- The UBTS, MoH and MFPED should ensure harmonized planning for blood collection, processing, storage, and transportation among others. NMS should consider last mile deliveries to RBBs instead of UBTS Headquarters
- The UBTS MoPs, MoFPED and HSC should prioritize addressing human resource inadequacies at various RBBs.
- The UBTS should also prioritize procurement of blood collection and storage equipment
- The UBTS and MoH should prioritize procurement of blood collection vehicles in a phased manner to have a sufficient and sustainable fleet for improved collections and distribution of blood.

## **6.7 Primary Health Care Programme**

The programme contributes to the sector outcome of “inclusive and quality health care services”. The main objective is to offer quality primary health care services to Ugandans. The programme consists of one sub programme (Health Development).

### **Health Development Sub-Programme**

The project targets addressing equitable access to better health care services in sub counties that did not have HCIIIs. The total project cost is US\$200 million for four years (FY2018/19-FY2021/2022).

**Planned outputs:** 124 health facilities upgraded from health centres IIs to IIIs .The upgrade/ intervention involved construction of General Ward consisting of Maternity, Pediatrics, Male, Female wards; an outpatient department, Placenta and Medical waste pit, Septic tank, drainable 4 stance VIP pit latrine and a shower.

### **Financial performance**

In FY 2018/2019, the World Bank disbursed a total of Ugshs 69,360894,450, towards the maintenance and upgrading of health facilities in selected sub counties. Expenditure performance was fair at 53%, all visited local governments did not absorb all the disbursed funds. This was attributed to delays in central procurements by MoH and the inadequate capacity of some contractors.

### **Physical performance**

Overall performance of the interventions was fair (57%). The good performing districts included Tororo District at 70%, Jinja municipality at 85%, Maracha at 71%, and Kamuli Municipality at 70%. Fair performing districts included Zombo and Kitgum municipality at 50%. Poor performing districts included Lamwo at 5%, Adjumani 25%, Yumbe 46%, Apac 40%, Kole 30%, Oyam 15%.

It was observed that some of the selected local contractors lacked technical and financial capacity to undertake the assignment. For instance, in Lamwo district local government the contractor supplied poor quality materials. In addition, the ramps were provided for general wards at the various facilities and assisted bathing facilities in the general/maternity wards although some contractors had provided a smaller size than the approved designs. The external toilets and bathrooms did not have rails for PWDs.

All facilities did not have staff houses and equipment. The situation was worse for hard to reach and stay island districts like Mayuge and mountainous districts like Manafwa. This is expected to affect effective utilization of the facilities.

Works at Jaguzi HCII in Jaguzi Island in Mayuge and at Bukimanayi HCII in Manafwa district were ongoing at a slow pace due to difficulty in accessing and delivering of construction materials at the sites. The contractors provided Personal Protective Equipment (PPE) although some workers were not using the gear.



**L-R: General ward under construction Jaguzi Island HCIII Mayuge district and general ward at Bukimanayi HCIII Manafwa District**

## **Overall project challenges**

- Lack of appropriate external or outside sanitary facilities for PWDs.
- The inadequate funds led to exclusion of some key infrastructure components such as placenta and medical waste pits, pit latrines and OPD renovations in some facilities.
- Procurement delays with the Uganda Intergovernmental Fiscal Transfers Program (UGIFT) affected achievement of the planned outputs.
- Inadequate technical and financial capacity of local contractors to timely complete the works
- Poor communication between the MoH and Local governments on guidelines for utilization of funds.

## **Conclusion**

Performance was fair at 57% achievement of outputs. Upgrading of HCII to HCIII is a strategic intervention that addresses issues of access to better Maternal Child Health Care services in the underserved areas. Performance was affected by late initiation of procurements, poor communication between the MoH and Local governments on guidelines for utilization of funds, partial infrastructure designs that are appropriate for PWDs and exclusion of complementary components such as staff houses, medical waste pits and inadequate capacity of contractors.

## **Recommendations**

- The MoH should ensure that all infrastructure designs are holistically gender and equity sensitive.
- MoH should prioritize funding to facilitate completion of the excluded components of the infrastructure to ensure effective operationalization of the newly upgraded facilities.
- MoH should timely initiate procurements to enable timely completion of the construction works and value for money
- The MoH, MoLG and the DLGs should execute due diligence in the selection of contractors to ensure timely delivery of outputs
- The MoH should timely communicate grant utilisation guidelines to enhance funds absorption Staff accommodation, equipment and staffing should be prioritised prior to upgrading new facilities.

## **6.8 Institutional Gender and Equity Responsiveness**

The Public Finance and Management Act 2015 requires that the Minister of Finance, Planning and Economic Development in consultation with the Equal Opportunities Commission issues a Certificate of Compliance to BFPs and MPS certifying gender and equity responsiveness. Specification of measures taken to equalize opportunities for women, men, PWDs and other marginalized groups.

Annual monitoring focused on presence and functionality of Gender Policy, Sexual Harassment Policy, and Conflict Resolution Committees, infrastructure arrangements for PWDs and breast feeding spaces for lactating mothers in 47 institutions in the health sector at both central and local government. The findings are presented below;

### **Overall performance**

The sector performance was poor, only 14% had at least one of the assessed variable while 86% had none. The sector has been slow to establish and implement specific gender and equity institutional mechanisms to address the gender and equity issues. Conflict resolution, sexual harassment, breast-feeding spaces issues are downplayed through reference to the national policies whose actual execution is less visible on the ground. Many health workers continue to suffer silently in relation to sexual harassment and conflict issues. More than 95% of the institutions rely on District Community Development officers whose core assignments do not entirely relate to gender and equity. The details per variable is presented below

#### **a) Presence of a Gender Policy:**

The Ministry of Health did not have a customized Gender Policy in place, however, they had developed a *Gender in Health and Human Rights Manual for Health Professionals*. It is a tool for health professionals and duty bearers at all levels to guide integration of human rights and gender into policies, programmes, plans for improved service delivery. Some of the health institutions noted that they were driven by the need to fulfill the principles of Universal Health Coverage and access to health care ensuring that no one is discriminated against. Many therefore did not pay attention to development of a customized gender Policy.

At the institutional or district level, 96% of the entities visited did not have customized Gender Policy save for Uganda Aids Commission and Kasese DLG. These entities reported to be using the National Gender Policy developed by the Ministry of Gender Labor and Social Development as noted by CAO Maracha.

*“We cannot come up with our own policy... we use policies of line ministries for the interventions we implement, such as Youth fund under Ministry of Gender, Labor and Social Development..... CAO Maracha.*

Other institutions like Naguru RRH, Luuka and Abim district local governments were in the process of developing local specific policies while others like Kiboga DLG was still implementing a customized version that expired in 2007 (twelve years later). District Local governments depended on Community Development Officers to develop and implement the gender policies.

#### **b) Sexual Harassment Policy**

Approximately 85% of entities visited did not have institutional mechanisms to deal with sexual harassment. The remaining 15% developed guidelines on how to handle sexual harassment at a workplace with support from development partners like Intra Health International, Regional Health Integration to Enhance Services (RHITES) and United States Agency for International Development (USAID). These conducted trainings in conjunction with the Ministry of Health. Entities were assisted to form committees with focal point persons to receive complaints related to sexual harassment. However, entities visited had not received any complaints. *“We have not yet registered any cases of sexual harassment perhaps people are enjoying the harassment. I am positive that after installing complaints boxes, the reporting may improve” PHRO Soroti RRH.*

In some districts, sexual harassment cases were noted especially among female employees and intern students. Complaints regarding refusal and withholding permission to grant study leave or scholarship endorsements, transfers from facility in charges, unfair appraisals resulting from sexual suggestions among others were noted in districts like Kasese district.

It was also noted that many officers were ignorant about the various forms of sexual harassment hence abused without noticing. *“Some women do not even realise that they have been harassed..... verbal harassment is real at the district, signs with prickles in the hands using the middle figure indicating a sexual request are common, some people shy away from direct requests hence make figure signs”* Senior Human Resource Officer.

The health department works closely with Community Based Office and Policy to handle and examine sexually harassment cases. *“Often times, the medical personal is invited to testify in court about sexually harassed individuals”* DHO, Kasese

Some (2%) institutions had not embraced enactment of the policy due to poor attitudes and cultural norms. *“If sexual harassment partly means indecent dressing! Here in Karamoja people walk half naked so whom will you blame for being poorly dressed?”* Principal Hospital Administrator Moroto RRH. Sexual harassment is relative what is accepted in Kabale may not be acceptable in Soroti. For example hugging and pecking is a common gesture in the west and not very acceptable in the North. These variations need to be defined and addressed in the policy.

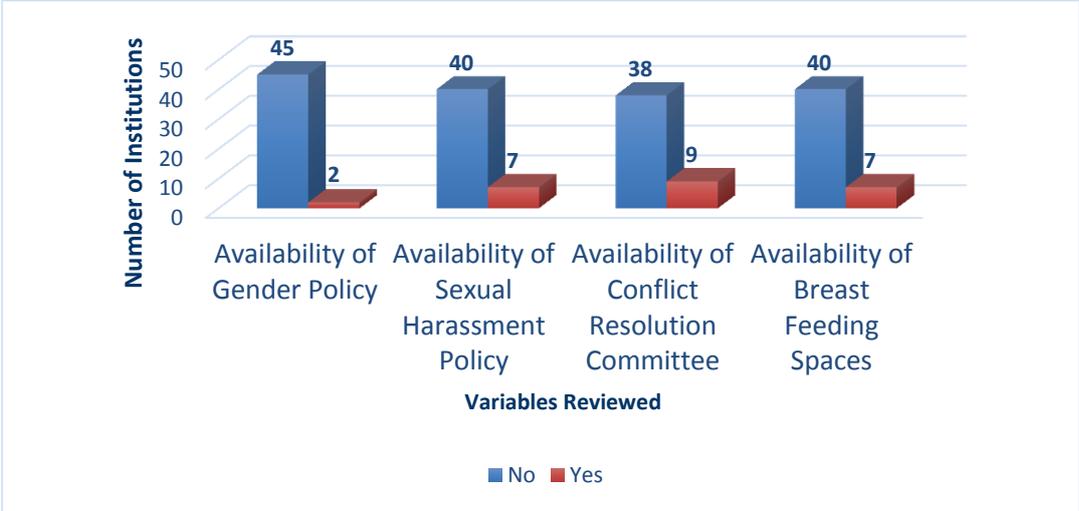
### **c) Breast Feeding Spaces**

Most (85%) of the institutions visited did not have breast feeding corners. Entities that had breast-feeding corners included Butabika Hospital, Naguru, Jinja, Mubende and Masaka Regional Referral Hospitals as well as Kagando, Kirembe Mines and Lacor hospitals. Lacor hospital had been over stretched due to high demand and temporarily closed. The hospital was to reorganize the space to offer better services. Others institutions reported that staff quarters were within walking distance from the workplaces, hence mothers could leave office during lunch breaks to breastfeed their babies.

Some institutions encouraged staff to come along with their babies to allow ample time for exclusive breast-feeding while others discouraged the practice. In Gulu RRH and all Regional Blood Banks, staff were refrained from bringing their babies to the work place as a measure of infection control. *“How can a mother go to the field to collect blood with a baby, we had that issue in Mbarara and the Principal Medical Officer asked me how to handle the issue. I told him he should ask the mother to leave the child at home. Working with the child would constrain her productivity and expose the baby to infections”* Human Resource Officer Uganda Blood Transfusion Services- Kampala,

Other facilities were not effectively utilized hence closed off, for example in Mpigi district the breastfeeding space established in 2016 was closed for non-use. Naguru Hospital had four breast feeding corners at Outpatient Department, Maternal and Child Health Department as well as the Critical Care Unit. The staff were encouraged to use these spaces, however they were not effectively utilized by both staff and hospital clients due to attitude issues. *“Many mothers that come here are semi illiterate and feel they should breast feed anywhere leaving these places under-utilized”* Senior Hospital Administrator.

**Figure 3: Institutional Performance on selected variables**



*Source: Field Finding*

**d) Infrastructure arrangements to include PWDs in service delivery**

A total of thirty five institutions were visited of which twelve (34.2%) had ramps equitably distributed on all structures. Nine (25.7%) institutions had ramps at the entrance of the administrative buildings and the rest of the floors had stare cases which could not be assessed by PwDs. Six (17.1%) institutions had toilets that had supportive devices for the people with disabilities.



**L-R: Some of the wheel chairs at Hoima RRH and Masaka RRH respectively**

All the regional referral hospitals had functional orthopaedic workshops. Masaka RRH and Hoima RRH benefited from the wheel chairs that were donated by Latter Day Saints Church through the disability unit of MoH to be distributed to the poorest of the poor in community. Each hospital received seven wheel chairs during FY 2018/19. Masaka RRH had distributed two and four under Hoima. The intervention had improved quality of life of PwDs however it was grossly inadequate compared to the need at all RRHs.

**6.9 Overall sector conclusion**

Overall, the sector achieved 69% (fair) of the planned outputs. Best performing programmes were; Provision of Specialized Mental Health Services at 86% and Clinical Services at 71%.

Fair performers were; Cancer Services at 65% and Health Infrastructure development and Equipment at 62% while Poor performing programmes included Pharmaceutical and other supplies Programmes by Ministry of Health (MoH) at 35% under Global Alliance for Vaccine Initiative (GAVI).

Gaps still exist especially in having disaggregated data in relation to specific gender budgets for various programmes and projects. Inadequate staff, blood and medical supplies at all most 95% of the facilities visited. For example, the Specialized Neonatal and Maternal Hospital was critically understaffed with only 47% of the required health workers in place, 7% of the available staff were doctors. Delayed procurement of equipment, RMNCH supplies and contractors to undertake civil works on maternity wards and upgrading of HCII to HCIII. Congestion in the Maternal and Neonatal wards due to inadequate space in most health facilities visited. Limited availability of equipment such as adjustable delivery and examination couches appropriate to People with Disabilities (PWDs), excluded some from utilisation of health services. Lack of adequate skills to attend to PWDs by health workers in various facilities. Limited availability of gender institutional mechanisms such as sexual harassment, conflict resolution policies.

### **Recommendations**

- The MoH planning department should ensure that all programmes and projects have gender disaggregated data to ease tracking of budgets for Gender and Equity.
- The MoH, Ministry of Education and Sports (MoES), National Curriculum Development Centre (NCDC) should mainstream modules that enable health workers acquire appropriate skills to attend to PWDs.
- The MoH, Ministry of Public Service (MoPS), Ministry of Finance, Planning and Economic Development (MFPED) and other stakeholders should prioritize staffing at the Neonatal and Maternal Hospital.
- The MoH should clearly define, plan and budget for sustainability and consolidation of RBF gains for continuity and improved service delivery.
- The Accounting Officer, MoH should ensure that all procurements are undertaken as scheduled to avoid delays in project implementation.
- The MoH should rigorously embrace prevention and family planning services in Uganda for improved health service delivery in various health facilities.
- The MoH should champion responsiveness of gender and equity mechanisms in all sector agencies.
- MoH and sector agencies should implement holistic planning to ensure that all equipment procurements address the unique needs of the PWDs.

## **CHAPTER 7: INFORMATION AND COMMUNICATION TECHNOLOGY**

### **7.1 Introduction**

The sector is composed of the Ministry of Information, Communications Technology and National Guidance (MoICT&NG), National Information Technology Authority (NITA-U), Uganda Communications Commission (UCC), Uganda Posts Limited (UPL- operating as Posta Uganda), Uganda Media Centre, Uganda Broadcasting Corporation (UBC) and Uganda Institute of Information and Communications Technology (UICT).

One of the sector objectives that addressed gender and equity was to increase the stock and quality of strategic infrastructure to accelerate the country's competitiveness and inclusiveness to women, rural communities and People with Disabilities (PWDs)

The G&E issues under the sector include:-

- 1) Cyber harassment of women such as cyber stalking, online sexual harassment, and blackmail.
- 2) Information Security concerns- especially violence against women (Gender Based Violence)
- 3) Perpetual social exclusion of PWDs, rural areas and women due to lack of the necessary infrastructure, skills, literacy, lack of time, low mobility and low purchasing power and knowledge of English language.
- 4) ICT development is slow in updating to meet the needs of PWDs i.e. the Radio and TV still promote exclusion of PWDs while the new technologies take an average of 3 years before disability responsive versions are developed.
- 5) Less Women and PWDs trained and employed in ICT sector
- 6) Women and PWDs under-represented in construction of ICT infrastructure
- 7) Lack of ICT platforms customized to the information needs of females and PWDs

#### **7.1.1 Scope**

This chapter reviews the performance of selected programmes, policies and projects under the Ministry of ICT&NG and NITA-U towards the implementation of gender and equity interventions for the FY2018/19.

#### **7.1.2 Overall Sector Financial Performance**

The budget for interventions that had gender and equity outputs within the sector was 130.672billion out of which 107.282billion was released and 99.4billion was expended. The release and expenditure performance was good and very good (85.5% and 92.6% respectively). However, the budget is not disaggregated to specific G&E interventions.

## **Overall physical performance**

During FY2018/19, the sector focused more on equitable access to ICTs than gender.

### **7.2. National Information Technology Authority (NITA- U)**

The agency coordinates, promotes and monitor the development of Information Technology (IT) in the context of social and economic development of Uganda.

The G&E objectives of the agency are to:

- 1) To provide high quality, secure and reliable information technology services to Government.
- 2) To promote standardization in the planning, acquisition, implementation, delivery, support and maintenance of information technology equipment and services, to ensure uniformity in quality, adequacy and reliability of information technology usage throughout Uganda and different categories of users.
- 3) To promote access to and utilization of information technology by the special interest groups.

The agency is organized into three programs namely: i) electronic public services delivery (e-transformation), ii) Shared IT infrastructure and iii) Streamlined IT governance and capacity development. The Regional Communication Infrastructure Programme (RCIP) is the only project under the vote.

#### **Staffing**

By 30<sup>th</sup> June 2019, the authority had 95 staff against a requirement of 176. Sixty one of the staff were males and 34 females. There was an increase in number of female employees at NITA-U from 28 in FY2017/18 to 34 in FY2018/19.

#### **7.2.1 Electronic Public Services Delivery (e-Transformation) programme**

The program covers three sub programmes namely, the Regional Communication Infrastructure Programme (RCIP), Information security and e-Government services. The RCIP addressed equity in provision of ICTs.

#### **Regional Communication Infrastructure Program**

The project aims to transform public service delivery using Information and Communications Technologies (ICT) to improve the lives of Ugandans. It complements existing ICT initiatives in the country, including the National Backbone Transmission Infrastructure (NBI) and private sector investment by helping to bridge the financing and technical gaps.

The RCIP supports the GoU in improving: (i) Coverage for IT infrastructure in the country; (ii) Building capacity in management of IT programs and projects; (iii) Improve policy and regulatory environment for ICT in the country.

The objectives of the RCIP Uganda are to: (i) Lower prices for international capacity and extend the geographic reach of broadband networks (connectivity); and (ii) Improve the Government's efficiency and transparency through e-Government applications.

During the FY 2018/19, NITA-U planned outputs that addressed equity included: Implementation of *missing links* to extend the National Backbone Infrastructure (NBI) to West Nile, Karamoja and parts of Rwenzori sub regions (Kiryandongo, Nebbi, Packwach, Arua, Koboko, Yumbe, Moyo, Adjumani; Katakwi, Moroto, and Kasese), connect 200 new MDAs, LGs, and *last mile connectivity* to priority users, special interest groups; and Electronic Government Procurement (E-GP).

## **Performance**

### **Financial performance**

The approved budget for the RCIP-Uganda for FY 2018/19 was Ugshs96.072 billion, of which Ugshs 75.59 billion (79%) was released and Ugshs68.19 billion (90%) spent by 30<sup>th</sup> June 2019. The release performance was good while the expenditure performance was very good.

### **Physical Performance**

The Missing Links project was launched in Koboko district on 11th May 2019 and progress was at 35% by 30<sup>th</sup> June 2019. Poles for the aerial Optic Fibre Cable (OFC) were erected in the districts of Kiryandongo, through Nwoya, and Packwach. The contractor first focused on the West Nile sub region. The Kasese to Mpondwe OFC Link was completed. The rest of the outputs were not achieved due to delays in securing a “*no objection*” from the World Bank. Once completed, the users of the National backbone infrastructure are expected to increase through connection of institutions and Local governments in the underserved regions.

Implementation of the Electronic Government Procurement (E-GP) component was at 65% with ten<sup>48</sup> agencies connected to the system under the pilot phase. The system will enable online and real time filing of bids, through evaluation and declaration of “best evaluated bidder”. The solution shall enable inclusion of more bidders in the procurement of public assets. Assistive technologies had been embedded in the system designs.

### **E-Government services sub programme**

Electronic government, also known as digital government, online government, or connected government is the comprehensive implementation of ICT in MDAs and Local Governments.

The planned activities under the sub programme FY2018/19 were: provide technical support to MDAs and LGs towards development of e-services including one specifically for women, Develop, maintain and update MDA and LG websites to cater for PWDs and train twelve (12) MDA & LG webmasters in managing websites, social media and content management, Information Technology Enabled Services/Business Process Outsourcing (ITES/BPO) industry developed and promoted.

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48. Uganda National Roads Authority (UNRA), Public Procurements and Disposal of Public Assets Authority (PPDA), National Information Technology Authority-Uganda (NITA-U), Kampala Capital City Authority (KCCA), Civil Aviation Authority (CAA), National Social Security Fund, Ministry of Finance, Planning and Economic Development, Ministry of Water and Environment, Mpigi District Local Government, and Jinja District Local Government.

**Performance**

**Develop, maintain and update MDA and LG websites to cater for PWDs:** Sixty seven (67) new websites were developed and tailored to meet the needs of people with disabilities (PWDs) for the different MDAs/DLGs. Twenty six (26) of the developed websites were for MDAs and LGs from the central region whereas the western and eastern regions had 13 each and northern region had 7 websites developed.

The websites were activated to use assistive technologies\ devices such as N-VGA, and daisy applications to support the visually impaired, and the deaf. The agency further enabled existing government systems such as, the Health Information Management System, and the Integrated Financial Management System to run assistive technology.

**Two priority e-services developed including one specifically for women:** The e-service specifically for women was not developed as planned.

A total of twenty seven (27) MDA/DLG Web Managers were trained in digital communication including social media. Attention was on use of assistive technologies protection of child online and women from cyber harassment. It was observed that the trainings are male dominated and none of the trainees was from the western region. Table 7.1 shows the distribution of trainees by gender and region.

**Table 7.1: List of participants trained in digital communication by region**

Gender	Central	Eastern	Western	Northern
Male	14	3	0	3
Female	4	3	0	0
<b>Total</b>	<b>18</b>	<b>6</b>	<b>0</b>	<b>3</b>

*Source: NITA-U*

**Information Technology Enabled Services/Business Process Outsourcing (ITES/BPO) industry developed and promoted:** Thirteen (13) BPO workshops were conducted and these included; 6 Export Marketing plan workshops and 3 networking meetings of which one focused on women in BPO. A total of one thousand five hundred sixty three (1,563) employment opportunities were created at the BPO centre with an average of one hundred thirty (130) opportunities per month. At least 35% of the BPO executives employed were women.

**Information Security sub programme**

The planned output was to conduct 28 Cyber Security awareness sessions: The sub programme carried out over 30 cyber Security awareness sessions including the following: Cyber security concepts and basic online protection from cyber harassment (24 participants) at the MoICT Information Access Centre (IAC). Other sessions were conducted at Mbarara University, Courts of Judicature, Coffee Development Authority, Uganda Heart Institute, Uganda Wildlife Education Centre (UWEC Zoo), and 20 Local Government Communications Officers. The Computer Emergency Response Team (CERT) awareness were conducted during the tax payers appreciation week, Cyber capacity building workshops on 'information security experience for Uganda' for 30 participants, Information Security (IS) Governance for Petroleum Authority of Uganda (PAU).

Network Defense training for Kimaka Senior Staff Command College - 80 participants, Sensitization on 'Risk management and building resilience for an organization' for 20 participants, Support to PPDA on development of e-GP IT Risk Matrix and Audit Plan, Cyber security protection during the Cyber security Conference for 80 participants, Induction training of new 70 Ministry of Defense staff on Information Security at the Civil Service College – Jinja.

The sub programme carried out cyber security end user awareness sessions for the following Local governments: Masaka - 20 participants, Mbarara - 20 participants, Kabale - 7 participants, Rukungiri - 25 participants, and Bushenyi - 16 participants. Trainings were carried out for 28 Journalists at the IAC, 128 participants during induction of new public service officers at the Civil Service College (Jinja), Security risk management best practices for cloud computing carried out with Information Systems Audit and Control Association (ISACA) Kampala Chapter for 40 Information Security practitioners, and Fintechs and Information Security sensitization for 50 participants. Gender disaggregated data of participants was not readily available.

### **7.2.2 Shared IT infrastructure Programme**

The program is executed through the sub program of Technical Services. The sub program's core roles are to provide first level technical support and advice for critical Government information technology systems. These include, managing the utilization of resources and infrastructure for centralized data center facilities, provision of specialized technical skills, advise Government on all matters of information technology development, utilization, usability, accessibility and deployment including networking, systems development, information technology security, training and support; and provide guidance on the establishment of an infrastructure for information sharing.

The planned outputs for the FY2018/19 were: supervise the missing link project (800km) of optic fibre cable in West Nile and Karamoja sub regions, extend the NBI to 100 new MDAs, LGs, priority user and special interest groups, and deliver internet bandwidth to 100 new MDAs/LGs/priority user groups.

### **Performance**

**Implementation of the missing links** project was supervised in the three sub regions of West Nile, Karamoja and Rwenzori (Kasese-Mpondwe link).

**Transportation/ Delivery of internet bandwidth to 100 MDAs/LGs/priority user groups:** Sixty additional MDA sites were connected to the NBI bringing the total number to 428. The connected MDAs were receiving services like Internet bandwidth, IFMS, Leased lines, Data center and Dark fibre over the NBI at relatively lower prices (US\$ 70 mbps per month). During the year, the central region dominated the connections with 39 MDAs, followed by Western (11), Eastern (9) and Northern (1).

### **7.2.3 Streamlined IT governance and capacity development Program**

The program is composed of four sub programmes namely: Headquarters, Legal and Regulatory Services, Planning, Research and Innovations, and Finance and Administration.

## Planning, Research and Innovation

The equity outputs planned included: certification process effectively promoted, supervised and audited to ensure that at least 100 new IT service providers are certified.

### Performance

**Certification:** 82 IT companies were audited and certified bringing the cumulative total number to two hundred thirty nine (239) IT firms certified. The certified firms included IT service providers, E-transactions and individual service providers. The certified firms were from different regions of the country as shown in table 7.2.

**Table 7.2: List of IT companies certified by NITA-U**

Category	Central	Western	Eastern	Northern	Foreign
Level 1	26	2	-	-	-
Level 2	37	-	-	1	10
Level 3	-	-	-	-	1
E-transactions	4	-	-	-	-
Individual service providers	1	-	-	-	-
<b>Total</b>	<b>68</b>	<b>2</b>	<b>0</b>	<b>1</b>	<b>11</b>

*Source: NITA-U*

Although this is a national program, the Eastern, Northern and western regions were underserved.

### Challenges

- Delays in receipt of “*no objection*” from the World Bank on a number of RCIP project components affected progress on extending services to underserved areas.
- Lack of clear gender and equity interventions, budgets and disaggregated data affected analysis of performance.

### Conclusion

The NITA-U attempted to undertake equity and to a small extent gender intervention under the different sub programmes implemented during the FY2018/19. However, G&E was not a priority as stipulated in the Budget Framework Paper (BFP) and Ministerial Policy Statement. Products to address access by People with Disabilities were developed and rolled out. However, instances of outputs spelt out in the work plan as gender and equity intervention but later found to be universal were common, for example, the development of e-service specifically for women was found to address the needs of both males and females without any unique features for women.

## **Recommendations**

- The NITA-U should regularly engage with the World Bank to ensure that “*no objections*” are secured in time. The World Bank should be implored to have a country based Task Team Leader (TTL) to speed up the implementation of the missing links project.
- The NITA-U should maintain disaggregated data on the beneficiaries receiving services.
- The NITA-U should clearly spell out the G&E outputs and budgets for ease of assessment.

## **7.3 Ministry of ICT and National Guidance**

The Ministry of Information, Communications Technology and National Guidance (MoICT&NG) provides strategic and technical leadership and coordination in all ICT matters.

The Vote has three programs namely: Enabling environment for ICT development and regulation; Effective communication and national guidance, and General administration, policy and planning. The equity outputs identified under the vote included: sensitization workshops on ICTs for PWDs, National ICT Initiatives Support Programme (NIISP); ICT Innovation fund, and enforcement of broadcasting standards to include PWDs.

### **Financial performance**

The ICT programmes that had gender and equity outputs had a budget of Ugshs 8.367 billion out of which Ugshs7.152 billion was released, Ugshs7.102 billion spent. It was noted that the budget was not disaggregated to the specific interventions.

### **Physical performance**

#### **7.3.1 Enabling environment for ICT development and regulation program**

The program is composed of four sub programs namely; Information Technology, Information Management Services, Broadcasting Infrastructure and Posts and Telecommunications. The programme planned to offer technical guidance to 20 MDAs and 20 LGs, and finalise the National ICT Policy on Disability.

### **Performance**

#### **Information Management Services**

#### **Enabling Policies, Laws and Regulations developed**

Five regional stakeholder sensitization workshops on ICTs for PWDs were held in Kampala, Jinja, Gulu, Fort Portal and Mbarara. A regulatory impact assessment for the National ICT Policy for PWDs was carried out. The National ICT Policy for PWDs was developed and is pending approval by Cabinet.

### **Broadcasting**

The sector through Uganda Communications Commission enforced inclusion of translation services for the deaf at presentation of prime news by television stations.

### 7.3.2 General Administration, Policy and Planning Program

The overall objective of the programme is to provide policy guidance, strategic direction and to generate sector statistics to inform planning and policy review.

The planned outputs were: grants to local ICT Innovators under the ICT innovations fund, 3 ICT hubs established and supported across the country, and the ICT Innovation/Incubation Centre at UICT Nakawa completed, furnished and operationalized.

#### Performance

##### National ICT Initiatives Support Programme (NIISP)

Three private ICT hubs were supported namely: Resilient African Network in Kampala, Tech Buzz Hub in Gulu and Hive Collab in Mbarara. 150 Innovators were attached to innovation hubs for mentorship. These included Resilient African Network (RAN), Makerere Innovation and Incubation Centre (MIIC), The Innovation Village, Outbox, CamTech, Tech Buz Hub and Hive Colab. Forty innovators were placed under Private ICT Innovation Hubs for development of their products and ideas. Apart from Mbarara and Gulu, the rest of the supported hubs were located around Kampala.



Access ramps for PWDs at the ICT hub Nakawa

**ICT Innovation Fund:** The second call for Innovators was made in the media and over 665 applications were received and evaluated. Sixty (60)<sup>49</sup> applications were selected for funding under NIISP. It was observed that the guidelines for selection of innovators did not have a section on affirmative action for women, PWDs and regional balance.

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49. Travel Uganda Monitor, eLunda, Jaguza app, Akellobanker ,Agro Value Chain Manager Mobile App, Omulunzi Information management System, livestock farm-lite, patasente, OWCi app, constituency farmers app, akatale app, mobile app for UNEB Services, National Education Management System Mwalimu, Sign Language, Dictionary and Translator, Psycho-Counselling App, KAINOafrica, STrack, School Education Management and Governance Platform School Management and Business Process Tracking Platform for Schools in Uganda, Mylib, Package for School Management, MamaOpe Pneumonia, Diagnostic Aid, A-Lite Vein Locator, A remote temperature monitoring for newborns, MobiCare, Photokabada, Digital Speech Assistant (DSA), Smart Medtech Management System, Open Platform for Hospital Management, Information System (Helecare2x), Comprehensively Customised Accounting Software for Clinics, Dagala App, Unified Medical Laboratories Sample Tracker, YONJA, Blind Assistant Application, SignTap, Young Engineers, Illiphant, Electronic Document Management System, Education App, Multifactor Authentication System, eRegistry, getaplot mobile application, Soul food, EPosta, ICT As an Enabler of Business Process Out Sourcing, Chap Chap, BUCXS, HRMagic, SEMA, electronic Procurement System, ePROCSYS, National Assets Management System (NAMS), Self Service Kiosks, Nano Satellite Surveillance for Boarder Control and Management, REDAH Legal Case File Management System, MyLC1app, Tax Returns Mobile Application Clinic Master and Integrated intelligent Computer System.

**The construction of the National ICT Innovators Hub** at Uganda Institute of Communications Technology (UICT) in Nakawa, was near completion (95%).The hub is expected to serve as a resource centre for Ugandan ICT innovators particularly the under privileged and served by giving them free access to all the necessary services including internet, computers, electricity, work spaces, technical support among others, to facilitate the development of ICT innovations.

The building has ramps to ease access of PWDs to the ground floor however, the design provided only a stair case to access the first floor. Guard rails for safety of the users and demarcated toilet facilities for men, women and PWDs were provided. No breast feeding room was earmarked on the building.

### **Challenge**

- Disaggregated data for recipients of the innovation fund under NIISP was not readily available.

### **Conclusion**

The policies for inclusion of marginalised groups in ICTs were drafted pending approval by cabinet. Sixty innovators were selected for support during FY2018/19 under the innovation fund, however, the selection guidelines do not explicitly take care of affirmative action to bring on board women, and PWDs. In spite of mentioning gender and equity in programming, there was no specific budgets for the interventions.

### **Recommendations**

- The MoICT&NG should disaggregate gender and equity budgets and data on the Innovation fund beneficiaries.
- The guidelines for selection of beneficiaries of the ICT innovation fund should be revised to include affirmative action for women and PWDs.

## **7.4 Institutional Gender and Equity responsiveness**

### **Ministry of Information, Communications Technology and National Guidance**

The Ministry does not have a customized Gender and Equity policy. They rely on the National Gender Policy, Public service standing order, and Circular Standing Instructions issued from time to time on gender related issues. The above procedures have provisions for handling discipline, grievances, conflicts and sexual harassment. The building housing the ministry is not responsive to the requirements for people with disabilities.

### **National Information Technology Authority-Uganda (NITA-U)**

The Authority has no customized policy on gender and equity. Sexual harassment and grievance management for staff is catered for in the Human Resource Manual. The authority has not recorded any case of sexual harassment since it was established in 2011. The buildings housing the Authority offices are not compliant to the equity standards as neither ramps nor lifts are provided for. There is no breastfeeding or day care space at NITA-U.

## 7.5 Overall Sector Conclusion

Overall, the sector interventions focused more on equity than gender issues. The sector drafted policies for inclusion of marginalised groups in ICTs, and these are pending approval by Cabinet. Sixty innovators were selected for support during FY2018/19 under the innovation fund. However, the selection guidelines did not explicitly take care of affirmative action for the vulnerable groups. The sector enforced inclusion of translation services (sign language) for the deaf, on all prime news for national television broadcasters.

The NITA-U under the different sub programmes implemented the missing links project to connect Karamoja, West Nile and Rwenzori sub regions to the National Backbone Infrastructure. A number of sensitization workshops on ICTs, cyber security and cyber harassment were held. Products to address access by People with Disabilities were developed and rolled out including assistive technologies for websites and management information systems.

However, G&E was not a priority as stipulated in the Budget Framework Paper (BFP) and Ministerial Policy Statement. Instances of outputs spelt out in the work plan as gender and equity intervention but later found to be unresponsive. For example, the development of e-service specifically for women was found to address the needs of both males and females. In spite of mentioning gender and equity in programming, there were no specific budgets for the interventions in the sector.

Assessment of G&E was affected by the absence of disaggregated data on most of the interventions. In addition, delays in receipt of “*no objection*” from the World Bank limited progress on extending the National backbone Infrastructure (missing links) and last mile connectivity to underserved areas.

### Recommendations

- i) The NITA-U should regularly engage with the World Bank to ensure that “*no objections*” are secured in time.
- ii) The MoICT&NG should disaggregate gender and equity data on the Innovation fund beneficiaries.
- iii) The guidelines for selection of beneficiaries of the ICT innovation fund should be revised to include affirmative action for women and PWDs.

## CHAPTER 8: INDUSTRIALISATION

### 8.1 Introduction

This chapter highlights performance of Votes under the Industrialization sub-sector. These include in Ministry of Trade, Industry and Cooperatives (MoTIC), Uganda Development Corporation (UDC), Ministry of Finance, Planning and Economic Development (MFPED), and Uganda National Bureau of Standards (UNBS).

Gender and equity issues under the industrialization sub-sector include:-

- 1) Limited availability of requisite vocational and technical skills among women and vulnerable groups for industrial and trade development.
- 2) Limited support towards Medium, Small, Micro Enterprises (MSMEs) to create employment.
- 3) Limited enforcement of standards to ensure high quality of local and imported products and improved market information flow.

#### Scope

The following programmes were assessed: (i) Industrial and technological development, and Promotion of Value Addition and Cluster Development/Construction of Common Industrial Facilities under MoTIC, (ii) Quality Assurance and Standards Development under UNBS, and (iii) Development Policy and Investment Promotion under MFPED.

### 8.2 Ministry of Trade Industry and Cooperatives

The Ministry is responsible for formulation, review and support policies, strategies, plans and programs that promote and ensure expansion and diversification of trade, cooperatives, environmentally sustainable industrialization, appropriate technology transfer, to generate wealth for poverty eradication and benefit the country socially and economically (MoTIC, 2014). The MoTIC executes its mandate through four programmes: Industrial and Technological Development, Cooperative Development, Trade Development, MSME Development and General Administration Policy and Planning.

#### Industrial and technological development programme

The assessment focused on interventions by the Rural Industrial Development project (RIDP) and Uganda Development Corporation (UDC) under this programme.

##### 8.2.1 Rural Industrial Development Project (RIDP)

The overall objective of the project is to enhance access to value addition and collective marketing infrastructure for improved competitiveness and productivity of rural enterprises.

The project planned to train 160 RIDP beneficiaries from 8 model enterprises, 8 potential enterprises selected for technical support (2 enterprises per region), six products from potential enterprises certified and 8 functional processing facilities established.

## Performance

### Financial Performance

The project approved budget FY2018/19 was Ug shs 407,763,033 of which Ug shs363,815,365 (89.2%) was released and all spent by 30<sup>th</sup> June 2019.

### Physical performance

#### Submission of proposals:

The RIDP secretariat received 97 proposals during the year under review and only 11 met the requirements for assessment of which eight were selected for funding. Most of the proposals received were from central region (43%). Table 8.1 shows the source of proposals for funding.

**Table 8.1: Source of proposals for funding (equipment) by region**

Region	Number of applications	Percentage
Northern	10	10
Central	42	43
Western	18	19
Eastern	27	28
<b>Total</b>	<b>97</b>	<b>100</b>

*Source: RIDP secretariat*

### Construction of Common Industrial Facilities

The RIDP supported enterprises with equipment for different agricultural value chains in all regions of the country: Western (1), Central (5), Eastern (1) and Northern (1). Entrepreneurs were urged to construct own facilities due to inadequate budget. Performance of the supported projects is highlighted in table 8.2.

**Table 8.2: Supported beneficiaries under the RIDP FY2018/19**

Project	Enterprise	District	Region	Support	Value (Ug shs million)	Gender	
						Male	Female
Kijukizo carpentry hub limited	Carpentry and joinery products	Butambala	Central	Carpentry equipment	27.14	6	1
MBK general agencies	Metal fabrication products	Kaliro	Eastern	Manual hydraulic pipe bending machine	22.820	3	0
Lusaze modern agricultural solution coop society	Modern farming	Kampala	Central	Vacuum sealing machine	31.496	1500	876

Zigoti clays community organization	Clay products	Mityana	Central	Kiln	70	N/A <sub>50</sub>	N/A
Tropical honey cooperative society	Apiary	Amuru	Northern	Honey press and settling tank	9.14	N/A	N/A
Nakirebe farmers' cooperative society	Animal feeds	Mpigi	Central	Feed mill	1.5	30	10
Nampunge cereal farmers' cooperative society	Maize processing	Luweero	Central	Milling equipment	55.0	N/A	N/A
Agribusiness and real estate's investments	Dairy	Mbarara	Western	Cheese and yoghurt vats	58.836	N/A	N/A
RIDP secretariat	Maintenance of equipment, meetings, etc	Kampala	Central	Operations & maintenance	24.45	NA	NA
Physical assessment of enterprises	several	Agago, Atiak, Arua, Wakiso, Mityana, Gomba, Mukono, Mpigi, Mbarara, Kiruhura, Kabale, Ntoroko, Mitooma, Kabarole,	All	Assessments	9.7	NA	NA
Delivery and installation of equipment		All equipment beneficiaries	West, Central and East	8 recipients	21.443	NA	NA

*Source: RIDP Secretariat*

*Key: NA = Not Available*

50. Not Available; Gender disaggregated data not provided.

Two of the beneficiaries groups are presented below:

**a) Lusaze Modern Agriculture Solutions**

The organization headquarters are located in Lubaga Division, Kampala City. It provides trainings to individuals and groups on urban farming while maximizing space such as hydroponics. The group is composed of 2,376 members (1500 males and 876 females) of which 1,222 are dealing in livestock while 1,154 are dealing in crop farming drawn from 83 districts. The organizations deals in the following enterprises: poultry farming, rabbit rearing, aquaculture, juice processing, vacuum sealing of peanut, cassava, mushrooms, and *Matooke*.

The firm received an automated chamber vacuum sealing machine from the RIDP secretariat valued at Ugshs 31.1 million. The group manager and two members were trained in the use of the equipment and a one year service level agreement entered with the supplier. Members expressed satisfaction with the set of equipment received as they were able to vacuum seal more items for the export market at a more convenient location. The equipment has capacity to process 1.5Metric tonnes of grain per day compared to the 600Kg per day obtained from the previous equipment rented from Makerere University.

**b) Kijukizo Youth Carpentry Hub Limited**

Located in Kibibi Town Council, Butambala district, the organization was registered as a Community Based Organisation in 2016 dealing in carpentry and joinery products. The association employs seven staff of whom six are males and 1 is female. The group received a wood drilling and mortise machine valued at Ug shs 27.144 million from RIDP secretariat. By July 2019, the equipment was in use and had enhanced the quality of products produced by the group.

**Capacity Building for Jua Kali and Private Sector:** By June 2019, the project only trained 12 members of Kabale Municipality Modern Beekeepers Association out of the planned 160 from all parts of the country. The poor performance was due to inadequate resources on the training budget.

**Support to Quality Certification:** Seven enterprises dealing in wine and honey were support out of the planned eight to acquire UNBS Q-mark. Only one enterprise (M/s Bevron Investments) secured a quality mark for the wine products. None of the supported group was from Northern Uganda.

**Table 8.3: Status of Enterprises supported by the RIDP to acquire UNBS Q-mark certification**

Project	Product	Region	Status
Sebyo wines	Wine	Western	Not certified
Balawori Dairies	Wine	Eastern	Not certified
BududaYetana cooperative society	Honey	Eastern	Not certified
Kyamuhunga bee keepers savings and credit cooperative society	Honey	Western	Not certified
Kayunga area cooperative enterprise	Wine	Central	Not certified
Bevron investments ltd	Wine	Eastern	Certified
Kisoro community associated bee keepers ltd	Honey	Kigezi	Not certified

*Source: MoTIC; field findings*

## 8.2.2 Uganda Development Corporation

The Uganda Development Corporation (UDC) was re-established under the Uganda Development Corporation Act, 2016 as the investment and development arm of the GoU. Its primary objective is to promote and facilitate industrial and economic development in Uganda. This is met through: i) establishment of subsidiary and associated companies, ii) enter into Public Private Partnerships (PPPs) with other enterprises, and iii) promoting and facilitating research into industrial development.

The planned outputs for FY 2018/19 were to; operationalize Soroti Fruit Factory, Kabale and Kisoro Tea Factories; procure CTC<sup>51</sup> machines for Kayonza Growers Tea Factory; supply tea seedlings to Zombo/Nebbi tea farmers.

### Physical Performance of the UDC

Three factories were commissioned namely; Kabale Tea Factory, Kisoro Tea Factory and Soroti Fruit Factory. The three factories created a total of 200 direct jobs. Soroti fruit factory and Kayonza Growers tea factory were monitored.

The **Soroti Fruit Factory Limited** (SoFTE) is a Government intervention aimed at supporting value addition in fruit processing for the promotion of industrial growth, income diversification and increasing household incomes in the Teso region. The Soroti Fruit Factory project aims at adding value to oranges and mangoes that are abundantly grown in the Teso region.

“We are grateful for the construction of the fruit factory. However, the delays to commercialize the factory have demoralized the farmers who had planted oranges and abandoned other crops... Our farmers continue to sell fruits to middle men at very low prices.” **Mr Emoit Lawrence, the Union Secretary Manager.**

In April 2019, the factory was commissioned, however, it was yet to start commercial production by July 2019. The factory employees 127 staff both permanent and casual of whom 85 are males and 42 are females. The factory signed a memorandum of understanding with Teso Tropical Fruit Cooperative Union (TEFCU)<sup>52</sup> to supply 24 MT/day of fruits. TEFCU owns 20% shares in the factory whereas the 80% belongs to government of Uganda/UDC. The union operates in all the districts of Teso sub region<sup>53</sup>.

The union has 57 primary producer cooperatives with an average of 100 members each. The union is governed by an executive board of nine members of whom six are males and three females. TEFCU has 5,817 registered members of whom 3,517 are males (571 youth and 2,946 adult) and 2,300 females (1,014 youths and 1286 adults). Between April and July 2019, the Union had supplied 50 MT of citrus to Soroti Fruit Factory.

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51. Curl Tear and Cut

52. TEFCO is a farmer owned cooperative that has a supply contract to Soroti Fruit Factory

53. Soroti, Katakwi, Ngora, Kaberamaido, Serere, Bukedea, Kumi and Amuria

## Kayonza Growers' Tea Factory (KGTF)

Located in Butogota Town Council in Kanungu district, the factory processes and exports CTC tea. The factory is fully owned by 5,617 small scale shareholders (tea farmers). The factory received funding from UDC for procurement, shipping and installation of a third processing line. The factory from own resources funded the construction of a block to house the third processing line. Procurement of the CTC machine was ongoing. The factory has 917 employees of whom 668 are male and 249 are female.

Table 8.4 shows implementation progress of the UDC supported projects by 30<sup>th</sup> June 2019.

**Table 8.4: Industrialization projects under the UDC in the different parts of the country**

Project	Enterprise	District	Region	Level of implementation
Soroti Fruit Factory	fruits	Soroti	Eastern	Factory commissioned but lacks working capital, solid waste treatment plant and autonomy to operate commercially.
Kayonza Tea Factory	Tea	Kanungu	Western	Third CTC line procured and shipped up to Mombasa. Block to use equipment substantially completed.
Zombo/ Nebbi Tea Factory	Tea	Zombo-West Nile	Northern	Training of farmers done and seedlings supplied
Kigezi Highland Tea factories	Tea	Kabale and Kisoro	Western	Commissioned and Operational though on limited scale due to poor agronomic practices especially in Kisoro

*Source: UDC, Field finding.*

### Challenges

- Delays to operationalize the Soroti Fruit factory
- Lack of gender disaggregated data for RIDP beneficiaries

### Conclusion

The programme performance was fair. The choice of beneficiaries of the different interventions was based on equity and availability of raw materials for use in the established agro-processing facilities. The delays in implementation of key projects like operationalization of SOFTE is keeping fruit farmers in rural areas exploited by middle men. On the other hand, the TEFCU did not have the capacity to supply the required raw materials as it lacked the logistical infrastructure including trucks and cash flow. Most of the agencies lacked disaggregated data on gender and equity. There is need for RIDP secretariat to streamline the guidelines for selection of beneficiaries to cater for marginalized communities especially in Northern Uganda.

## Recommendations

- The MoTIC, and UDC should provide working capital for Soroti Fruit Factory and give the company (SoFTE) the autonomy to operate as a commercial entity.
- The RIDP secretariat should encourage the beneficiaries to have gender disaggregated data

## 8.3 Ministry of Finance, Planning and Economic Development

The assessment for FY2018/19 focused on the United States African Development Foundation (USADF) sub program, under development policy and investment promotion program.

### 8.3.1 United States African Development Foundation

The overall project objectives are to: i) promote the development of farmer cooperatives, producer associations, smallholder agricultural producers, small scale agri-business (SSAs) and SMEs in Uganda and; ii) increase their market competitiveness, with a particular focus on the development of underserved and marginalized community groups and enterprises.

In FY2018/19, the USADF planned to; identify projects with potential to receive funding, work with participants in a participatory manner and develop full project proposals ready for funding and ensure that the grantees successfully implement the projects.

#### Performance of the USADF

##### Financial Performance

The approved budget for USADF for FY2018/19 was Ughs7.2 billion, which was all released and expended representing very good performance.

##### Physical Performance

Eight new enterprises were supported to; construct storage facilities, procure and install agro-processing equipment, working capital, technical and administrative assistance. All the eight beneficiary groups selected by USADF for support in FY2018/19,<sup>54</sup> had started implementation of planned activities. Table 8.6 shows the Gender and Equity disaggregated data for the eight enterprises supported.

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<sup>54</sup>. Kiwemba Farmers' cooperative society Limited, Kabeywa United Coffee Farmers' Cooperative society Ltd, Manafwa Basin Rice Farmers Cooperative society Ltd, Elgon cooperative union Ltd, Mount Rwenzori Coffee Farmers' cooperative Union, Abatahunga Coffee Farmers' Cooperative Union, Sihubira Area Cooperative Enterprise Limited and Ziobwe Agaliwamu Agribusiness Training Association.

**Table 8.6: Membership and location of USADF supported projects FY 2018/19**

Project	Grant size (USD)	Location	Enterprise	Membership		Status of implementation
				Male	Female	
Kabeywa United Farmers' Cooperative society	242,295	Eastern	Coffee	729	168	Developed administrative manuals, trained in organic coffee certification and construction of warehouse was ongoing.
Manafwa Rice Basin Farmers' Cooperative society limited	233,612	Eastern	Rice	513	199	Developed administrative manuals, constructed processing facility, warehouse. Procured a truck and rice processing line. Conducted several trainings.
Elgon Cooperative Union Limited	94,094	Eastern	Coffee	N/A	N/A	Conducted training of cooperative members and procured office equipment.
Mt Rwenzori farmer's cooperative	232,951	Western	Coffee	1709	1238	Developed a human resource manual and procured a 10MT truck and secured a lease letter from UIA
Sihubira Area Cooperative Enterprise Limited	244,759	Eastern	Cassava	894	1275	Conducted training of members in monitoring and evaluation, financial management. Procured truck, motorcycle and bicycles. Construction of warehouse, processing facility and offices were ongoing.
Abatahunga Farmers' Cooperative Union ltd	239,285	Western	Coffee	2116	694	Developed administrative manuals and procured motorcycle and office equipment. Construction of the warehouse and processing facility was ongoing.
Kiwemba Farmers' Cooperative Society limited	220,920	Eastern	Maize	2.300	2.700	Developed administrative manuals. Procured a 10MT truck, constructed warehouse and office block. The constructed buildings

						were complaint to G&E requirements
ZirobweAgal iawamu Agribusiness Training Association	242,740	Central	Rice, Maize and Beans	2,488	2.132	The cooperative procured a 10MT truck, 2 motorcycles, 2 maize shellers and a rice mill. The cooperative is now processing 10MT per day compared to 2MT per day of rice before acquisition of the equipment.

*Source: Field findings*

*NA=Not Available*

The overall output performance of the USADF project was good. Most of the grantees had implemented the planned activities and achieved most of the outputs. All the beneficiaries had developed administrative manuals like human resource, executive committee and procurement. By 30<sup>th</sup> June 2019, implementation by the different beneficiary groups was at varying levels. Two beneficiary cooperatives are presented below;

**a) Sihubira Area Cooperative Society**

The Cooperative society is located in Nambere village, in Busia district. It is involved in adding value, bulking and collective marketing of cassava. The cooperative conducted trainings of the members and staff in business planning, stores management, governance, financial management and monitoring and evaluation and 91 participants of whom 55 were males and 36 females attended. By July 2019, construction works were ongoing for the warehouse, processing facility and administrative block. Improved cassava varieties were supplied to members.

**b) Manafwa Basin Rice Farmers’ Cooperative Society**

The cooperative is located in Butalejja district. It started in 2003 as an association and later registered as cooperative in 2013. The cooperative received funding from USADF for enterprise expansion. It constructed a rice processing facility, warehouse and installed a milling line. This is aimed at adding value to rice produced by cooperative members and nearby community.

*“The trainings and support we received from USADF has enabled me get money from sale of cassava in a lump sum, I am able to support my husband with school fees payment for our children. I even bought a piece of land for myself. I no longer depend entirely on my husband financially.”*  
**Margaret Oguttu, Member, Sihubira Cooperative.**

Seventy three (73) cooperative members and staff were trained in financial management, monitoring and evaluation, and agronomy and postharvest handling. The cooperative had an equitable representation of the board with three females, one youth and one physically disabled person out of the nine members. The buildings constructed (warehouse) had ramps for easy access of people with physical disabilities. The cooperative has 10 staff of whom five

are males. The cooperative has developed manuals for finance, procurement, human resource management and executive committee. Gender is catered for in the human resource and executive committee manuals. The cooperative has no streamlined policy or procedure on handling of staff grievances and sexual harassment.

**Conclusion**

The overall USADF project output performance was good. Specifically, all the beneficiary groups were doing well on the component of administrative support and training. All monitored grantees were on track on construction of common user facilities like warehouses and processing units with exception of Mt. Rwenzori Cooperative Union that had land related challenges. All the beneficiaries had been supported administratively to develop guiding documents like human resource, executive committee and procurement manuals.



*FGD with some of the members from Sihubira Area Cooperative Society in Busia*

**Recommendation**

- USADF beneficiaries should capture gender and equity disaggregated data.

**8.4 Uganda National Bureau of Standards (UNBS)**

The UNBS is responsible for formulation and promotion of the use of standards; enforcing standards in protection of public health and safety and the environment against dangerous and sub-standard products, strengthening the economy of Uganda by assuring the quality of locally manufactured products to enhance the competitiveness of exports in regional and international markets. The UNBS has two programmes: Standards Development, Promotion and Enforcement and Quality Assurance and Standards Development.

### 8.4.1 Quality Assurance and Standards Development programme

The planned outputs for the FY2018/19 were: food safety laboratories (2), sample reception and calibration ridge constructed; 1000 product certification permits issued, 1,500 product samples tested, 140,000 imported consignments inspected and 3,000 market inspections conducted; 3,000 measurement equipment calibrated and 800,000 measurement instruments verified; recruit 80 staff and post to regional offices.

#### Performance

##### Physical performance

The overall performance for the programme was good. The agency recruited 45 staff of whom 20% were females. By June 2019, the construction of the laboratory blocks including sample reception, analysis, and storage rooms were at 91%.

**Verification of weighs and weighing instruments.** A total of 798,850 weights and weighing instruments were verified in the following regions: Central (425,787), Eastern (258,827), Western (97,460) and Northern (16,778). A total of 3,538 equipment were calibrated in Central (2901), Eastern (238), Northern (106) and Western (293) regions.

**Consumer product safety (Market) inspection:** The UNBS planned to conduct 5,000 market inspections. A total of 6,646 market outlets were inspected in the four regions of Uganda: central (4,746), eastern (882), northern (371) and western (650). The target was surpassed though 71% was carried out in the central region.

**Product certification permits issued:** In an effort to bring services closer to the people, UNBS decentralised its certification services to regional offices in Gulu (North), Mbale (East) and Mbarara (West) effective August 2018. A total of 1,350 product permits were issued and the Central region continued to dominate with 88% of activities conducted in the region. *Central-1,188, West-106, North-21, East-35.* The product permits issued were categorized as: *Food-755, Chemicals-354 and Engineering-241.* 28 system certification permits were issued to organizations. The Northern and Eastern region had the least number of product certification permits issued. The skewed interventions to the central region is hinged on the fact that manufacturing industries, warehouses, large wholesale stores are based in the region. Table 8.7 shows regional distribution of UNBS services.

**Table 8.7: Regional performance (%) of the quality assurance services**

Region	Verification of weights	Verification of weighing instruments	Product safety (inspections)	Certification permits
Central	53.3	82	71.4	88
Western	12.2	7	9.8	7.8
Eastern	32.4	8	13.2	2.6
Northern	2.1	3	5.6	1.6
<b>Total</b>	<b>100</b>	<b>100</b>	<b>100</b>	<b>100</b>

*Source: Author's compilation*

## Challenges

- 1) Inadequate staff to carry out market surveillance and enforcement of standards.
- 2) Limited support to MSMEs to enable them meet the legal requirements for attaining quality standards certification.

## Conclusion

The interventions under UNBS addressed the equity issues of reducing substandard goods and counterfeits from the market from 56% in December 2018 to 51% in June 2019. In order to promote consumer safety the UNBS opened regional offices in Gulu, Mbarara and Mbale districts.

## Recommendation

The MoTIC and UNBS should enhance support to MSMEs acquire Quality Certification. This will improve the competitiveness of the Ugandan products both locally and regionally.

## Sub-sector challenges

- 1) Lack of affirmative or streamlined actions to take gender and equity interventions to the north and north eastern Uganda by the agencies in the sector.
- 2) Limited market surveillance and enforcement of standards by the UNBS.
- 3) Limited support to MSMEs to enable them meet the certification requirements for attaining quality standards.
- 4) Delays in implementation and commercialization of equity interventions by the UDC

## 8.5 Institutional G&E Responsiveness

### Ministry of Trade, Industry and Cooperatives

In terms of implementing Gender and Equity (G&E) outputs, the MoTIC uses the National Gender Policy that was developed by the Ministry of Gender, Labour and Social Development (MGLSD) for guidance on gender related issues. In addition, use is made of the Public Service Standing Orders (PSSO) and instructions issued from time to time, to manage staff conflicts, grievances and sexual harassment.

The **Uganda Development Corporation** does not have standalone policies on gender and sexual harassment, rather the Human Resource Manual (HRM) has a section on gender and equality under staff recruitment and promotions sections. The Corporation has laid procedures for handling staff grievance under the HRM. There is no demarcated place for breastfeeding employees or daycare centre.

The **Soroti Fruit Factory** has PWDs and gender policy in place. The factory developed good manufacturing and standard operating procedures for efficient running. The human resource manual handles the sexual harassment related issues. The factory conducts regular occupational health and safety trainings for all staff. The constructed buildings are compliant with gender and equity requirements for example: separate toilet facilities for both male and females, access ramps for PWDs, , well rebelled hazardous points (steam lines, slippery points, and chemicals storage area), smoking and resting points.

The **Kayonza Growers Tea Factory** developed and implements a number of gender and equity related policies including: sexual harassment, child labour, discrimination of persons among others. There is a substantive disciplinary committee to handle harassment and discipline cases but top management handles some cases to avoid stigmatization of victims. The factory demarcated a breastfeeding and daycare centre, however, these were observed to be inactive given that employees with babies/children have to contribute towards maintaining the attendants.

The constructed building to house the third processing line was not fully compliant with gender and equity requirements for example, it had separate toilet facilities for both male and females, fire assembly points, well rebelled hazardous points (steam lines, slippery points, and chemicals storage area), smoking and resting points however, there were no access ramps for PWDs.



*L-R: Inactive Daycare Centre, and resting area for employees at Kayonza GTF*

### **United States African Development Foundation**

The cooperatives that benefited from the USADF support developed human resource manuals but did not have standalone gender and sexual harassment policies. The percentage of men in all monitored cooperatives was higher than that of females. In most of the cooperatives, majority of the members were above 50 years of age with no affirmative action to bring the youth on board. The projects represented all the regions of the country except the Northern region. Most of the agencies lacked disaggregated data on gender and equity.

### **Uganda National Bureau Standards (UNBS)**

The UNBS has a human resource manual with sections on gender and staff grievance management. The constructed buildings at UNBS are gender and equity compliant. A day care center and breast feeding facility was demarcated on the samples reception block. The buildings have provisions for escalators and ramps to enable access to people with disabilities. In addition, toilet facilities have provisions for women, men and people with disabilities (wheel chair movement).



**L-R: Outdoor resting area for employees, roofed walkways connecting blocks, access ramps and elevator at UNBS laboratory blocks**

## 8.6 Overall Conclusion

The overall sector performance was good. The assessed agencies under the industrialization sub-sector were implementing interventions aimed at addressing equity issues and less of gender concerns. The UDC commissioned three factories: Soroti fruit factory, Kigezi highland tea and Kisoro tea factory. The UNBS stepped-up market surveillance activities, opened up regional offices to bring services closer to the underserved SMEs and the public. However, the agencies and cooperatives do not have customized or standalone gender and sexual harassment policies. The late initiation of procurements and planning gaps at the UDC are affecting the implementation of planned equity interventions. There were few interventions targeted to the marginalized communities in the Northern regions.

## **Recommendations**

- 1) The MoTIC should revise the guidelines for selection of RIDP beneficiaries to include marginalized communities especially in the Northern region.
- 2) Grantees under the RIDP and USADF should be compelled to maintain disaggregated data of their members.
- 3) The UDC should initiate implementation of development outputs in time to obtain maximum benefits by the intended beneficiaries.
- 4) The MoTIC and UNBS should support MSMEs to acquire quality certification. This will improve the competitiveness of the Ugandan products both locally and regionally.

## CHAPTER 9: PUBLIC SECTOR MANAGEMENT

### 9.1 Introduction

The promotes sound principles, systems, structures and procedures of managing public service. Secondly, the sector also implements regional equalization programmes. Furthermore these sector aims at maximizing benefits of planned urbanization in the Greater Kampala Metropolitan Area.

#### Key PSM Gender and Equity issues

- Gender/equity blind recruitment procedures and processes in MDAs and LGs.
- Absence of specific gender and equity targets and, where they exist, limited accountability for their implementation.
- Limited access to quality and reliable administrative data and limited coverage and usability of statistics which would ensure that recruitment, training, promotion and other performance enhancement decisions are gender and equity sensitive.
- Lack of gender and equity focused Performance Management Standards to guide the reporting process in MDAs and LGs.
- Limited inclusion of gender and equity requirements in the Uganda Government Standing Orders.
- There are salary disparities among Public Service employees and Agencies.

During the FY 2018/19, the sector committed the following: i) Resettled internally displaced persons; ii) Empowered women, youth and vulnerable groups through the Special Programs that support the poor and vulnerable households to deal with the negative effects of shocks; iii) Constructed a ramp to ease accessibility for Persons with Disability at the Ministry Office Premises; iv) Constituted a Gender and Equity Committee for the Ministry of Public Service; v) Constructed Markets that catered for women and the marginalized groups; and vi) Trained vulnerable households in the Acholi sub-region.

#### Scope

The Public Sector Management Votes with gender and equity elements assessed included: Office of the Prime Minister (OPM), Ministry of Public Service (MoPS), Ministry of Local Government (MoLG), and Local Government Finance Commission (LGFC).

### 9.2 Sector Performance

This section presents the overall financial and physical gender and equity performance for FY 2018/19.

#### Financial Performance

During the FY 2018/19, the total budget was Ug shs 59 billion of which Ug shs 56 billion (94%) was released and Ug shs 51 billion (91%) spent by 30<sup>th</sup> June, 2019. The detailed performance is shown in Table 9.2 below.

**Table 9.1: Financial Performance as at 30th June, 2019**

Institution	Budget (Ug shs)	Released (Ug shs)	Expenditure (Ug shs)	% Budget released	% Release Spent
Office of the Prime Minister (OPM)	33.137	29.507	28.879	89%	99%
Ministry of Public Service (MoPS)	0.378	0.378	0.195	100%	52%
Ministry of Local Government (MoLG)	25.929	25.929	21.890	100%	84%
<b>TOTAL</b>	<b>59.444</b>	<b>55.814</b>	<b>50.964</b>	<b>94%</b>	<b>91%</b>

*Source: PBS, MFPED, September 2019*

### Overall gender and equity performance

The gender and equity performance for the four votes was good at 72%- Table 9.2. Most planned gender interventions were implemented. Whereas some budgets for interventions for Affirmative programmes and Local Government Administration and Development were earmarked to the Annual budgets.

**Table 9.2: Overall Performance of the four PSM Votes as at 30th June, 2019**

Vote	Name	% Program Performance
003	Office of Prime Minister	63
005	Ministry of Public Service	83
011	Ministry of Local Government	71
	<b>Average performance</b>	<b>72</b>

*Source: BMAU field findings*

## 9.3 Office of the Prime Minister

The two programmes assessed were: (i) Disaster Preparedness and Refugees Management and (ii) Affirmative Action.

### 9.3.1 Disaster Preparedness and Refugees Management Programme

The programme objective is to strengthen capacities for mitigation, preparedness and response to natural and human induced disasters. The Humanitarian Assistance Project was assessed.

#### Humanitarian Assistance Project

The objective is to coordinate timely response to disasters and distribute food and non-food relief to disaster affected persons. The project planned to resettle internally displaced Persons (IDPs) affected by disaster occurrences and establish social amenities and the focus was Bunambatye sub-county, Bulambuli district.

## Financial Performance

The FY 2018/19 budget was Ug shs 2.418 billion, of which Ug shs 2.401 billion (99.3%) was released and all spent by 30th June, 2019.

## Physical Performance

A total of 98 out of 101 households from Bududa, Namisindwa, Manafwa, Sironko and Bulambuli Districts displaced by landslides were resettled in Bunambutye sub-county, Bulambuli district. These included; 51 men; 41 women; and 39 elderly (15 females and 24 males); 100 youth (53 female and 47 male); and 428 children (202 female and 226 male); Each housing unit was constructed on an acre with two bed-rooms and an outdoor kitchen and bathroom .



**Female Headed Household Ms. Aleyo Philistia in her new house in Bunambutye sub-county, Bulambuli district**

Social amenities included access roads, piped water supply, solar power that were accessed by the resettled households. The households also accessed proper farming methods. A total of 0.7 acres of land for each household was ploughed and harrowed using tractors and food crops such as soybeans, peas, groundnuts, five mango trees in each homestead and green vegetables were planted.



**Resettler in her Sukuma wiki vegetable garden at Bulambuli resettlement site**

## Education and Health

infrastructures were set up within the resettled community where 1002 learners including (515 boys and 487 girls) accessed the services. Bunambutye Primary School had 14 teachers (4 females and 10 males) whereas the Health Centre 11 had 14 medical personnel (7 females and 7 males).

## Conclusion

Performance of the programme was good at 70%. The 98 vulnerable households were resettled and accessed water, solar power services, free primary education, improved health care services and farming methods. However there is non involvement of the women in the implementation of the early warning systems.

## Recommendation

The OPM and the LGs should encourage women to join disaster management committees and participate in the early warning systems since traditionally women can detect early signs of disasters.



Temporary classrooms for boys and girls in Bulambuli district



Health care staff of Bunambutye HC II in Bunambutye sub-county, Bulambuli district

### 9.3.2 Affirmative Action Programme

The programme objective is to coordinate and monitor the implementation of Government programmes in disadvantaged regions<sup>55</sup>. The sub-programmes assessed included: Dry Lands Integrated project, Support to Luwero, Teso Development project and Post war Recovery and Presidential Pledges.

#### Drylands Integrated Development Project

The project objective is to strengthen the livelihood and reduce vulnerability of pastoralists and agro-pastoral communities in Southern Karamoja sub-region. The planned intervention was to enhance productivity of dry land agriculture and livestock for the agro-pastoral communities through procurement of improved heifers and goats. The districts of Moroto, Amudat, Napak and Nakapiripirit were assessed.

#### Financial Performance

The FY 2018/19 budget<sup>56</sup> for enhancing productivity of livestock and dryland farming was Ug shs 1.890 billion, which was all released and spent by 30th June, 2019. This expenditure was spent on procurement of heifers and goats.

#### Physical Performance

By, 2019, 86 out of the planned 320 improved heifers were procured and distributed to 79 beneficiaries through cooperatives in each sub county (Table 9.3). In Lotome sub-county, Napak and Loroo sub-county in Amudat the females were the highest beneficiaries compared to Nanduget in Moroto and Lorengedwat in Nakapiripirit.

55. Acholi, Lango, West Nile, Teso, Luwero-Rwenzori and Karamoja

56. The annual budget was used since it was difficult to obtain actual budget and expenditure on procured animals.

**Table 9.3: Beneficiaries by sub-county as at 30<sup>th</sup> June, 2019**

Sn	Sub County	Beneficiaries		Totals
		Female	Male	
1	Nadunget	3	21	24
2	Lotome	14	11	25
3	Loroo	11	4	15
4	Lorengedwat	6	9	15
<b>Total</b>				<b>79</b>

*Source: Dry lands project, field Physical Performance, July 2019*

A total of 115 beneficiaries (87 female and 28 male) received 627 out of the planned 3,000 goats by, 2019 (Table 9.4). The distribution of goats focused on the vulnerable women.

**Table 9.4: Beneficiaries by sub-county as at 30<sup>th</sup> June 2019**

Sn	Sub County		Beneficiaries		Totals
			Female	Male	
1	Nadunget		18	3	21
2	Lotome		28	10	38
3	Loroo		16	5	21
4	Lorengedwat		25	102	127
<b>Total</b>					<b>207</b>

*Source: Dry lands project, field Physical Performance, July 2019*

**Support to Agriculture Training:** For FY 2018/19, the project enrolled nine students (5 female and 4 male) to the Northern Uganda Youth Development Centre (NUYDC) for the midterm training bringing the total number of enrolled students to 130 (78 male and 52 female). These were enrolled in the following institutions: Busitema University, Bukalasa Agricultural College, Makerere University, Northern Uganda Youth Development Centre and Kyera Agricultural Training College. Table 9.5 shows the summary of students supported in agriculture training.

**Table 9.5: Students by course as at 30<sup>th</sup> June, 2019**

Institution	Courses Offered	Enrolment		Total No. of students
		M	F	
Busitema University Arapai Campus	Diploma in Crop Production and Management; Animal Production and Management; and Certificate in General Agriculture	37	27	64
Bukalasa Agricultural College	Diploma in Crop and Animal Production	5	7	12
Makerere University	Diploma in Animal Health	1	0	1
Northern Uganda Youth Development Centre, GULU	National Certificate in Agriculture	34	16	50 <sup>57</sup>
KYERA Agricultural Training College	Diploma in Crop Production; Diploma in Animal Production	1	2	3
<b>Total</b>				<b>130</b>

*Source: Dry lands project, field findings, July 2019*

### **Karamoja Integrated Development Programme (KIDP)**

The project objective is to contribute to human security and promote conditions for recovery and development in Karamoja sub-region. The planned intervention was procurement and distribution of cattle to vulnerable households such as women, elderly, youth, and persons with disability. The districts of Napak, Moroto and Nakapiripirit were visited to assess implementation of gender concerns.

### **Financial Performance**

The budget for FY 2018/19 was Ug shs 6.9 billion of which Ug shs 5.7 billion (82%) was released and all spent by 30<sup>th</sup> June 2019. Of the release, a total of Ug shs 0.359 billion was spent on procurement of animals for the three districts visited.



**Heifer beneficiaries in Rupa sub-county, Moroto district**

57. Includes the nine students enrolled for FY 2018/19 to NUYDC

## Physical Performance

A total of 1,068 out of 1200 East African Zebu heifers were procured and distributed to the women, elderly, disarmed youth and persons with disability (PWD). Of these Napak district received 85 short horned heifers, Nakapiripirit 126 and Moroto 175.

The sub-counties of Rupa in Moroto; Nakapiripirit Town Council; and Iriiri in Napak district were visited. According to the District Production Officers in these sub-counties, 170 out of 386 animals were received and distributed to the beneficiaries. Eight elderly beneficiaries (3 female and 5 male) in Rupa sub-county were visited. The distribution of heifers in Rupa and Iriiri sub-counties and Nakapiripirit Town Council is shown in Table 9.6.

**Table 9.6: Beneficiaries by sub-county as at 30<sup>th</sup> June, 2019**

Sub-county	Women	Youth	Persons with Disability	Elderly	Totals
Nakapiripirit Town Council	40	40	-	-	80
Iriiri sub-county	3	25	1	2	31
Rupa sub-county	-	42	5	12	59
<b>Total</b>					<b>170</b>

*Source: Moroto, Nakapiripirit and Napak DLGs, July 2019 and field Physical Performance*

## Support to Luwero Rwenzori Development Programme (LRDP)

The project objective is to enhance household incomes and is being implemented in 13 districts<sup>58</sup> in the sub-regions of Luwero and Rwenzori Triangle. The planned interventions were to support to micro projects extended to farmer groups, Savings and Credit Cooperative Organizations and civilian, veterans, youth, women in all beneficiary Districts and Municipalities.

### Financial performance

Funds totalling to A total Ug shs 1.016 billion was disbursed to the districts as follows: Luwero (Ug shs 198 million), Wakiso (Ug shs 623 million), Mukono (Ug shs 65 million), Nakasongola (Ug shs 70 million), Lyantonde (Ug shs 30 million), Kayunga (Ug shs 10), and Kyankwanzi (Ug shs 20 million).



**Kisa kya Maria Womens Development group showing their purchased tents in Kyampisii sub-county Mukono district.**

58. Butambala, Lwengo, Mukono, Wakiso, Kayunga, Kasese, Luwero, Kabarole, Kyenjojo, Kyegegwa, Mubende, Mityana, Lyantonde and Nakaseke

## Physical Performance

A total of 46 out of 50 planned Micro projects were supported with funds to enhance household incomes. According to field visits in Luwero, Mukono, and Wakiso, districts funds for micro projects were received on the district accounts and disbursed to various beneficiary groups including the women, youth, civilian veterans and farmer groups. These were used for various project enterprises such as catering, piggery, events management, fruit processing, green house construction and trading in grain produce.

In Mukono District, 10 groups benefitted and these included women groups (5), youth groups (2) and farmer groups (3). The Kisa Kya Maria Women's Development group located in Kyampiisi sub-county, Mukono district comprises of 45 women and accessed Ug shs 5 million. It is engaged in Events Management.

The group purchased 250 seater tents, 100 chairs and 3 cooking saucepans to hire out for functions. Through hiring of the tents and chairs, the group had so far saved Ug shs 400,000. The group was performing so well and had been booked to serve in other functions within the community.

In Luwero District, the Kasana Bakuseka Magenda Nanaansi Sellers Development Association group in Luwero Town Council was given Ug shs 5 million for farming and selling pineapples and watermelon. The group was comprised of 40 people (12 women and 28 men). Funds were used to increase inputs for their businesses. In Nkokonjeru Town Council, the Nkokonjeru Youth Disability Association micro- project group comprised of 28 members (13 female and 15 male) received Ug shs 10 million of which Ug shs 4.2 million had just been used to purchase 200 pieces of plastic chairs Events Management.

In Wakiso District 20 youth from Kakiri Town Council, benefitted from the project. The Kakiri Street Vendors Association was visited. It is a youth group comprised of 45 male youths. They accessed Ug shs 10 million for their poultry enterprise. They used the funds to procure chicks, chicken feeds and construction of a chicken house.



**Kakiri Youth Street Vendors Association showing their chicken project in Kakiri Town Council, Wakiso district**

The Kakiri Youth Production and Service Network in Kakiri sub-county in Wakiso district was allocated Ug shs 10 million for a welding project. The group is comprised of 12 youth and they bought 2 welding machines, a grinding machine and materials for display.

## Support to Teso Development project

The project objective is to initiate, design, coordinate and implement special programmes and projects for the disadvantaged areas in Teso sub-region. The planned intervention was to support micro projects in the districts of Kumi, Ngora, Serere, Katakwi, Bukedea, and Kaberamaido and its Municipality. The districts of Bukedea, Ngora, Soroti and Serere were visited to ascertain receipt of funds and progress on implementation of planned outputs.

## Financial Performance

A total of Ug shs 1,125,260,000 was disbursed to the six districts in the Teso sub-region and spent as at 30<sup>th</sup> June, 2019. All districts benefited: Kumi Ug shs 157,500,000; Kumi Municipality Ug shs 107,000,000; Ngora Ug shs 199,500,000; Serere Ug shs 149,660,000; Katakwi Ug shs 162,500,000; Bukedea Ug shs 157,000,000; and Kaberamaido Ug shs 192,100,000.

## Physical Performance

A total of 216 out of the 200 planned groups including the women, men and youth groups benefited from the support to Micro Project in the Teso sub-region (Table 9.7). The enterprises supported included purchase of heifers, goats, sheep, rice milling, produce buying, fish farming, piggery, saloon business, plastic chair hire, ground nut shelling, maize hulling, apiary and milling.

**Table 9.7: Beneficiary groups in the Teso sub-region in FY 2018/19**

District/sub-county	Beneficiary groups
Kumi	30
Kumi Municipality	19
Ngora	42
Serere	27
Katakwi	30
Bukedea	26
Kaberamaido	42
Total	216

*Source: Support to Teso Project, field findings*

In Serere district, of the 27 groups that benefited from the project, the Omuriakori Cattle Rearing Group in Oburin Parish, Olio sub-county, was visited. It was comprised of 10 elders (5 males and 5 females). The group received Ug shs 6 million for the heifer project.

The group purchased 10 East African Zebu heifers with each of the group members receiving one.



**Omuriakori Cattle Rearing Group with the purchased heifers in Oburin Parish, Olio sub-county, Serere district**

In Bukedea district, the Open Gate Womens Group located in Koutulai Village was visited. The group is comprised of eight women. They were given Ug shs 8 million for their tailoring business. The group purchased five sewing machines, accessories, materials and office items.

The women planned to sew school uniforms for schools in the communities.

**Post-War Recovery and Presidential Pledges**

The project objective is to initiate, design, coordinate and implement special programmes and projects for the disadvantaged areas of Northern Uganda, and Karamoja regions. The projet was later extended to other war affected sub-regions such as Bunyoro, Teso, Elgon and Bukedi.

The planned intervention was to procure and distribute cattle. The districts of Gulu in Acholi sub- region and Soroti in Teso sub-region were assessed to ascertain receipt of cattle.

**Financial Performance**

The FY 2018/19 budget allocated was Ug shs 18 billion, of which Ug shs 15.775 billion (87%) was released and Ug shs 15.147 billion (96%) spent as at 30th June, 2019. This was good release and absorption.

**Physical Performance**

A total of 17 Districts from Acholi,Lango,Teso and West Nile sub-regions benefitted from the restocking programme where 8,331 out of 18,600 cattle were procured and distributed (Table 9.8). The widows/widowers, orphans, Persons living with HIV, female headed households, ex-combatants, child mothers, youth, elderly and persons with disabilities in 17 Districts benefitted



**The Open Gate Womens Group with their purchased sewing machines in Bukedea district**

**Table 9.8: Regional distribution of cattle in FY 2018/19**

Sub-region	No. of cattle procured and distributed
Acholi	1,873
Lango	2,474
Teso	1,934
West Nile	2,050
<b>Total</b>	<b>8331</b>

*Source: OPM progress report;field findings, August, 2019*

Gulu and Soroti districts were visited. Bungatira sub-county in Gulu district received 112 cattle; Gweri sub-county in Soroti district received 84 cattle.

The gender aspect in the distribution of cattle was as follows: Bungatira sub-county: 07 PWDs, 24 youth, 07 women, 02 Orphans, 04 ex-combats, 16 vulnerable households, 03 former abductees and 23 elders’. For Gweri sub-county; 13 youth, 21 widows 08 orphans, 01 woman, 10 PWDs, 25 elderly, and 06 vulnerable households all received heifers. Ms. Christine Akurut, a widow with seven children living in Gweri sub-county, Soroti district was given a heifer.

**Transfers to Government Units:** The National Uganda Youth Development Centre in Omoro district was visited. The Centre was established with the aim of empowering the Youth of Northern Uganda who were affected and afflicted by the Lord's Resistance Army Conflict. The focus was on the Youth who missed out on education and had no skills for employment in the job market through knowledge based and demand oriented vocational training, help them gain dignity, acceptable standard of living and enhance their integration within the Communities.



**Ms. Christine with her PRDP heifer in Gweri sub-county, Soroti district**

### Financial Performance

During FY 2018/19, the OPM transferred funds worth Ug shs 1.2 billion to the National Uganda Youth Development Centre in Omoro district for training.

### Physical Performance

A total of 554 students were enrolled at the Centre by 30<sup>th</sup> June 2019. Vocational skills training were conducted in 10 courses (Table 9.9). The institution registered more females for tailoring, hair dressing and catering courses whereas the males enrolled for others. The females are burdened with family responsibilities and not having time for vocational studies. It was only the Agricultural course that had both males and females. The gender distribution shows that fewer females enrolled for vocational skills training compared to males.

**Table 9.9: Number of student s enrolled in each department by 30<sup>th</sup> June 2019**

No	Department	Male	Female	Total
1	Block Laying and Concrete Practice	25	0	25
2	Catering and Hotel Management	8	9	17
3	Carpentry and Joinery	5	0	5
4	National Certificate in Electrical Installation Sciences	58	1	59
5	Hair Dressing	0	23	23
6	Motor Vehicle Mechanics	43	1	44
7	National Certificate in Agriculture	102	61	163
8	National Certificate in Automotive Mechanics	94	0	94
9	National Certificate in Building and Concrete Practice	46	0	46
10	National Certificate in Catering and Hotel Management	9	13	22
11	National Certificate in Fashion and Design	0	19	19
12	National Certificate in Painting and Decoration	6	1	7
14	Tailoring and Cutting Garment	0	22	22
15	Welding and Metal Fabrication	7	1	8
	<b>Total</b>	<b>403</b>	<b>151</b>	<b>554</b>

*Source: NUYDC progree report and field findings, July 2019*

## **Challenge**

- 1) The physically handicapped were enrolled however, other disabilities were not catered for due to lack of staff such as interpreters for the deaf and aids for the blind.
- 2) The centre also lacks a breast feeding facility and day care for student mothers.

## **Recommendation**

- 1) The Ministry of Education should recruit personnel staff such as interpreters for the deaf and aids for the blind.
- 2) The NUYDC should set aside a budget for construction of a breast feeding facility and day care for student mothers.

## **Conclusion**

The programme performance was fair at 58%. These programmes focus on regional equalization where they considered the reduction in vulnerability of pastoralists and agro-pastoral communities, the marginalized groups such as the women, orphaned, men, elderly, youth, widows and persons with disability were considered in the distribution of animals. For Luwero Rwenzori and Teso projects, farmer groups, Youth, and women were financially supported.

## **9.4: Ministry of Public Service**

The programme assessed was the Policy, Planning and Support Services. The planned interventions were: i) Existing Office Block at Ministry of Public Service Headquarters remodeled to provide for facilities for PWDs, and ii) Gender and Equity Committee constituted.

### **9.4.1 Planning and Support Services**

The programme objective is to ensure effective and efficient deployment utilization of human, financial, and material resources.

#### **Financial Performance**

The FY 2018/19 budget was Ug shs 0.378 billion which was released and Ug shs 0.195 billion (52%) spent as at 30<sup>th</sup> June 2019.

#### **Physical Performance**

Remodeling of existing Office Block at Ministry of Public Service Headquarters to provide for facilities for Persons with Disabilities was 65% completed. The gender and equity committee was constituted and was representative (5 female, and 5 male including a PWD), however it is not yet functional.

## Conclusion

The performance of the programme was good at 83%. The gender and equity committee was constituted and was representative; whereas the civil works for remodelling of the MoPS block that included ramps was at 65%. A gender mainstreaming handbook for HR in Public Service, was developed however implementation and dissemination was slow.

## Recommendation

The MoPS should disseminate and provide technical support in the implementation of the HR gender Handbook in MDAs and LGs and operationalize the gender and equity committee.

## 9.5: Ministry of Local Government

The Ministry is responsible for creation, supervision and guidance of sustainable efficient and effective service delivery in the decentralized system of Governance. The Local Government Administration and Development programme was assessed.

### 9.5.1 Local Government Administration and Development

The sub-programmes under the programme assessed included: Markets and Agricultural Trade Improvement Programme (MATIP-2); and Project for Restoration of Livelihoods in Northern Region (PRELNOR).

#### Markets and Agricultural Trade Improvement Programme (MATIP-2)

The MATIP-2 supports at least 50% involvement of women in management of markets and value addition infrastructure. This is because women constitute a higher percentage of vendors in the markets than the men. This was evident in Masaka Main Market where the Chairman, Vice and Treasurer were women.

The Planned intervention was Construction of Markets. These included: Busia, Tororo and Soroti main markets that are located in the Eastern region; Masaka, Lugazi and Entebbe markets in Central; Mbarara and Kasese in the West; Arua and Kitgum in the North; and Lopedero main market in Karamoja.

#### Financial Performance

The FY 2018/19 budget was Ug shs 16.816 billion which was released and spent as at 30<sup>th</sup> June, 2019. This is inclusive of the African Development Bank and Government of Uganda funding.

#### Physical Performance

Performance of the 10 markets under construction averaged at 59.2%. Considerations for the disabled were considered where ramps were constructed .



works in progress for Walk way of Persons with Disability in Masaka market in Masaka Municipal as at Agust, 2019.

Special facilities such as day care units for women in child-bearing age category were constructed. The day care facilities will also act as starting points for formal learning. Special sanitary facilities have been included in the design of the markets. However, the women and the marginalized are not considered in the award of Contracts for Markets.

### Recommendation

The MoLG and Public Procurement and Disposal of Public Assets Authority should take consideration of women in the award of Contracts.

### Project for Restoration of Livelihoods in Northern Region (PRELNOR)

The project objective is to increase income, food security and reduce vulnerability of poor rural households in the nine districts<sup>59</sup> of the Acholi Region. The planned intervention was capacity building and sensitization.

### Financial Performance

The FY 2018/19 budget<sup>60</sup> was Ug shs 9,111,622,320 of which Ug shs 5,073,015,125 (56%) was released and spent by 30<sup>th</sup> June, 2019. Funding is inclusive of International Fund for Agricultural Development (IFAD); an Adaptation for Smallholder Agricultural Program (ASAP) grant and Government of Uganda.

### Physical Performance

The project conducted a number of trainings which included; farming as a business, financial literacy on developing simple business plans; gender mainstreaming, Local Seed Business methodology, Post-harvest Handling (PHH), and construction of energy cooking stoves in all the nine project districts. The number of trainers included 7,062 members (Table 9.10).

**Table 9.10: Trainings undertaken by 30<sup>th</sup> June 2019**

No.	Trainings	Female	Male	Total
1	Farming as a business and developing simple business plans	2668	2133	4801
2	Collective marketing, record keeping	162	113	275
3	Sensitization production and marketing committees of the farmers groups	213	118	331
4	Nutrition training for house hold mentors	119	115	234
5	Agricultural Extension Facilitators on Local Seed Business (LSB) methodology	25	27	52
6	Gender training of Agricultural Extension Workers, District Agricultural Officers)	29	80	109
7	Post-harvest handling	543	317	860
8	Training of trainers to support vulnerable households in construction, operations, maintenance, promotion of renewable energy technologies	200	200	400
	<b>Total</b>	<b>3959</b>	<b>3,103</b>	<b>7062</b>

*Source: PRELNOR reports, Field findings*

59. Adjumani, Agago, Amuru, Gulu, Kitgum, Lamwo, Nwoya, Omoro and Pader

60. The total budget and expenditure is from project inception. Actual expenditure for FY 2018/19 is inclusive.

Local artisans were selected, whose capacity was built to support vulnerable households in the operations, maintenance, and promotion of renewable energy technologies (RETS).

A total of 50 of local artisans, two from each project subcounty were trained in the use and operations of the cook stoves. The training was representative (one male and a female).

**Conclusion**

The performance of the programme was good at 71%. Considerations for women and the disabled were considered in the design and civil works where ramps and day care facilities were constructed. The gender aspect was also considered in the trainings under PRELNOR.



**Capacity building on the construction of the cook stove in Gulu district**

**9.6 Institutional Gender and Equity Responsiveness**

Uganda recognizes gender inequality as a cause of poverty. The National Development Plan 11, 2015/16- 2019/20 provides the overall framework for the development of all sectors and strongly outlines gender not only as a crosscutting issue but as a development outcome that must be systematically planned for and strategies laid out to achieve equality in development. Despite the NDP 11 being engendered and efforts in place to address gender imbalances, these still persist in the public sector management at all levels. These still exist in the implementation of the HR function in MDAs and Local Governments.

**HR Critical Policies**

Critical policies under the sector are gender and equity blind. For example, the Uganda Government Standing Orders, National Records and Archives and Public service training policies and the recently developed National Human Resource and Development Framework under the National Planning Authority.

**Staffing**

In the Uganda’s Public Service, men constitute 62.7% and women 37.3%. The gender composition at the various levels in the Public Service is shown in Table 9.11 below. The females mostly dominate the categories of Primary Health Care than the males.

**Table 9.11: Staffing by gender in the Public Service as at September, 2019**

	<b>PAYROLL CATEGORY</b>	<b>FEMALE</b>	<b>MALE</b>
1	Agricultural Extension Workers	565	2,432
2	Central Ministry Employees	8,589	10,395
3	Centralized Tertiary Employees	267	648
4	Chairpersons District Service Commission (DSC)	19	86
5	Decentralized Tertiary Employees	1,321	3,174
6	District Political Leaders	294	1,986
7	Government Agencies	1,121	2,011
8	Justices and Judges	29	34
9	Local Government Payroll	6,927	15,097
10	Primary Health Care Workers (PHC)	20,417	16,889
11	Primary School Employees	56,219	78,824
12	Public Universities	2,539	4,314
13	Secondary School Employees	7,649	19,350
14	Town Councils (Unconditional)	1,062	2,214
15	Uganda Police Force	8,582	34,228
16	Uganda Prisons Force	2,766	6,873
	<b>TOTAL</b>	<b>118,366</b>	<b>198,555</b>

*Source: IPPS Payroll Monitoring Unit, MoPS September, 2019*

In Local Governments as at July, 2019 women constituted 16 out of 127 (13%) of the CAOs and 17 out of 95 (17%) of the DCAOs, while at Municipality level, the percentage of women was static at 2 out of 41 TC positions (5%), however due to increase in 7 more Local Governments the overall proportion of women in Local Government positions decreased by 2% from 15% in 2018 to 13% in 2019 (Table 9.12).

**Table 9.12: Composition of CAOs, DCAOs and MTCs by gender in Local Governments**

<b>YEAR</b>	<b>July 2018</b>				<b>July 2019</b>			
<b>Position</b>	<b>Male</b>	<b>Female</b>	<b>Total</b>	<b>Female %</b>	<b>Male</b>	<b>Female</b>	<b>Total</b>	<b>Female %</b>
CAOs	102	14	116	14	111	16	127	13
DCAOs	66	7	73	10	78	17	95	18
MTCs	39	2	41	5	39	2	41	5
<b>Total</b>	<b>207</b>	<b>23</b>	<b>230</b>	<b>10</b>	<b>228</b>	<b>35</b>	<b>263</b>	<b>13</b>

*Source: MoLG records August, 2019*

Analysis in Table 9.13 indicates that the male dominate the positions of CAOs, DCAOs and TCs than the females in Local Governments. Given that the proportion of women is relatively lower than that of men even in junior positions, Uganda’s public service at all levels is likely to remain male-dominated for a long time unless special temporary measures are put in place to attain gender equality.

**Systems**

The Perfomance Contracts for Public Servants who are top public servants in Ministries do provide that they should promote gender and equity awareness in the workplace; however it is not clear how far this is the case in practice in MDAs and LGs, but if gender and equity were to be a compulsory aspect of performance evaluation with related gender indicators this would be an important entry point

**Implementation of the Employment Act 2006, Sexual harassment**

In District Service Commisions cases of sexual harassment are rampant in recruitments, promotions, and deployments especially in the Education Sectors however, fear of victimization and persistence of patriarchal institutional cultures that does not penalize sexism and harassment often all combine to undermine women’s confidence and advancement in the Public Service.

**Implementation of Payroll Reforms**

Corruption in payroll management especially in LGs affects the most vulnerable, poor & disadvantaged majority of whom are elderly women & marginalized pensioners with limited capacity to make up follow ups on processing of personal files with LGs and MoPS and MFPED.



**One-stop Centre at the Ministry of Public Service, Kampala**

**Functional One-Stop Centre at MoPS:**

The One-stop Centre at the Ministry of Public Service was functional to address HR issues including gender and equity issues under the decentralized payroll reforms where complaints of the marginalized groups including the sick, elderly, and the vulnerable groups that have failed to access services in Local Governments However the Centre did not keep gender disaggregated data.

**Safe spaces for nursing mothers/breastfeeding**

Through interviews with the HR and gender focal point persons in MDAs and LGs , there were no facilities for breast feeding mothers and many mothers indicated that they had to rush home during lunch time to breast feed their babies. This lack of child care, flexi time and support facilities at the work place may impact on the performance of mothers.

## 9.7 Overall Sector Conclusion

The sector's overall performance ranged was good at 72%. The sector commitments to address gender and equity concerns during FY 2018/19 were addressed through resettlement of Internally Displaced Persons, restocking of cattle and goats and financial resources, construction of ramps to ease accessibility for Persons with Disability, and day care facilities for women in the markets. Capacity building for small holder farmers was also under taken.

However, some of the interventions earmarked for gender and equity were not allocated budgets such as Ministry of East African Community Affairs while Public Service Commission, Local Government Finance Commission, Kampala Capital City Authority and National Planning Authority did not have specific gender and equity workplans and budgets.

The Ministry of Local Government reprioritized funds allocated for developing guidelines for mainstreaming gender concerns in the Local Government Subsector, whereas the planned interventions of providing skills and approaches to establish local revenue databases and negotiation between the Centrals and Local governments under the Local Government Finance Commission were annual routine interventions of the Commission and not equity interventions.

### Overall Sector Recommendations

- 1) The MFPED should scale up sensitization in gender and equity targeting decision makers and as well develop a communication strategy to be used as a tool to build awareness of G&E especially in the newly created districts.
- 2) The MFPED and MoLG should strengthen enforcement of G&E and put in place puritive measures for non-compliance.
- 3) The MFPED should avail specific gender and equity budgets for LGs upon submission of gender workplans approved by the Ministry.
- 4) The MoPS should disseminate the HR gender main streaming handbook in LGs and MDAs and offer technical support in the implementation.
- 5) The MoPS and PSC, DSCs should include the aspect of gender and equity in recruitments, promotions and deployments.
- 6) The PSC, LGFC, KCCA, NPA should include the gender and equity workplans and budgets in their plans.

# CHAPTER 10: ROADS

## 10.1 Introduction

“Roads” is one of the four sub-sectors<sup>61</sup> under the Works and Transport sector whose mandate is to: (i) plan, develop, and maintain an economic, efficient, and effective transport infrastructure and transport services by road, rail, water and air; (ii) manage public works including government structures; and (iii) promote standards in the construction industry.

The key implementing institutions in the roads sub-sector are: MoWT; Uganda National Roads Authority (UNRA); Uganda Road Fund (URF); Kampala Capital City Authority (KCCA), District Local Governments (DLGs), lower local governments (sub-counties) and urban councils. Other institutions outside the works and transport sector that have projects with roads sub-components include: the Office of the Prime Minister (OPM) and the Ministry of Local Government (MoLG).

### Sub-sector Gender and Equity Issues

The roads subsector gender and equity issues include:

Gender and Equity unresponsive engineering designs. To that effect, the needs of women, PWDs, the older persons and children not adequately taken into consideration during construction of infrastructure.

The needs of the voiceless including women, PWDs, children, the poor and the older persons not given adequate consideration in land acquisition, compensation and resettlement.

Women and PWDs are underrepresented in the construction of infrastructure.

High mobility of labour in construction projects and transport corridors heighten the risk of sexual violence towards women, girls and boys as well as HIV infection in the communities in the vicinity of construction.

Poor maintenance of community access road network at local government level, is an equity concern. Further to that, only 12% community access roads are motorable all year round.

### Sub-sector Gender and Equity Commitments

The roads sub sector gender and equity commitments in the FY2018/19 were:-

- Mainstream gender and equity in policies, plans and programmes in agencies and local governments.
- Promote formulation of legal frameworks for vulnerable persons at all levels.
- Strengthen land rights for the poor and vulnerable groups.

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61. The four sub-sectors under the Works and Transport sector are: 1. Roads; 2. Air Transport; 3. Railway Transport; and 4. Inland Water Transport

- Promote and protect the rights of vulnerable groups, namely, orphans and vulnerable children, PWDs, older persons against abuse, exploitation, violence and neglect.
- Expand labour intensive public works to poor and vulnerable households.

### 10.1.2 Scope

The projects/programmes monitored for the annual performance during the FY 2018/19 were selected on the basis of regional representation, level of capital investment, planned annual outputs, and amount of releases during the FY. Two (2) development projects were monitored under MoWT, 21 projects under the National Roads Construction/Rehabilitation Programme under UNRA (19 road and 2 bridge projects) and two programmes under URF. Under the URF the District Urban and Community Access roads (23 Local Governments) and National Roads Maintenance at UNRA stations (7 stations) programmes were monitored. These programmes/projects that were monitored are as shown in Table 10.1.

**Table 10.1: Project/programmes monitored for FY 2018/19**

Implementing Institution	Project/programme and location
Ministry of Works and Transport – Vote 016	Rehabilitation of District Roads: Luweero, Mbarara and Gulu Regional Force Account Units Construction of Selected Bridges
Uganda National Roads Authority – Vote 113	Upgrading – 14 Projects Akisim-Moroto (50.3km) Buhimba-Nalweyo-Bulamagi & Bulamagi-Igayaza-Kakumiro (93km) – Critical Oil Road Package 3 Bumbobi – Lwakhakha (44.5 km) Hoima-Butiaba-Wanseko (111km) - Critical Oil Road Package 2 Kampala – Entebbe Expressway/ Munyonyo (51km) Kampala Northern Bypass (17.5km) Kanoni – Sembabule – Villa Maria (110kms) Masindi Park Junction and Tangi Junction-Para-Bulisa Roads (159km) – Critical Oil Road Package 1 Mubende – Kakumiro – Kagadi road (107km) Musita-Lumino-Busia/Majanji (104km) Olwiyo – Gulu (70.3 km) Pallisa-Kamonkoli (44Km) Soroti-Katakwi-Akisim (100km) Tirinyi –Pallisa-Kumi (67Km) Rehabilitation – 5 Projects Nansana - Busunju (47km) Fort Portal – Hima (55km) Hima – Katunguru (58km) Ishaka – Katunguru (58km) Nakalama – Tirinyi – Mbale road (102km) Bridges – 2 Projects Design and Build of Odroo Bridge on Arua-Biliafe-Otrevu road, Ayugi Bridge on Atiak-Adjumani-Moyo-Yumbe-Manibe road, Wariki Bridge

Implementing Institution	Project/programme and location
	<p>on Logiri-Bondo road, Ceri, Adidi and Opio Bridges on Pakele-Pabbo road.</p> <p>Design and Build of Waiga Bridge on Bukumi-Bulisa-Wanseko road, Mpondwe Bridge on Kampala-Mubende-Fortportal-Uganda/DRC border road, Nsongi Bridge on Kasisi-Rutete-Kabata-Rwenkerizi-Kyanga Road, and Ruzairwe Bridge on Kibaale-Kyebando-Pacwa road.</p>
Uganda Road Fund – Vote 118	<p>District, Urban and Community Access Roads (DUCAR) Maintenance Programme –</p> <p>15 Districts</p> <p>Amuria, Amuru, Bugiri, Bukedea, Bukomansimbi, Bunyangabu, Butaleja, Isingiro, Kassanda, Kitgum, Manafwa, Mbale, Nebbi, Pader, and Tororo.</p> <p>8 Municipalities</p> <p>Ibanda, Iganga, Kisoro, Kumi, Mbarara, Mukono, Nansana, and Ntungamo.</p> <p>National Roads Maintenance Programme - 7 UNRA stations</p> <p>Arua, Hoima, Ibanda, Kabale, Kitgum, Kotido, Tororo</p>

*Source: Author's Compilation*

## 10.2 Sector Performance

The roads sub-sector made an effort towards implementing gender and equity commitments in the various activities undertaken during the FY 2018/19 by the different agencies. Gender interventions were mainstreamed in the programs of the three implementing agencies. Documentation of the gender policies and guidelines in the roads subsector was well documented in the MoWT and UNRA. However, the enforcement of these gender aspects is more defined in the National Roads Construction and Rehabilitation Program implemented by UNRA.

There is affirmative action to encourage females to take up the advertised positions and contracts in the DUCAR and National Roads Maintenance programs. However, the turn up of the female staff was low due to the nature of activities involved. The ferries had a good performance despite cases of overloading which rendered the vessels unsafe. The vessels lacked special or gazetted seats for vulnerable groups such as the PWDs, elderly, children, expectant and nursing mothers.

## 10.3 Ministry of Works and Transport

The MoWT strategic objective is: To plan, develop and maintain efficient Works, Transport Infrastructure and Services. The MoWT committed to the achievement of outputs in an all-inclusive manner taking into the consideration of gender and equity. Two (2) development projects, Rehabilitation of the District Roads; and Construction of Selected Bridges were assessed. The performance of the Gender and Equity interventions during FY 2018/19 under these projects are presented hereafter.

### 10.3.1 Rehabilitation of District Roads

Some district roads are in a dilapidated state hence the project seeks to rehabilitate them since the districts lack the financial capacity to carry out this nature of works. The project is aimed

at reducing the transport costs and improving connectivity in Local Governments by improving the condition of the DUCAR network. Activities implemented are aimed at connecting communities to each other, markets, health, and education facilities which is an equity intervention.

In FY 2018/19, the scope of works under rehabilitation of the district roads mainly involved: opening and widening, earthworks, heavy grading, spot gravelling, swamp filling, gabion protection works and construction of culvert end structures.

Activities were assessed in terms of staffing, gender awareness, safety and connectivity as detailed below.

### **Staffing**

The four units<sup>62</sup> on average had about 50 members of staff and the about 6% were females. This was attributed to the difficulty in attracting females since the force account works are labourious and mobile in nature. The few who are involved were majorly support staff.

### **Gender awareness creation**

Gender awareness creation meetings among project staffs were under taken during project implementation. The workers<sup>63</sup> were trained on how to mainstream gender during the execution of the projects.

### **Safety**

Personal Protective Equipment (PPEs) were provided to the project staff such as overalls, reflector jackets and safety boots. First aid kits and HIV/AIDS preventive materials were provided to the units. While works were ongoing, diversions were always provided to ensure accessibility during construction works. However, this project does not provide for road signage after the works have been done which puts the roads users at risk. For example, no signage for school zones or health facilities is provided so that traffic approaching these facilities is put on high alert.

### **Connectivity**

To improve connectivity in Local Governments by making better the condition of the DUCAR network, 200km (66.7%) of district roads were rehabilitated out of the planned 300km in the FY.

The DUCAR network is very important for both women and men since it provides access of livestock traffic or human movements to destinations frequently used by the communities.

Nakaseke District: Buggala-Butayunja-Bugambakimu is a community access road which connects the local people to trading centres and social facilities such as markets.

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62. Gulu, Luwero, Mbarara, and Mbale

63. Information on the number of trainings and workers trained was not available.

### **Box 1: Beneficiary Satisfaction**

*“Ever since I have been alive, I have never seen a road similar to this here. It was just a narrow foot path where crossing this swamp was with the aid of a stick.”* **An old man of over 70 years said at Butayanja swamp on Buggala-Butayunja-Bugambakimu road.**



The quality of works were good however, Butayanja swamp was still pending more widening and drainage improvement to protect works for a long period.

### **10.3.2 Construction of Selected Bridges**

The MoWT is undertaking the construction of selected bridges in various parts of the country to solve bottle necks on the district and community access road networks.

The project objectives are: construction of selected bridges and swamp crossings on district and community access roads; improving connectivity among isolated communities; reducing travel times and cost of transportation; and upgrading and reconstruction of old bridges to improve their load carrying capabilities to meet the current gross weight of traffic. Two projects namely; Construction of Nsokwe swamp crossing between Bugiri and Bugweri and Construction of metallic climbing ladders on Sigwa hill – Sironko district were assessed in FY2018/19 and the findings are detailed hereafter.

#### **Construction of Nsokwe swamp crossing between Bugiri and Bugweri (formerly Iganga) districts**

This project is aimed at creating a link between Bugiri and Bugweri (formerly part of Iganga) districts across Nsokwe swamp. Further to that, the project is envisaged to boost trade and agricultural activities in the area, and ultimately contribute to the livelihood of the community.

The scope of works involved: swamp raising within the swamp section (about 1.5km) including rock fill, installation of culverts, gravelling works (1.5km of swamp and 6km of approaches) and gabion works. The physical progress was estimated at 42.5% against a planned of 66.7%.

## **Construction of metallic climbing ladders on Sigwa hill – Sironko district**

The construction of the metallic ladder on Sigwa hill was to facilitate mobility and accessibility to social services by the people living within these mountainous areas for livelihood improvement, development and service delivery. In this area, the majority of the people could not access markets, schools, health centres and other social services downhill due to the steep slopes yet there was lack of an access.

The cumulative physical progress was estimated at 85%. The project was behind schedule and this was attributed to delays in procurement of materials for construction for the metallic ladder and increased heavy rains.



*Aerial view of the climbing ladders at Sigwa Hill, Mountain Elgon- Sironko district*

*School going pupils already making use of the ladder at Sigwa Hill- Sironko district*

## **Conclusion**

The MoWT projects fulfilled the aim of connecting communities to socio-economic services. Gender awareness creation among project staff was under taken during project implementation. However, it was difficult to attract female staff since the force account works are labourious and mobile in nature. Projects lacked adequate road signage after the completion of works which put the road users at risk.

The MoWT should provide adequate road signage especially at the bridges approaches and areas near the social-economic services.

## **10.4 Uganda National Roads Authority (UNRA)**

The programme contributes to improved transportation system as an outcome. Indicators to this outcome are: an increase in proportion of the paved national road network; percentage increase in the proportion of the paved national road network from fair to good condition, and proportion of total national road network that is paved.

## Gender Interventions under the National Roads Construction and Rehabilitation program

### Acquisition of Land

In the UNRA Resettlement Action Plan, special consideration is given to a group of PAPS categorized as the vulnerable which comprises of the elderly, child headed families and institutions. Data for the numbers related to this could not be accessed. These groups are assisted where need arises by: i) aiding in accessing the banking facilities to open up accounts where the PAPS are either taken to the banks or the bank agents brought to them; and ii) UNRA partners with Justice Centre Uganda (JCU) to provide pro bono services in order to fast track the process of any documentation like acquiring letters of administration.

At the moment, there is no policy in the Transport Sector allowing for the resettling of PAPS, however, this is in the pipeline. The UNRA is in the process of coming up with a Land Acquisition and Resettlement policy taking into account this proposal. This has been presented to the Top Management and is awaiting approval by the board as per the end of August 2019.

### Procurement

The UNRA committed to enhance the capacity of the local construction industry through the enforcement of the reservation scheme towards local content for implementation of the critical oil roads. This intervention was aimed at enhancing both financial and technical capacity of the local contractors and consultants companies. This was done for both construction and supervision of works.

### Construction Works

The UNRA implemented the PPDA regulations for Reservation Schemes to promote local content. This policy targeted reservation of 30% of the construction works for the local companies. This was applied on projects in the Bunyoro sub-region majorly categorized as the critical oil roads. The local companies accounted for 28% of the contracts that were signed up with a total monetary value of Ug shs 737 billion. Table 10.2 shows the breakdown of the contracts.

**Table 10.2: Break down of contracts during FY2018/19 (Ug shs billions)**

S/ N	Category	Reservation for Local and National Providers		Contract awarded to foreign firms	Signed contracts
		By threshold	By 30% subcontracting		
1	Works	406.6	162.6	1894	2300.7
2	Consulting services	24.65	-	162.6	187.6
3	Supplies & Non-consultancy	118.3	-	0.769	119
4	Delegated	24.8	-	-	24.8
<b>Sub-total</b>		574.4	162.6	2057.8	2632.1
<b>Total amounts</b>		<b>737</b>		<b>1895.1*</b>	<b>2632.1</b>
<b>%</b>		<b>28</b>		<b>72</b>	<b>54.17</b>

\* Total amount under foreign firms equals subtotal less 162.6

Source: Annual Sector Performance Report FY2018/19, Sept 2019, (MoWT)

These projects were funded by the GoU under differing funding modalities. Some of the examples were:-

- 1) Mubende – Kakumiro – Kagadi (107km): This is a design and build project for upgrading works. The works contract for this project was awarded to M/s China Communications Construction Company (CCCC) in association with three local contractors; M/s RODO Contractors, M/s Arm Pass Technical Services, and M/s Kasese Nail and Wood Industry Ltd.
- 2) Masindi Park Junction and Tangi Junction-Para-Bulisa Roads (159km): This is a design and build project for upgrading works and is prefinanced by the contractor. The works contract for this project was awarded to M/s China Communications Construction Company (CCCC) in association with three local contractors; M/s RODO Contractors, M/s Greystone Investments Limited and M/s MUKODA Engineering Works. Each of the local sub-contractors had been assigned different sections of 5km each to start with.
- 3) It was however noted that the local companies were subcontracted for the earthworks which require huge investments in terms of mobilisation especially for the equipment yet they attract low financial gains. This was not advancing the local contractors financial capacity as some of them were not breaking even.
- 4) Over 90% of the bridge construction projects were being implemented by the local contractors and these were performing well.

### **Supervision of Works**

The UNRA has long been applying the use of local content in the supervision of works. Over 80% of the upgrading projects in the FY were being supervised under joint ventures between international and the local companies. Over 96% of the rehabilitation projects were being undertaken by the only local companies, 2% by international companies and 4% by the in-house supervision teams. All the bridge projects apart from the New Nile Bridge and the Kampala Fly over project were being supervised by the UNRA-in house teams. Local companies have been assigned supervision contracts on all rehabilitation and bridge projects.

### **Involvement of Women and PWDs in projects**

This section assesses the extent of involvement of women and PWDs on projects that were implemented. This was done for both construction and supervision of works.

#### **Construction works**

The female composition of the contractor's staff employed on the projects was estimated at 11%, falling short of that targeted 30% as seen in Table 10.3. There were also no PWDs noted on the project contract staff. This was mainly attributed to the nature of works involved which necessitated being on the road most of the time. The few number of females on the projects were also noted to be occupying mainly positions of the support staff.

**Table 10.3: Composition of the contractor's staff**

Project name	Male	Female	Remark
Soroti –Katakwi - Akisim (100km)	611 (93%)	45 (7%)	A total of 568 staff were Ugandan and 43 were Chinese.
Akisim - Moroto (50.3km)	364 90%)	41(10%)	45 of the staff were Chinese.
Musita – Lumino	831(87.4%)	120 (12.6%)	A total of 47 male Chinese were employed on the project. All the females were Ugandan. The Ugandan females were majorly employed as flaggers, cooks and support staff.
Masindi – Para Junction and Tangi- Para – Bulisa roads (159km)	653 (91.8%)	58 (8.2%)	Chinese made up of 117 (16.5%) and 594 (83.5%) were the local staff
<b>Total</b>	<b>2459 (89.3%)</b>	<b>264 (10.7%)</b>	<b>Overall the females staffing level on the project was 10.3% which is below the target of 30%</b>

*Source: Author's Compilation*



*Female participation in road works: A flag girl controlling traffic flow on Musita-Lumino road construction project*

## Supervision of works

The female composition on the supervision teams was estimated at about 20% which is below the target of 30% as seen in Table 10.4. Like in the construction works, females on the supervision teams on all the projects were mainly occupying positions under the support staff. For example, on the Design and Build of Masindi-Pak Junction, Park-Junction-Buliisa road, Wanseko-Bugungu and Tangi gate-Paraa-Pak Junction (159km), the consultant had 26 staff of which 10 (38.5%) were key and 16 (61.5%) were support staff. The female composition was as follows: 4 (15.4%) out of the total number of 26; 1 (10%) out of the key staff category; and 3 (18.8%) out of the support staff category.

The position occupied by the female under the ‘key staff category’ was Sociologist / Gender Specialist; and under the support staff, the females occupied the positions of laboratory technician, assistant sociologist /gender and administrator.

They were no Persons with Disabilities (PWDs) on the supervision teams on all the projects monitored.

**Table 10.4: Composition of the supervision teams**

Project name	Male	Female	Remark
Soroti –Katakwi - Akisim (100km)	21 (77.8%)	6 (22.2%)	The females on the team were part of the key personnel on the engineer’s supervision team occupying positions such as; Lab technician, CAD technician, Sociologist and Secretary.
Akisim - Moroto (50.3km)	35 (87.5%)	5 (12.5%)	
Musita – Lumino	21 (65.6%)	11(34.4%)	36.4% of the females were deployed as technical site staff, 9% as experts and 54.5% as support staff.
Masindi-Pak Junction, Park-Junction-Buliisa road, Wanseko-Bugungu and Tangi gate-Paraa-Pak Junction (159km)	22 (84.6%)	4 (15.4%)	
<b>Total</b>	<b>99 (79.2%)</b>	<b>26 (20.8%)</b>	<b>The consultant’s involvement of females on the project was estimated at 20.8% which is well below the desired 30%.</b>

*Source: Author’s Compilation*

## Inclusiveness in design

The designs of the roads constructed took care of the vulnerable road user groups in a number of aspects. These included: pedestrian walkways in urban areas and on bridges. A case in point is a 1.5m wide concrete walker is provided on the LHS of the Northern Bypass from Busega all the way to Namboole; foot bridges like on the Northern Bypass in Kisasi, Kyebando and Naalya; covered drain in urban areas; rumble strips in urban areas and schools; and road signage.



*Road Signage, rumble strips and pedestrian crossing along Soroti – Katakwi – Akisim road*



*Pedestrian sidewalks with covered side drains provided in Nankoma town at km 35 on Musita-Lumino*



*Safety: A pedestrian foot bridge on Kampala Northern Bypass*



*Access for all: A ramp at the foot bridge on Kampala Northern Bypass*

## **Occupational health and safety**

Personal protective equipment (PPEs) were issued to the workers and these were being utilized well. There were cases of loss of the PPEs and no timely replacement which left the workers exposed to the various hazards in their work areas. There were also issues of quality of the PPEs such as the safety boots and gloves being poor and so could not serve the intended purpose for a long time. This resulted into some workers working without the required PPEs.

The workers traverse long distances to and from work on foot while others overloaded any available means of transport which put their lives at risk of accidents.

It was also observed that sanitation facilities were provided, however they were not separate for both gender.



*A casual labourer working without any personal protective equipment(PPE) on Musita-Lumino road construction*



*A sanitation facility provided to serve both Male and Female staff*

### **Social safe guards**

The supervising consultants together with the contractors undertook monthly awareness campaigns such as; women protection against gender based violence; child protection; PWD, elderly and HIV/AIDS.

Sensitization of the communities on especially HIV/AIDS was done through weekly radio talk shows, monthly out-reach programs to the communities along the project corridors where free HIV testing was extended to the communities, testing of water sources for quality of water and provision of health services in clinics at the contractors' camps for both the workers and the community.

For example, on the Soroti – Katakwi-Akisim project, arising from the HIV/AIDS awareness campaigns, a total of 1,739 project staff were tested and counselled; of which 1310 (75.3%) were male and 429 (24.7%) were female. Within the community along the project, cumulatively 1,641 people were tested and counselled of which 968 (59%) were male and 673(41%) female. Additionally free condoms were distributed to individuals within the communities, at work stations and strategic public points like bars and toilets within the project corridor. A total of 46,097 condoms were distributed to both project staff and the communities.

### **Conclusion**

Gender activities in this program were main streamed and thus budgets could not be attached to what was being implemented. Vulnerable groups were considered during compensation but disaggregated data could hardly be availed. The 30% reservation scheme for the local content in construction was enforced in the critical oil road projects. This was however mainly for the earth works which required huge investment to mobilise yet they have the least financial gains on the project. The local content in the supervision works was satisfactorily applied.

There was involvement of females on the projects implemented. Female staff employed on both the contractors and supervision teams were estimated at 10% and 20% respectively. This was however below the target of 30%. There were no PWDs employed on projects and this was attributed to the nature of works.

## **10.5 Uganda Road Fund**

The fund was set up to enable steady and reliable funding for routine and periodic maintenance of public roads mainly from road user charges. The fund derives its mandate from section 6 of the URF Act 2008. It is mandated to collect road user charges (RUCs) and manage the funds collected to finance road maintenance programmes.

The Designated Agencies employed a mix of force account and contracting to deliver planned outputs. Since FY2012/13, there has been a policy emphasis towards the use of force account to maintain the District, Urban and Community Access Road (DUCAR) network.

This Vote has two programmes namely: the District, Urban and Community Access Roads (DUCAR) Maintenance Programme, and National Roads Maintenance Programme (NRMP). These two programmes were monitored for the annual performance in the FY 2018/19 and the findings are presented hereafter.

### **Physical Performance**

The performance of the two programmes under URF is presented as follows:

#### **District, Urban and Community Access Roads (DUCAR) Programme**

District, Urban, and Community Access Roads (DUCAR) are maintained by local governments using funds from the central government under the DUCAR Programme through the URF vote and, to a limited extent using the locally generated revenue. The districts also utilise the non-conditional grants from the central government under the Discretionary Development Equalization Grant (DDEG). The MoWT provides the collective technical support and supervision to the Local Governments under DUCAR.

#### **Routine Manual maintenance – Composition of Road Gangs by Gender**

The agencies used road gangs to execute manual maintenance on their road networks. The gangs comprise of 10 workers that work on 20km, i.e. each worker maintains 2km of road near his home under the supervision of a headman. The main reason for this approach is to improve livelihood of the local community along the road and to create a sense of ownership of the road in the community. On average the road gangs comprised of 57% men and 43% women. The manual maintenance involved grass cutting, desilting of culverts and side drains, as well as carriageway sweeping and replacement of road signs in urban areas.

It was noted that women and the elderly did fairly well in performance of manual maintenance compared to the youth. This is because the youth often abandon the road works for more lucrative activities. However, in the northern region, there is a stereotype that road works are a male domain and thus most women are not interested which is the reverse in the western region, specifically the Kigezi sub region.

## **Routine mechanized maintenance – Composition of staff at the works departments**

This intervention was implemented by use of force account. The performance of the DUCAR was generally good. That notwithstanding most DUCAR agencies had very low staffing levels which affected the management and supervision of maintenance works. The composition of the LG works department staff on average was dominated by males at 95.2% and females at 4.8%. The low participation of women is attributed to the difficulty in attracting females with the required qualifications.

District roads are generally narrow which does not facilitate separation of motorized and non-motorised traffic. The roads lack key features like road signage; and specifically in the urban areas, zebra crossings; street lights; as well as pedestrian walkways which puts the pedestrians at risk. This was attributed to the limited funds which cannot allow for provision of these features.

### **Conclusion**

The composition of female for both the routine manual and mechanized maintenance was low. This is evidence that there exists substantial gaps in mainstreaming gender in the DUCAR maintenance program. The district and urban roads lack critical additional features such as road signage, lighting and pedestrian walk ways due to the inadequate financing which is limited to provision of the carriageway. This puts the lives of the road users at a risk.

### **National Roads Maintenance (NRM) Program**

The programme involves activities on the maintenance of 20,854km on the national roads network, ferry services or inland water transport services and axle load control across the network. This programme is implemented by UNRA through 23 stations in different regions of the country. It aims at improving and maintaining interconnectivity of the national road network across the country by reducing the rate of deterioration, lowering vehicle operating costs and travel time as well as ensuring safety of road users and ferry services.

The UNRA stations are responsible for directly executing force account activities which involve routine manual (labour based contracts) and routine mechanised maintenance. In addition, they undertake supervision services for term maintenance contracts, periodic maintenance contracts, and framework contracts for mechanised maintenance which are managed at the headquarters.

Maintenance of National Roads Infrastructure; and Operations and Maintenance of Ferries were assessed.

### **Maintenance of National Roads Infrastructure**

Implementation of national roads maintenance by manual (Labour Based Contracts), routine mechanised and by mechanised contracts were the interventions monitored. Details under the key interventions by the UNRA stations are provided below;

## Physical performance

### Routine Manual Maintenance

Routine manual maintenance was executed through labour based contracts (LBCs) involving the local population along the road. The core reason for the use of LBCs is to improve livelihood of the local community along the road. It is a poverty reduction strategy for low income earners in the rural areas.

The mode of implementation is that the UNRA supervisor assigns the contractor a minimum of 5km to carry out maintenance activities such as; bush clearing, cleaning drains, filling potholes and sweeping dust off the road.

The gender distribution of the contractors on the projects per station is indicated in Table 10.5.

**Table 10.5: Composition of the Labour Based Contractors**

Station	Male	Female	Remark
Hoima	69	10	Poor performance in regards to female involvement in the labour force for road maintenance.
Kitgum	95	101	Sample of performance reports showed that performance of women towards accomplishment of projects was rated at 71.3% against 62.3% of the females. This was attributed to the fact that the females abandon work during the planting season and attend to their gardens.
Tororo	64	46	This was almost a balanced participation in terms of gender at the station. The performance of the males was higher than that of the females.

*Source: Respective UNRA stations*

### Routine Mechanised Maintenance- Staffing by gender

This intervention is implemented by use of force account. The performance is directly affected by the available staffing levels and equipment capacity within the individual stations;

Table 10.6 shows the staffing capacity by gender at the stations;

**Table 10.6: UNRA stations staffing**

Station	Required staff <sup>64</sup>	Total staff available by gender	Remark
Hoima	-	26 Males 1 Female	Very low participation of females
Kabale	-	26 Males 2 Females	Very low participation of females
Kitgum	36	24 Males 1 Female	Low participation of females in the maintenance works. There are staffing gaps at the Fleet Assistant, Plant Operators and Plant Attendants level.
Tororo	46	37 Males 3 Females	This is low participation of females in the road works and was attributed to the difficulty in attracting females with the required qualification. There is a staff shortfall of 3 people at the plant attendant and fleet assistant level

*Source: Respective UNRA stations*

Generally the number of females at the UNRA stations was low. This was attributed to the failure to attract female personnel with the requisite qualifications despite the existence of a policy to encourage them to take up the advertised positions.

**Implementation by contracts – Proportion of works by local contractors**

There were a total of 126 contracts (either periodic, framework or term maintenance contracts) across the 23 UNRA stations in the country to carry out maintenance works during the FY2018/19. All these contracts were executed by the local contractors. This was in line with the reservation scheme to promote local content.

**Operation and Maintenance of Ferries**

The performance of the operation and maintenance of ferries component was very good. The ferries had an overall availability performance of 97% and cumulatively a total of 4,113,372 passengers were carried by the end of FY2018/19. The UNRA operated a total of Nine (9) ferry crossings linking a total of 16 districts.

The annual monitoring covered two ferries at; Nakiwogo Ferry Services under Mpigi UNRA station and Namasale – Zengebe under Luweero UNRA station. The findings are presented hereafter.

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64. Required staffing numbers for Kabale and Hoima UNRA stations was not availed

## Nakiwogo Ferry Services under Mpigi UNRA station

### Financial Performance

The annual budget for the ferry was Ug shs 414,823,000 in FY 2018/19 of which Ug shs 328,142,000 (79.1%) was released and Ug shs 322,552,540 (98.3%) expended. The release was good while absorption was very good.

### Physical performance

The performance of the ferry was very good at 99.4%. There were more passengers ferried due to large influx of the traffic along the route. Less trips were made due to unscheduled maintenance of the ferry. Table 10.7 summarizes the physical performance of the ferry station.

**Table 10.7: Performance of Nakiwogo Ferry in the FY 2018/19**

Outputs	Target	Achieved	Performance (%)	Remark
Number of trips	763	749	98.2	Less trips were made due to unscheduled maintenance
Target number of passengers ferried	120,000	120,591	100.0	Passengers ferried exceeded the target
Number of Vehicles ferried	9,760	9,754	99.9	Good performance
<b>Performance</b>			<b>99.4</b>	<b>Very good performance</b>

*Source: Nakiwogo Ferry Work plans FY2018/19 and Author's compilation*

The total number of passengers ferried exceeded the target despite the ferry making less trips than planned. This implies that there were cases of overloading which posed a risk of accidents and death to the users.

## Kyoga Ferry Services under Luweero UNRA station

Luweero UNRA station manages two ferries that ply the Zengebe – Namasale route across Lake Kyoga; MV 1 Kyoga and MV 2 Kyoga. MV2 Kyoga has a capacity of 16 vehicles and 120 passengers and MV1 Kyoga has a capacity of 15 vehicles and 120 passengers

The ferry provides a connection between Namasale in Amolatar and Zengebe in Nakasongola district on Lake Kyoga. This facilities business activities in Kaberamaido, Dokolo, Amolatar, Amuria districts and parts of Soroti district.

The MV 1 Kyoga is fully operational throughout the day. However, much as the MV 2 Kyoga is a bigger and faster ferry (travels at 16.7 kilometers per hour compared to MV 1 Kyoga that travels at 8.33 kilometers per hour), it is only used twice a day due to the limited operation budget.

## Financial Performance

The annual budget for the ferry in FY 2018/19 was Ug shs 1,380,135,707 of which Ug shs 1,286,537,417 (93.2% of the budget) was released and Ug shs 1,280,342,884 spent by the end of the FY.

## Physical performance

The performance of the ferry was good at 83% as shown in Table 10.8.

**Table 10.8: Performance of Kyoga Ferry Services**

Outputs	Target	Achieved	Performance (%)	Remark
Number of trips	1,392	1342.0	96	Services interrupted by Maintenance works on Kyoga 1 & 2 ferries. Kyoga 2 is underutilized due to its high consumption of fuel yet the available budget is inadequate.
Target number of passengers ferried	334,080	351990.0	100	This was due to increased number of people using the ferry especially during market days and festive seasons
Number of Vehicles ferried	41,760	21445.0	51	This is because more big trucks were ferried which reduces the design capacity of 15 small cars
<b>Performance</b>			<b>83</b>	<b>Good performance</b>

*Source: Kyoga Ferry work plans FY2018/19 and Author's compilation*

Other activities achieved in FY 2018/19 were; acquisition of land on Zengebe side (about 2 acres), facing and repairing of the landing at Namasale to ease docking on Amolator side.

## Key interventions on the ferry services

### Waiting area

There are provisions of a waiting area for passengers before boarding the ferry. There were temporary tents with seats to provide waiting shelter to the passengers at both the ferry stations. Additionally construction of a permanent shelter commenced in FY 2018/19 using force account by Luweero UNRA station for the Zengebe - Namasale Ferry. The shelter had progressed up to the roofing stage, the pending works were finishes and fittings which were set to commence in the FY2019/20.



*Temporary tent acting as a waiting area at Zengebe*



*Permanent waiting area at Zengebe under construction*

### **Sanitation facilities**

There were sanitation facilities with separation for male and female with provision of a ramp to ease access for people with disabilities at the Zengebe - Namasale Ferry. A six stance toilet was constructed in the FY2018/19 at the Zengebe - Namasale Ferry under force account. There were however no sanitation facilities on board except for MV2 Kyoga although these were not functional at the time of monitoring on 13th August 2019. On the other hand, the sanitation facilities at Nakiwogo Ferry did not address the requirements for people with disabilities.



*A six stance toilet constructed at Zengebe with a ramp for ease of access in FY2018/19*

### **Staffing**

The staffing level for the Zengebe – Namasale Ferry was at 50% with all the recruited staff being male. There were staffing gaps at the ferry operators, mechanics and attendants level.

There were staff houses on Namasale side however it was noted that they were not enough for all the staff employed on the ferry. On Zengebe side there were no staff houses but plans for construction were underway following the acquisition of land in FY2018/19.

For the Nakiwogo Ferry, the staff did not have housing in close proximity to the docking site and this was attributed to lack of land for construction of such facilities. However, transportation was provided to the key staff like the ferry master.

**Safety**

Life jackets were provided to all passengers without discrimination. MV 1Kyoga had 127 life jackets of which 106 were for adults and 21 for children and MV 2 Kyoga had 200 life jackets of which 150 were for adults and 50 for children.

At Nakiwogo, the life jackets were of the same size and therefore were not adequate for the small and big bodied passengers. The ferry attendants were in charge of directing passengers when to put on like jackets in cases of emergency.

There were pre-board orientation sessions conducted under the waiting shelter. However, interaction with some of the regular passengers revealed that pre-board orientation was not a routine practice at the ferry site and most of them did not have knowledge on how to use life jackets. In addition, there was registration of passengers and vehicles before boarding the ferry.

There was no clear separation between pedestrians and motorized traffic at the ferry landing site which posed a risk of accidents. However there were plans to construct a pedestrian walkway in FY2019/20. Additionally the site lacked appropriate signage to guide pedestrian movements at the landing site and tactile signage for the blind.

There ferries were also equipped with lifebuoys and firefighting equipment, and a standby boat rescue boat and crew for rescue services.

Other safety criteria was followed in the operation of the ferry to avoid accidents and this included; ensuring balance of the ferry before sailing, ensuring that the load limit is not exceeded, controlling movement of passengers aboard the ferry, presence of rescue team on board, and ensuring presence of firefighting equipment on the ferry.



*Nakiwogo ferry fitted with safety gear and seats under a shade*



*Access to the docking site with no separation of motorized and non-motorized traffic*

### **Provisions for vulnerable groups**

The ferry lacked special or gazetted seats for vulnerable groups such as the PWDs, elderly, children, pregnant and nursing mothers.

### **Challenges faced Under the National Roads Maintenance Programme**

- Limited numbers of female professionals in the maintenance of the roads
- High influx of traffic and cargo on the ferries.
- Inadequate budget to run both Kyoga 1 and 2. Kyoga 2 is underutilized due to its high fuel consumption yet resources are inadequate.
- Inadequate number of staff which stretches those available.
- Lack of adequate facilities (sanitation, waiting sheds and stores) at landing sites due to shortage of land for construction.
- Inadequate accommodation for the ferry staff.
- The ferries lacked special or gazetted seats for vulnerable groups such as the PWDs, elderly, children, pregnant and nursing mothers

### **Conclusion**

The level of involvement of females in the National Roads Maintenance programme was low despite the presence of an affirmative action to encourage them to take up the advertised positions. The low numbers were attributed to failure to attract female personnel with the requisite qualifications. All the contracts at the UNRA stations were executed by the local contractors in line with the reservation scheme to promote local content.

The performance of the operation and maintenance of ferries component was very good. The total number of passengers ferried exceeded the target despite the ferry making less trips than planned. There were cases of overloading which rendered the ferries unsafe. The ferries also lacked special or gazetted seats for vulnerable groups such as the PWDs, elderly, children, expectant and nursing mothers.

### **Recommendations**

- The UNRA recruit additional staff for both the ferries and stations with deliberate actions taken to improve the numbers of females employed;
- The UNRA should allocate additional resources for Kyoga 2 which has higher carrying capacity.
- The UNRA should acquire additional land within the landing sites to provide for adequate facilities such as toilets and canteens;
- The UNRA should provide accommodation facilities within close proximity to the ferry staff.
- The UNRA should gazette seats for vulnerable groups on the ferries.

## 10.6 Institutional Gender and Equity Responsiveness

### Ministry of Works and Transport

The Ministry of Works and Transport has a policy statement for Mainstreaming Gender into the Roads sub-sector in 2006. The policy is aimed at strengthening the Roads sub-sector contribution to poverty reduction through provision of an enabling environment where women and men, girls and boys participate in and benefit from developments in the sub-sector in an equitable manner. The policy also seeks to promote gender responsive service delivery; strengthen the capacities of the sub-sector institutions, partners and service providers to mainstream gender; and commit adequate resources for gender responsive activities in the roads sub-sector.

The policy makes no mention of gender based violence related issues. However, all staff, women and men alike, at all levels are made aware of their rights and responsibilities during all available opportunities and fora such as staff meetings, institutional bulletins and messages on notice boards.

### Uganda National Roads Authority (UNRA)

The authority formulated a Human Resources Policies Manual which is always revised where necessary with the latest issue in June 2016. The manual has a number of policies all of which set out the minimum country labour standards and employment conditions in Uganda. Among these is the Sexual Harassment Policy which carries the definition of sexual harassment and spells out what this act entails; lists the process for investigating and resolving incidents of alleged sexual harassment; spells out clauses on confidentiality, sanctions, protection of victims of subtle sexual harassment, assurance against retaliation, statement on consensual relationships, documentation and application.

Other key policies in the manual are: Grievance Handling, Employee Relations, Occupational Health and Safety (OSH), HIV/AIDS, Performance Management and Human Resource Development. Staff at the head office and at the UNRA stations knew about gender and had undergone training in gender related aspects. There was a clearly labelled lactating room at the UNRA head office in Nakawa although this was closed on the 15th of August 2019 since there were no lactating mothers then. The staff in all departments comprised of both males and females although the numbers could not be established. There is however a policy on the encouragement of females to make up at least 30% of the staffing unit. Separation of the rest rooms for both males and females was adhered to.

The UNRA has a department of Environmental and Social Safeguards, under Directorate of Network Planning and Engineering, which is responsible for all gender related issues and environmental safeguards of all development projects being implemented by the authority. The unit has an Environment and Social Management System which has a revised version in the year 2019. This comprises of procedures, guidelines, policies and checklists on environmental and social (land compensation, STD and HIV/AIDS alleviation, Occupational Health and Safety, site condition) issues. A revised guideline for Mainstreaming Gender, HIV/AIDS and Needs of Vulnerable Groups in UNRA projects was accessed. This spelled out what is expected of each stakeholder in the project design and implementation process.

The guidelines have checklists for the gender requirements in the Gender Mainstreaming, HIV/AIDS and Needs of Vulnerable Groups in UNRA projects in the following areas: The different construction stages of: project conception, project screening, design, and land

acquisition (compensation and resettlement); and the thematic areas of: Environmental and Social Impact Assessments; Gender Action Plan, HIV/AIDS Plan, No Sexual Harassment Plan, Human Resource Management Plan, Operational Health Management Plan, Grievance Management Plan; No Sexual Harassment; HIV/AIDS; Child Protection; Human Resource; and Reporting.

On all the road and bridges projects monitored, the social safe guard aspects were being implemented and documented on a monthly basis. Services were being provided by UNRA Nominated Service Providers subcontracted by the contractors. The monthly and quarterly reports of the contractor and supervising consultants included statistics on gender makeup of the workforce, including the respective number of men and women, sexual harassment cases, HIV and AIDS, child protection issues, community engagements, PWDS who are in management positions and who are employed in the skilled and unskilled positions.

### **Uganda Roads Fund (URF)**

The URF has a Human Resources Manual last revised in 2016 which provides operational human resource management policies and procedures to implement the Uganda Road Fund Act, 2008 (“the Act”) and attendant regulations in compliance with current and relevant laws and regulations. The manual applies to the operations of the Uganda Road Fund and the activities of the Secretariat of the Board, undertaken by its permanent and temporary employees. Where the manual does not contain a rule for a particular issue, then the provisions of applicable statute or regulation apply.

Under section 10.5.4: Harrasment and Discrimination, no form of discrimination is tolerated including harassment for the following reasons: ancestry, race, national origin, colour, religious creed, disability, medical condition, pregnancy, age, military status, or gender. Special attention is paid to the prohibition of sexual harassment in this section where all the act has been well defined and any forms related to it listed. The procedure relating to handling of cases relating to sexual harassment is also well defined.

### **Local Governments**

At Local Governments did not have institutional gender specific polices however reference was made to the National Gender Policy (2007) and the MoWT Policy Statement for Mainstreaming Gender into the Road sub-sector (2006) during the planning and budgeting processes, recruitment and deployment of the staff in the Works department. Over 70% of these agencies had a gender focal person and admitted to budgeting for gender related activities although this was not evident in the work plans accessed for the roads maintenance in the Works departments. The Gender related activities were budgeted for under the Local Revenue and these were never prioritized when the funding is realized and thus never implemented. However, the Local Governments do give female gangs and head personnel an edge when recruiting teams for the Routine Manual Maintenance of activities. However, the turn up for these females to take up such position was low.

### **Conclusion**

Documentation of the Gender policies and guidelines in the roads subsector was well documented in the MoWT and UNRA. However, the enforcement of these gender aspects is more defined in the National Roads Construction and Rehabilitation Program implemented by UNRA. An Environment and Social Safeguard unit was in place with a management system

that clearly defined the procedures, guidelines, policies and checklists for the various aspects. Monthly reporting on the progress of the gender aspects on all projects was done.

Local Governments mainly emphasized the involvement of females in the teams for routine mechanized maintenance whose turn up was low due to the nature of activities involved. Gender related activities in the Local Governments are budgeted for under Locally Generated Revenue but these are never implemented as they are never prioritized when the funding is realized.

### **Overall Sub-sector Conclusion**

The sector made a tremendous effort in implementing gender and equity concerns across all votes in the FY 2018/19. Gender interventions were mainstreamed in the programs of the three implementing agencies. Documentation of the gender policies and guidelines in the roads subsector was well documented in the MoWT and UNRA. However, the enforcement of these gender aspects is more defined in the National Roads Construction and Rehabilitation Program implemented by UNRA.

There is affirmative action to encourage females to take up the advertised positions and contracts in the DUCAR and National Roads Maintenance programs. However, the turn up of the female staff was low due to the nature of activities involved. The ferries had a good performance despite cases of overloading which rendered the vessels unsafe. The vessels lacked special or gazetted seats for vulnerable groups such as the PWDs, elderly, children, expectant and nursing mothers.

# CHAPTER 11: SCIENCE, TECHNOLOGY AND INNOVATION

## 11.1 Introduction

The Science, Technology and Innovation (STI) Sector is guided by four strategic objectives as provided in the second National Development Plan (NDP II):

- To enhance the integration of science, technology and innovation into the national development process.
- To increase transfer and adaptation of technologies
- To enhance research and development in Uganda and,
- To improve the science, technology and innovation legal and regulatory framework.

The planned interventions for FY2018/19 include establishment of model value addition centres, establishment of science parks and other science infrastructure, supporting incubation activities for MSMEs industrial skills development and capacity building and support to commercialize research outputs.

### Scope

The assessment covered two sector Votes ( table 11.1).

**Table 11.1 Scope of assessment FY 2018/19**

Vote	Programme/Sub programme
Ministry of Science, Technology and Innovations (MoSTI)	Research and innovation Kiira Motors Corporation (KMC), Uganda National Council for Science and Technology (UNCST). Presidential Initiative of Banana Industrial Development project (PIBID) Science entrepreneurship
Uganda Industrial; Research Institute (UIRI)	Industrial Research Programme Support to UIRI

*Source: Author's Compilation*

### Sector performance

The STI sector did not have a specific gender and equity budget for FY2018/19. The sector performance was poor as most of the planned G&E interventions at MoSTI were not implemented due to budget shortfalls and low staffing levels. The industrial research programme under UIRI performed better than other programmes. The UIRI supported 13 MSMEs dealing in various enterprises to incubate their technologies at the headquarters and satellite centres. The UNCST supported 16 recipients of the innovation fund from all regions of the country to commercialize their research outputs.

## **Vote performance**

### **11.2 The Ministry of Science, Technology and Innovation (MoSTI)**

The Ministry executes its mandate through the programmes of; i) STI Regulation, ii) Research and Innovation iii) Science Entrepreneurship, and iv) General Administration and Planning.

The Presidential Initiative on Banana Industrial Development (PIBID), Uganda National Council for Science and Technology (UNCST), and Kiira Motors Corporation (KMC) are subventions under the vote.

#### **11.2.1 Uganda National Council for Science and Technology (UNCST)**

The UNCST was instituted to implement the provisions of the UNCST Act 1990, CAP 209. The primary goal is to develop and implement ways of incorporating science and technology in the national development process. The Council advises the government on relevant policy matters and coordinates research and development activities in Uganda. Appropriation of the development budget for UNCST for FY2018/19 was differed by Parliament. The agency supported recipients of the inaugural innovation fund (FY 2017/18), and externally funded research.

#### **Financial Performance**

The budget allocation for the innovation fund was Ugshs 6.313 billion of which Ugshs5.769 bn (91.4%) was released and spent (100%).

#### **Performance of Innovation fund (UNCST)**

A total of 16 scientists who benefited from the innovations fund during FY 2017/18<sup>65</sup> had executed some of the planned activities with some registering success and having their products accessing markets. The awardees were from different regions of the country and dealing in different enterprises aimed at solving life challenges, job creation and improved livelihoods of participating communities with the overall objective of commercializing research outputs. Ten out of the 16 project awardees were from the central region. Innovation fund beneficiaries from Northern and Western Uganda experienced power quality challenges that have led to loss of some sensitive equipment. Two out of the 16 supported projects were led by females as the principle investigators; thus there is need for affirmative action to encourage more women participate in scientific research. By July 2019, all the projects had expended funds disbursed to them. Table 11.4 shows the details of the innovators.

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65. Funds received in 2017/18 but implementation was in FY 2018/19

**Table 11.4: Regional distribution of innovation fund projects and gender of PIs**

Project title	Location	Enterprise	Amount received (UgShs, million)	Gender of the PI
Commercialisation of Sericulture Technologies project	Sheema	Textiles	1,495	Male
The discovery and development of indigenous microbial mosquito larval pathogens for malaria vector control in Uganda	Entebbe-Wakiso	Health	94.28	Male
Malaria prevention at household level using Artemisia annual-avocado seed powder-lemon grass blend beverage (Artavol)	Wakiso	Health	225.94	Male
Commercialization of local banana juice (eshandy) production to answer industrial raw material demand.	Bushenyi	Banana Juice	338.77	Male
Up-Scaling the production and commercialization of Makapads	Kampala	Health	225.98	Male
Production of tropical fruits wines for improved rural household incomes and reduced post-harvest losses of fruits	Wakiso	Wine	162.1	Male
Improving livelihood of rural communities through cassava processing and value addition project	Lira	Cassava	82.95	Male
Scaling the production and distribution Bugarama Super banana wine	Sheema	Wine	64.77	Female
Fresh Vacuum Sealed Matooke (FREVASEMA)	Mbarara	Banana value addition	203.1	Male
Integrated Banana Juice Factory in Uganda Project	Wakiso	Banana value addition	675.08	Male
Low Cost Solar Irrigation Water Pumps	Kampala	Irrigation pumps	520	Male
Production and industrial application of Phytolacca dodecandra to control vector borne diseases (snailtox)	Mbarara	Livestock	390	Male
Oluwoko versus malaria project	Wakiso	Health	80.72	Male
Scaling out of SPEDA Innovation	Wakiso	Technical education and skilling	1,125.5	Male
Production of nutrient dense composite flours for complementary feeding solutions to fight infant malnutrition in Uganda	Mukono	Nutrition	85.75	Female
Tear gas product development and prototype standardization	Kampala	Manufacturing (teargas)	184.06	

*Source: UNCST and field findings*

### 11.2.2 Science Entrepreneurship Programme

The programme facilitates Science, Technology and Innovation skills development for artisans, innovators and researchers. The planned outputs for FY2018/19 included: products of Research and Development of small and medium enterprises supported; and skilling in STI initiated and promoted.

#### Performance

The output was not achieved due budget shortfalls and reallocations.

### 11.3 Uganda Industrial Research Institute (UIRI)

The UIRI's primary objectives are to: (i) carry out applied research for the development of products and provide platform for innovations, application of science and technology,(ii) develop and acquire appropriate technologies in order to create strong, effective and competitive private sector, (iii) promote value addition activities so as to transform local raw materials into competitive marketable products and (iv) bridge the gap between academia, government and the private sector and to enhance commercialization of R&D.

The planned deliverables for UIRI during FY2018/19 included: establish model value addition centres, undertake skills development of industrialist and students, and support incubation activities for MSMEs at headquarters and satellite facilities.

#### Performance

**Training:** 241 (138 male and 103 female) students from Mbarara, Bugema, Gulu, Makerere, Busitema, Kyambogo Universities were offered internship opportunities. The students were trained in production of paper and briquettes from banana pseudo stems, bakery, dairy, fruits and vegetable processing, meat processing and microbiological analysis of food products. 55 potential entrepreneurs from the districts of Wakiso (10), Kampala (20), Mukono (8), Masaka (1), Bushenyi (1), Sheema (1) and Lira (4) were trained in bakery processing. 80 people from Kampala and Ibanda districts were trained in fruit processing of whom 39 were females and 41 males.

**Support incubation activities:** Thirteen (13) MSMEs were supported under the incubation initiative of whom nine were hosted at UIRI headquarters and four at the different satellite<sup>66</sup> stations. The incubated MSMEs add value to the following enterprises: meat, bakery, dairy, paper, fruits and vegetables (juices and wines).

#### Establishment of model value addition centres

The UIRI renovated two satellite centres Lira and Kabale and equipped the palm oil processing centre in Kanungu district. The satellite centres are supposed to help MSMEs far from headquarters add value to the readily available raw materials.

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66. Kabale, Arua and Kampala

## Potato, mushrooms and bamboo processing in Kabale

Skilling of SMEs in potato value addition to produce crisps using appropriate technologies in Kabale, Kisoro and Rubanda districts, supported by the Food and Agricultural Organisation (FAO) was concluded in October 2018. The twenty farmers selected to undertake cottage production and starter kits that included packaging bags, manual slicers, and appropriate stoves were given to participants.

**Rukarara United Youth Project (RUYP)** is located in Kanyantorogo sub-county, Kanungu district. The group is registered with Kanungu district with 22 members of whom 16 are male and six female. It is involved in extraction of crude oil from palm fruits for production of vegetable oil, ointments and soap. The group procured and planted 15 acres of palm trees of which 7 acres are currently producing fruits. Between 2016 -2018, UIRI supported the project with construction and equipping of a processing plant. After completion of the processing facility in July 2018, UIRI procured, delivered and installed oil extraction equipment. UIRI further provided the group with two moulds and cutting table for soap making. Since the UIRI intervention, production increased from 220 Kgs of crude to 423 Kgs per month. However the group experienced cash flow challenges and some of the equipment supplied were faulty.



**L-R: Palm oil processing facility, extraction equipment and finished products (laundry soap) at Rukarara Youth Group in Kanungu district**

### Challenges

- Intermittent and poor quality power supply in most of the satellite centres (Northern and Western Uganda).
- Lack of incubation guidelines to have more SMEs incubated
- Expensive credit to facilitate commercialization of prototypes.

### Conclusion

The Industrial Research programme lacked a gender specific budget during the FY2018/19. The programme performed well towards training and capacity building of SMEs and support of incubation activities. The UIRI did not have a standalone gender and equity policy and data to guide planning and budgeting.

## **Recommendations**

- The MoEMD and UEDCL should improve the quality of power distributed to Northern and Western Uganda
- The UIRI should review the guidelines for incubation to clearly spell out the duration, extent of support from UIRI, and exit strategy.
- Government should capitalize the Uganda development bank to give low interest credit to SMEs
- The UIRI should repair the faulty equipment, organize the installed equipment in a coherent way and provide a process flow diagram to Rukarara Youth group.

## **11.4 Institutional Gender and Equity Responsiveness**

### **The Ministry of Science, Technology and Innovation (MoSTI)**

The MoSTI uses the National Gender Policy 2007 developed by the Ministry of Gender, Labour and Social Development for guidance on gender related issues. The Ministry uses instructions issued by the Ministry of Public Service under the public service code of conduct and standing orders to manage staff conflicts, grievances and sexual harassment. The rewards and sanctions committee of the ministry handles the grievances. However, the ministry is in a process of developing an STI-specific gender policy. The building housing the ministry has elevators to ease access to the 5<sup>th</sup> and 7<sup>th</sup> floors.

### **Kiira Motors Corporation (KMC)**

The KMC ensures equal opportunities for all her employees right from recruitment as guided by the human resource policy. KMC employs 31 staff of whom six are females with one at top management level. The corporation has the following guiding document: drug and alcohol, sexual harassment and HIV/AIDS workplace policies all in the human resource manual. The corporation has a substantive conflict resolution committee. The computers at KMC head office have an OEM narrator tool for people with visual impairment. The corporation does not have a standalone gender policy. The KMC rented offices neither have ramps or elevators to ease access for PWDs. The KMC site office building at Jinja Industrial and Business Park has ramp to enable access by PWDs. Site workers are provided with safe drinking water and separate sanitary facilities for males and females.

### **Presidential Initiative on Banana Industrial Development**

The buildings constructed at PIBID in Bushenyi district had ramps and elevators to ease access by PWDs. The agency employed 102 staff of whom 64 are males and 38 are females. The Human Resource Manual is used as a reference in handling of conflict and grievance amongst staff. The subvention does not have a laid down gender policy and mechanisms of resolving staff grievances. Though the entity has not recorded any case of sexual harassment there is no procedure for handling it. In case of any incident, the existing government standing orders are followed.



**L-R: A ramp to the Administration block, an elevator at the laboratory block and a dedicated toilet for PWDs all at PIBID Bushenyi**

### **Uganda Industrial Research Institute (UIRI)**

The institute has a gender and sexual harassment guidelines under the Human Resource Manual (HRM) as well as a functional conflict and grievance resolution committee. The institute has no demarcated breastfeeding facility for lactating employees. There is no ramp to enable access to the administration block by PWDs.

#### **Overall sector Challenges**

- Low capacity in gender and equity planning and inadequate appropriation on the sector development budget FY 2018/19
- Lack of disaggregated gender and equity data of intervention beneficiaries.
- Lack of a domesticated G&E policy for the sector
- The sector is faced with human resource (skills) and infrastructure gaps to undertake science technology and innovations
- Some agencies are occupying rented buildings with less or no equity access facilities like ramps and elevators
- Low participation of women in scientific research.

### **11.5 Overall Conclusion**

The STI mission of providing leadership, an enabling environment and resources for scientific research and knowledge-based development for industrialization, competitiveness and employment creation, leading to a sustainable economy, is in tandem with the country's Vision 2040 and NDP II. The UIRI supported 13 MSMEs dealing in various enterprises to incubate their technologies at the headquarters and satellite centres. The UNCST supported 16 recipients of the innovation fund from all regions of the country of which two were female led to commercialize their research outputs. The STI sector performance was poor as most of the planned G&E interventions at MoSTI were not implemented. The sector is faced with due poor planning, insufficient funding and low staffing levels and lacks disaggregated data of the beneficiaries. If well facilitated, the STI sector is capable of contributing to the

Industrialization of Uganda. The equal opportunities commission needs to build capacity of STI sector agencies to ensure gender and equity responsive budgeting and planning.

### **Recommendation**

- The Equal Opportunities Commission (EOC), MFPED and STI sector working group should build capacity of the agencies in gender and equity, planning and budgeting.
- The STI sector agencies should generate and use gender and equity disaggregate data.
- The STI sector should domesticate the national gender and equity policy and develop G&E output and outcome indicators.
- The MEMD through the UETCL and UEDCL should ensure consistent and stable supply of electricity to enable manufactures cut down on costs of production and loss of equipment especially in rural areas.
- The MoSTI should encourage women to participate in scientific research.

## CHAPTER 12: WATER AND ENVIRONMENT

### 12.1 Introduction

The Water and Environment sector consists of five central votes namely: Ministry of Water and Environment (MWE), National Environment Management Authority (NEMA), National Forestry Authority (NFA), Uganda National Meteorological Authority (UNMA), and Kampala Capital City Authority (KCCA); the National Water and Sewerage Corporation (NWSC), and the District Local Governments (DLGs) through which programmes are implemented.

The G&E sector strategic objective is to promote gender and equity considerations.

Other objectives include: i) To improve opportunities for men, women, girls, boys and other disadvantaged groups to access and participate in water, sanitation and environment resources development and management; ii) To simplify weather and climate information in terms easily understood by the targeted beneficiaries.

The G&E issues in the sector include:-

- i) Long distances in search of water in water stressed areas especially by women and children affects completion of multiple tasks at household level. In some cases leading to rape, defilement and absenteeism for school going children.
- ii) Long waiting time to access water at the collection points especially in the trading centers with large populations.
- iii) Unfavorable water source technologies such as the hand pumped boreholes that are difficult to operate and are prone to congestion.
- iv) High connection fees and tariffs that is unaffordable especially for the urban poor.
- v) Limited access to weather and climate information by various users especially the rural farmers and people in hard to reach places, the visually impaired, those with hearing impairment and diversity of languages.

In FY 2018/19, the sector committed to address the above issues through:

- i) Construction of large and mini solar-powered piped water supply systems in water stressed areas to reduce on the distance, density and time taken collecting water in water stressed areas where women and children are overburdened with water collection.
- ii) Equitable allocation of financial resources to local government where the least served districts and those with low functionality of water facilities get more resources.
- iii) Ensuring 50% women representation on water and sanitation committees. In addition appoint women to a key position for all committees constituted.
- iv) Construction of water kiosks or Public Stand Posts (PSPs) to ensure that the poor who cannot afford household connections and tariffs access water at fairly subsidized rates.

- v) Construction of sanitation facilities with stances separated for women, men, boys, girls and PWDs to ensure access to sanitation services in public areas.
- vi) Affirmative action to ensure at least 20% of Hand Pump Mechanics (HPMs) trained to be female.
- vii) Capacity building of local government staff in gender mainstreaming.

## Scope

This report highlights performance of sampled programmes that implemented gender and equity interventions. The programmes were selected from two votes MWE, and NFA, and eight District Local Governments (DLGs). The detailed list of programmes and interventions is in Annex 12.1.

## 12.2 Sector Performance

### Overall Financial Performance

The approved sector gender and Equity budget allocation for the FY was Ug Shs 318.84 billion of which Ug shs 313.07 billion (98.2% of the budget) was released and Ug shs 309.58 billion (98.9% of the release) was spent which was a good release and expenditure performance. The financial performance of the sampled programmes is reflected in Table 12.2.

**Table 12.2: Programme Financial Performance (Ug Shs Billion)**

Vote	Budget	Release	Expenditure	% Release	% Spent
MWE					
Rural Water Supply and Sanitation	69.09	76.14	76.14	110.2	100
Urban Water Supply and Sanitation	93.43	106.31	106.31	113.8	100
Water for Production	27.43	27.4	27.4	99.9	100
Water Resources Management	5.4	8.7	8.7	161.1	100
NFA					
Forestry Management	7.97	7.65	7.65	96	100
DLG	3.75	3.62	3.59	96.5	99.2
<b>Totals</b>	<b>207.07</b>	<b>229.82</b>	<b>229.79</b>		

*Source: IFMS, Vote Q4 Performance Reports*

### Overall Sector Performance

The overall sector performance was good at 71.5%. The Local Governments were the best performers while Water Resources Management Programme was least (Table 12.3).

**Table 12.3: The Overall Sector Performance**

<b>Vote/Programme</b>	<b>% Score</b>	<b>Remarks</b>
Vote 19: MWE		
Rural Water Supply and Sanitation	65.6	Fair
Urban Water Supply and Sanitation	64.0	Fair
Water For Production	79.7	Good
Water Resources Management	50.1	Fair
Vote 157 NFA		
Forestry Management	73.8	Good
Votes 501-850		
LGs (Water and sanitation conditional grants)	95.7	Good
<b>Average overall sector performance</b>	<b>71.5</b>	<b>Good</b>

*Source: Authors' compilation*

### **Ministry of Water and Environment**

The Ministry of Water and Environment (MWE) is responsible for sound management and sustainable utilization of water and environment resources for the present and future generations.

The vote has seven programmes of which four were assessed: Rural Water Supply and Sanitation; Urban Water Supply and Sanitation; Water for Production; and Water Resources Management.

### **12.3. Rural Water Supply and Sanitation Programme**

The programme objective is to ensure availability and access to safe and clean water as well as hygienic sanitation facilities in rural areas countrywide. The interventions assessed were: i) Back up support for operation and maintenance of rural water and ii) Construction of piped water supply systems in rural areas, as detailed below.

#### **Back up support for operation and maintenance of rural water**

This intervention involves establishment of community based Water and Sanitation Committees to oversee the operation and maintenance of completed water systems. The sector committed to ensure 50% women representation on the committees for all water and sanitation facilities constructed. In addition women should be appointed on a key position (Chair chairperson/Vice, Treasurer and Secretary). This intervention was assessed in three sub programmes: i) Support to rural water supply, ii) Solar powered mini-piped water schemes in rural areas and iii) Piped water in rural areas.

The planned output was to set up community based management structures for 39<sup>67</sup> piped water systems to ensure effective service delivery of water. Nine<sup>68</sup> water systems were assessed.

### Financial Performance

The approved annual budget was Ug Shs 7.82 billion<sup>69</sup> of which Ug Shs 4.81 billion (61.5%) was released and spent by end of June 2019.

### Physical Performance

There were four systems (44.5%) out of the nine assessed that had management structures set up. These were Bududa, Rwebisengo-Kanara, Kabanda and Kalwala. All four committees assessed had at least a woman in a key position but only one committee of Kabanda satisfied the 50% women representation. It was noted that the PWDs were not represented on the committees.

### A case of Kalwala Rural Water Supply Scheme in Kalwala Village, Mirima Sub County, Kiryandongo district

The Water Source Committee (WSC) had nine members (8 males and one female). The female member was the treasurer. The committee composition contravened the gender and equity requirement of 50% women representation.

The committee was trained on issues pertaining to their roles, solar system maintenance, and sanitation issues.



### Challenges

- 1) Lack of willingness by communities to actively participate during and after construction of piped water systems makes it difficult to get a balanced representation of members.

***“All taps are managed by males. At first females used to manage the taps but people were not respecting them”***

67. Bukwo, Lirima, Bududa, Shuuku-Matsyoro, Bukedea, Orom, Nyabuhikye-Kikyenyke, Lukalu-Kabasanda, Rwebisengo-Kanara and 30 mini solar-powered schemes countrywide.

68. Bududa GFS in Bududa district, Lirima phase II GFS covering Manafwa, Tororo and Mbale districts, Bukedea GFS in covering Kapchorwa and Bukedea districts, Rwebisengo-Kanara GFS in Ntoroko district, Nyabuhikye-Kikyenyke GFS in Ibanda district, Shuuku-Masyoro in Sheema district, Nyamiyonga-Katojo in Isingiro district, Kabanda rural water system in Masaka district, and Kalwala water system in Kiryandongo district.

69. The budget entails other activities that are not gender related for example production of a documentary on the impact of solar powered systems and technical support to all local governments by TSUs.

- 2) Lack of respect for women PSP managers by community members affects women's participation in WSCs.

### **Construction of piped water supply systems in rural areas**

During the FY 2018/19 the sector planned to construct 39 Piped Water Supply Systems (PWSS) in rural areas of which nine were assessed in three<sup>70</sup> sub programmes. The nine systems were to attain the following targets: Bududa GFS (100%), Nyamiyonga-Katojo (100%), Kabanda WSS (100%), Kalwala WSS (100%), Lirima GFS phase II (50%), Bukedea GFS (65%), Rwebisengo-Kanara GFS (80%), Nyabuhikye-Kikyenyke GFS (80%), and Shuuku-Masyoro (50%).

### **Financial Performance**

The total approved budget was Ug Shs 61.3 billion. A total of Ug Shs 71.3 billion (116.4%) was released and spent by end of June 2019. The excess release was from donor disbursements.

### **Physical Performance**

Three water systems of Bududa, Kabanda and Kalwala were completed as planned and communities were accessing safe drinking water on all of them. Construction of the other six systems was ongoing at various levels of completion: Lirima GFS phase II (65.5%), Bukedea GFS (70.3%), Rwebisengo-Kanara GFS (90%), Nyabuhikye-Kikyenyke GFS (64.2%), Shuku-Masyoro (74%), and Nyamiyonga-Katojo (85%).



**PSP of Kalwala WSS in Kiryandongo district**



**PSP of Kabanda WSS in Masaka district**

The contracts for the construction of piped water supply systems included a component of constructing public or institutional sanitation facilities. Six sanitation facilities were under construction in (Bududa, Lirima, Nyamiyonga-Katojo, Rebisengo-Kanara, Nyabuhikye-Kikyenyke and Bukedea WSS) were constructed. All facilities had access ramps and separate stances for males, females, and PWDs. There were no hand rails on ramps and supports for PWD in the stances. Stances for children were not provided.

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70. i) Support to rural water supply, ii) Solar powered mini piped water schemes in rural areas and iii) Piped water in rural areas.



**L-R: An Incinerator and a water borne toilet under Bududa WSS at Manjiya P/S in Bududa district**

The staffing composition for both consultants and contractors was a mix of males and females. The females on the contractors' side were mainly involved in provision of casual labour such as cooking, cleaning, and in a few cases pipeline route excavation. There were no cases of PWDs employed.

### **Challenges**

- i) Delayed project completion due to lengthy land acquisition processes. Hence the burden of collecting water by women, children and other vulnerable persons is not addressed speedily.
- ii) High population growth in rural growth centers and small towns which place a high demand on the existing piped water schemes.

### **Conclusion**

The performance of the rural water supply and sanitation programme was fair at 65.6%. Water source management committees were established in four piped water systems out of the nine assessed. The committees had at least one woman in a key position. However the 50% women representation was attained in only one scheme of Kabanda. Construction works targets were attained in seven schemes out of nine assessed. Nyabuhikye-Kikyenkye in Ibanda district was affected by delayed compensation and works had stalled. The schemes completed in the financial year were Bududa, Kabanda and Kalwala out of four planned for completion.

### **Recommendations**

- i) The MWE should acquire land before project initiation to avoid unnecessary delays.
- ii) The MWE and Local leaders should ensure continuous sensitisation and awareness creation to communities on the importance of water source committees.

## 12.4. Urban Water Supply and Sanitation Programme

The programme objective is to provide safe water and improved sanitation facilities in Small Towns, Large Towns, Municipalities and Cities through MWE and NWSC. Three interventions were assessed: i) The 100% service coverage acceleration project, ii) the construction of urban water supply systems and iii) the construction of urban sanitation facilities; as presented below.

### **The 100% Service Coverage Acceleration Project (SCAP 100)**

The project aims at ensuring universal and equitable access to reliable and safe drinking water in all villages under the NWSC jurisdiction by the year 2020. The project objective is to: Construct cost effective safe water supply schemes and ensuring 100% system functionality; Installation of 140,000 new water connections and 20,000 PSPs by 2020, targeting at least two PSPs per village.

The SCAP project is the largest implementer targeting access to water services to the urban poor<sup>71</sup> using the pro-poor tariff. In FY 2018/19, the NWSC set out to extend 2,255.7 km of water mains, install 7,601 PSPs, connect 43,384 new consumers and reach out to 10,676 villages. Four districts of Pader, Pakwach, Mbale and Nebbi were monitored.

### **Financial Performance**

The approved annual budget in the FY 2018/19 was Ug Shs 37.6 billion that was all released and spent.

### **Physical Performance**

The following were achieved: 2,362 km (104.71%) of water mains extensions laid, 3,556 PSP (46.78%) connections made and 65,353 (150.64%) new consumers connected.

The 2,362 km of water mains were extended focusing on water stressed villages. This was in line with the sector strategy to shift focus from point water sources to piped water supply schemes thereby reducing distance and time spent collecting water.

There were 3,556 PSPs installed to address issues of affordability for the urban poor. The PSP tariff charge is lowest at Ug Shs 1,060 per 1000 liters of water consumed as compared to domestic tariff of Ug Shs 3,516. Therefore, a 20 liter jerry can at a PSP costs approximately Ug Shs 25. Application for a PSP connection cost Ug Shs 50,000 whereas domestic ranges from Ug Shs 200,000 - 400,000 within a 5m distance from the main distribution pipeline. The NWSC stipulates that PSP managers should sell water at Ug Shs 50 per 20 liter jerry can but all PSPs assessed were charging Ug Shs 100.

The project utilized 100% local content given that the construction works were done by local firms and supervised by the NWSC staff at the Area and Branch offices. There were more males employed than females (39.5%) in all area offices of Mbale, Pader and Nebbi.

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71. Equity Project



*“I used to fetch water from a borehole approximately half a kilometer away even while I was pregnant. With this PSP at my home, I am able to attend to my baby and other household chores without worrying about water. I sell the water at Ug Shs 100 per 20 liter jerry can. I have earned Ug Shs 2000 in three weeks.”*

**A PSP manager in Aputon Village, Kachumbala Town Council, Bukedea district**

### **Challenges**

- 1) High water charges by PSP managers as opposed to the requirement by NWSC hence jeopardizing the pro-poor objective of the project.
- 2) Pipe vandalism by local communities to use water for irrigation and bricklaying during dry season which leads to wastage and shortage of supply.

### **Recommendation**

- i) The NWSC and the District LGs should sensitize communities to appreciate water projects.

### **Construction of urban water supply systems**

The intervention aims to construct piped water supply systems in water stressed areas where women and children are overburdened with water collection. During FY 2018/19 the sector planned to construct 53<sup>72</sup> urban piped water systems countrywide. Two sub programmes were assessed: i) Water and Sanitation Development Facilities-East and ii) The Water and Sanitation Development Facility- Central. The two sub programmes planned to construct 20 piped water supply systems in eastern and central regions.

Sixteen water systems were for 100% target completion: Namwiwa (Kaliro district), Bulegeni (Bulambuli district), Bulopa (Kamuli district), Kayunga-Busana (Kayunga district), Busiika (Luwero district), Bamunanika (Luwero district), Kiwoko (Nakaseke district), Butalangu (Nakaseke district), Kakunyu (Buikwe district), Kiyindi (Buikwe district), Kikandwa (Mubende district), Kasambya (Mubende district), Butenga-Kawoko (Bukomansimbi district), Nalukolongo (Kyankwanzi district), Butemba (Kyankwanzi district), Kagadi (Kagadi district).

Four water systems were for 75% target completion: Idudi (Iganga district), Acowa (Amuria district), Binyiny (Kween district), and Bulangira (Kibuku district).

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<sup>72</sup> Ministerial Policy Statement, Water and Environment Sector, FY 2018/2019, March 2018.

## Financial Performance

The approved budget in FY 2018/19 was Ug Shs 52.6 billion. A total of Ug Shs 67.5 (128.29%) was released and spent. The excess release was from unspent balances of the previous financial year and more donor disbursements under the Water and Sanitation Development Facility Central sub-programme.

## Physical Performance

Of the 20 planned piped water systems, only 9 were under construction Namwiwa, Bulegeni, Bulopa, Binyiny, Kayunga-Busana, Busiika, Kiwoko, Butalangu, and Kagadi. The other 11 systems did not commence due to delayed procurement processes and lack of appropriate water source for Acowa and Bulangira. Three water systems of Namwiwa, Bulegeni and Kayunga-Busaana were assessed.

Construction works were still ongoing in Namwiwa (75%) and in Kayunga-Busaana (82%).

In Bulegeni, works had reached 95% substantial completion. There were 800 private yard taps made and 15 PSP connections for the urban poor who could not afford household connections. A water office was also constructed with a ramp provision to cater for PWDs. There was a Water Board of 11 members of which five (45.45%) were females and one was a PWD.



A PSP of Bulegeni WSS in Bulambuli district



A water office with access ramp for Bulegeni WSS

## Construction of urban sanitation facilities

The programme committed to construct sanitation facilities with stances separated for women, men, and PWDs to ensure access to sanitation services in public places in FY 2018/19. Two sub programmes were assessed: WSDF-East and WSDF-Central. The two sub programmes planned to construct five faecal sludge treatment facilities in Namayingo, Namutumba, Kiboga, Nakasongola and Kamuli districts (one facility per district), and 15 public toilets in Kaliro (2), Irundu (2), Bulegeni (1), Busiika (4), Kiwoko (1), Butalangu (1), and Kagadi (4).

## Financial Performance

The approved budget was Ug Shs 3.2 billion. A total of 3.3 (102.51%) was released and Ug Shs 2.9 (88%) spent by end of June 2019.

## Physical Performance

By end of the FY 2018/19, three faecal sludge facilities of Kiboga, Nakasongola and Kamuli were under construction. Namayingo and Namutumba faecal sludge facilities were put on hold due to small budget allocation to the WSDF East sub programme in the FY. The sanitation facility in Bulegeni was assessed.

The toilet facility constructed had separate stances for women, men and PWDs. Access ramps were provided but without guard rails. The toilet was not yet in use hence user satisfaction could not be established.



**A public water borne toilet with access ramps in Kamu market, Bulegeni Sub County, Bulambuli district**

## Challenges

- 1) Due to unplanned settlements in villages, there are no clearly demarcated roads and road reserves. Hence communities resist laying of pipes through their land which ultimately affects the number of connections made.
- 2) Delayed procurement process in the WSDF-central resulted in less water systems constructed than the planned.

## Conclusion

The overall performance of the urban water supply and sanitation programme was fair at 64%. The sanitation facilities constructed had separate stances for women, men and PWDs. There were fewer women employed at the NWSC area offices of Nebbi, Pader and Mbale. The target for PSP connections was not achieved due to unplanned settlement patterns that hinder pipe laying. Progress on construction of piped water systems was affected by land compensation and late/lengthy procurement processes.

## Recommendations

- i) The MWE should acquire land for project works prior to commencement.

- ii) The project implementers should initiate procurements early enough to avoid delays.

## **12.5 Water for Production Programme**

The programme objective is to provide and ensure functionality of multi-purpose water for production facilities in order to enhance production and productivity thereby contributing to socio-economic transformation as well as mitigation of the effects of climate change and disaster risks. The intervention of construction of small scale irrigation schemes was assessed under two sub programmes: Water for Production Regional Center-North and Water for Production Regional Center-East. The two sub programmes planned to construct 80 small scale irrigation schemes during the FY. Findings are presented below.

### **Construction of small scale irrigation schemes**

This intervention aims to secure availability of water for agriculture in order to guarantee food security and livelihood of farmers including the most vulnerable groups and address the needs of the very poor in society.

### **Financial Performance**

The approved budget for the construction of water surface reservoirs including small scale irrigation schemes was Ug Shs 27.4 billion which was all released and spent end of June 2019.

### **Physical Performance**

Of the 80 small scale irrigation schemes planned, 25 were completed, 18 were under construction in various districts countrywide and 37 schemes had not commenced. Five completed small scale irrigation schemes of Awach in Gulu district, Andibo in Nebbi district, Kawo in Bukedea district, Namwendwa in Kamuli district and Limoto in Pallisa district were assessed.

The five schemes assessed had a total of 41 farmers groups with 244 farmers benefiting (44% were women). There was an exclusive youth group in Limoto and 4 women groups (2 in Namwendwa and 2 in Kawo). Each scheme had a management committee of nine members of which three were women holding key positions<sup>73</sup>. This was in line with the Water and Sanitation gender strategy that seeks to ensure that all irrigation scheme committees have at least a woman in a leadership position. The farmers were growing several vegetables including cabbages, tomatoes, watermelon, and green pepper.

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73. Vice chairperson, Treasurer and Secretary.



**A sprinkler system of Ayweri small scale irrigation scheme in Gulu district**



**Some farmers of Namwendwa small scale irrigation scheme in Kamuli district**

## **Conclusion**

The performance of the water for production programme was good 79.7%. All five schemes assessed were functional with women, men, youth, elderly and PWDs benefitting. The sprinkler irrigation system performed better than the drip irrigation since farmers would accidentally cut the drip lines. The drip irrigation system was also more labour intensive.

## **12.6 Water Resources Management Programme**

This programme aims at ensuring that the water resources of Uganda are equitably shared and wisely used for sustainable social economic development. The Multi-Lateral Lakes Edward & Albert Integrated Fisheries and Water Resources Management (LEAF II) sub programme was assessed. The objective of LEAF II is to address major environmental threats to the trans-boundary Lakes Edward and Albert ecosystems, with a sector goal of poverty reduction and sustainable livelihoods for men and women in the local fishing communities<sup>74</sup>. The project set out to construct five fish handling and management sites on five landing sites<sup>75</sup> and their access feeder roads. Findings are presented below.

### **Construction of fish handling and management centers at selected landing sites.**

The works included, construction of fish handling areas (fish cleaning table, smoking kilns and shades), administration blocks, sanitation facilities (waterborne toilets), Guard house, fencing and gates. Others works were water and electricity extensions, compound paving and leveling.

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74. Equity intervention

75. Landing sites: Mahyoro in Kamwenge district, Mbegu in Hoima district, Dei in Pakwach district, Rwenshama in Rukungiri district and Kitebere in Kagadi district.

## Financial Performance

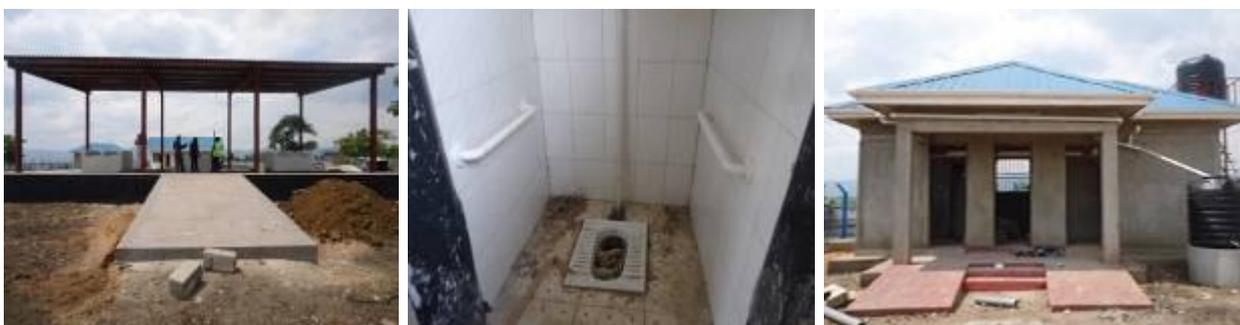
The total intervention budget in FY 2018/19 was Ug Shs 5.4 billion. A total of Ug Shs 8.7 (161%) billion was released and expended by end of the FY<sup>76</sup>. The additional resources were from Donors.

## Physical Performance

Works at the landing sites were ongoing at Kitebere in Kagadi district, Mbegu in Hoima district, Dei in Pakwach district (Lake Albert); Rwenshama in Rukungiri district (Lake Edward), and Mahyoro in Kamwenge district (Lake George). The assessment focused on Mahyoro in Kamwenge district.

Overall progress of works for Mahyoro landing site in Kamwenge district was 82%. The different structures were at varying levels of completion. Completed works included fencing, gates installation, and water and electricity extension to the site. Pending works were guard house 98%, administration block 97%, waterborne toilet 95%, fish handling area 97% and smoking structures and kilns at 5%. Other pending works included water tank construction was at 95%, compound paving and leveling at 40%; and 700 meter access road at 15% completion.

The site was employing an average of 25 workers of whom 5 (20%) were female. Two of the female workers held the positions of administrator and supervisor while the rest were casual laborers. The toilets under construction had separate stances for men, women and PWDs. Access ramps were constructed for the toilet, administration block and the fish cleaning structure. The workers were provided with Personal Protective Equipment (PPE) such as gloves, helmet, and gumboots during construction and were using them.



**L-R: An access ramp at the fish cleaning shed, a waterborne toilet with support handles for the PWDs and Access ramps and stairs to a toilet under construction at Mahyoro landing site in Kamwenge district.**

## Conclusion

Overall performance of the programme was fair at 50.1%. Construction of the landing sites progressed well with most of the structures near completion. The workers were provided with Personal Protective Equipment (PPE) and the toilet structure had provisions of access ramps for the PWDs.

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76. GoU budget was Ug shs 1.07 billion and external funding budget was 4.36 billion. All GoU funds were released and the donor release was Ug shs 7.6 billion.

## National Forestry Authority

The National Forestry Authority's strategic objective is improved management of the Central Forest Reserves, expand and promote partnership arrangements, ensure equitable supply of forest and non-forest products and services.

### 12.7 Forestry Management Programme

The programme objective is to improve management and productivity of central forest reserves, supply forest products and services at local, national, regional, and global level.

The intervention assessed under the programme was supply of seeds and seedlings through the National tree seed centres and other nurseries countrywide. The focus was on the national tree seed centres at Namanve in Wakiso district and Banda in Kampala district.

#### Management of the National Tree Seed Centres (NTSC)

The NTSC manages tree nurseries to supply seedlings of priority to meet the demand for seedlings in the country. Planned interventions were to: i) produce and distribute/sell assorted seedlings, ii) collect gender disaggregated data on beneficiaries of seedlings and licenses, iii) train staff on gender mainstreaming and equity, iv) provide childcare facilities at workplaces and v) procure protective gear for staff.

#### Financial Performance

The total budget for the interventions/outputs under the programme in FY 2018/19 was Ug Shs 7.97 billion of which Ug Shs 7.62 (95.6%) billion was released and all spent by 31<sup>st</sup> June 2019. Release and expenditure was good.

#### Physical Performance

The NTSCs were employing generally women from the neighboring places of Banda, Kyambogo, Kireka, Namanve, Bweyogere and Nantabulirwa among others. The two centers employed a total of 32 technical staff of which 10 (32%) were female and 22 (68%) male, and 95 casual laborers of which 84 (88%) were female and 11 (12%) male. Two of the employees were PWDs.

The women were involved in potting, watering, and weeding of the nurseries among others while the male casual laborers participated in soil mixing, wheel barrow pushing, nursery bed construction, and repair and maintenance of water channels. The employees worked from Monday to Saturday and sometimes on Sunday. The casual laborers reported working under unfavorable conditions.

*“Here you are not expected to fall sick or lose loved ones. We are told to source for a person to work for you in case you are unable to come”* **said a female worker at Banda NTSC.**

The pregnant women were assigned less work towards their final trimester and were given a two weeks break towards their Expected Date of Delivery (EDD). Maternity leave of 10 weeks was mandatory for the mothers. No breastfeeding centers were provided for the lactating mothers at both NTSCs of Banda and Namanve.

Both technical and non-technical staff had not received any training in gender and equity and HIV/AIDS prevention for the period under review.

The protective gears provided such as overalls, gumboots and gloves were old and no longer usable. Thus workers were executing their duties without any PPE at the Banda NTSC.

Separate stances were provided for both male (5 stances) and female (8 stances) at both centers. The Namanve tree seed center had a shower room for the casual workers at the site however there was no provision of separate toilet stances for PWDs at both centres despite having PWDs.



*L: Women potting eucalyptus seedlings, and C: A woman pushing a wheelbarrow at Banda National Tree Seed Centre in Banda, R: Women preparing soil for potting at Namanve Tree Seed Centre in Namanve.*

## Challenges

- i) Delayed payment of workers especially the casual workers demotivates them.
- ii) Absence of resting and breastfeeding rooms for the lactating mothers leads to wastage of time as they have to move between workplace and home to breastfeed their children.
- iii) Absence of Personal Protective Equipment (PPE) exposes the workers to risk of injuries.

## Conclusion

The performance of the intervention was good at 73.8%. The NFA under the NTSCs of Namanve and Banda implemented most of the gender and equity interventions as planned. Out of the 95 employees at the NTSCs, 88% were women however they worked as casual laborers. Despite employing women, childcare and breastfeeding facilities were not provided at both centres. Delayed receipt of monthly payments and non-provision of PPE were affecting the moral of the workers.

## Recommendations

- i) The NFA should ensure that the workers payments are prompt.
- ii) The NFA should provide resting spaces for workers and breastfeeding rooms for the lactating mothers to reduce on time wastage.
- iii) The NFA should procure Personal Protective Equipment (PPE) for the workers to reduce the risk of injuries.

## **District Local Governments**

The district water offices at all local governments are charged with the responsibility of providing water and sanitation services for improved service delivery. The district water conditional grant was assessed in eight districts as presented below.

### **12.8 The District Water Supply and Sanitation Development Conditional Grant**

The grant is disbursed to all DLGs to implement hardware and software activities/outputs including: boreholes, springs, piped systems, rainwater harvesting tanks and sanitation facilities.

The planned interventions were: construction of sanitation facilities; construction of new and rehabilitation of old water supply facilities; formation, training and sensitization of water user committees; hygiene and sanitation improvement campaigns in homes; and stakeholder coordination meetings. The assessment covered eight districts of Kamuli, Sheema, Butaleja, Kalungu, Ibanda, Bukedea, Bulambuli, and Kiboga.

#### **Financial Performance**

The approved budget for the LGs assessed was Ug Shs 3.74 billion of which Ug Shs 3.62 (96.7%) billion was released and Ug shs 3.59 (99%) billion spent by 31st June 2019. Release and expenditure performance were very good.

#### **Physical Performance**

The overall performance for the districts was very good at 95.7%. Most of the outputs were achieved as planned. Findings on sanitation facilities, water supply facilities and water user committees are detailed below.

#### **Sanitation facilities constructed**

Out of the 8 public VIP latrines planned and constructed, 3 were assessed. They were located at Lubaizi landing site in Kamuli district, Bukedea District Headquarters and Omurushoro market, Kijongo Sub-county in Ibanda district. All three VIP latrines were not in use. At Lubaizi landing site in Kamuli, the VIP latrine was abandoned as the fishermen preferred open defecation. At Omurushoro market, the VIP latrine was locked by the caretaker who stays in a far village. In Bukedea, the VIP latrine was yet to be commissioned.

All the facilities had access ramps for PWDs but did not have washrooms and hand washing facilities. The facilities at Lubaizi landing site and Omurushoro market had separate stances for males and females and at Omurushoro market, a separate stance for PWDs was provided. The toilet in Bukedea was not gender sensitive as it had a single stance to be shared by both males and females.



**L-R: VIP latrine with a stance and access ramps for the PWDs at Omurushoro market in Ibanda DLG; Single stance VIP latrine at Bukedea District headquarters; and An abandoned VIP latrine at Lubaizi landing site in Kamuli DLG**

### **Water supply facilities constructed**

Under this intervention, 89 new boreholes were constructed out of the planned 96 in FY 2018/19. On the other hand, a total of 112 critically broken down boreholes were rehabilitated above the planned 94 in the districts assessed. The new and rehabilitated water sources were functional and accessible by the users in terms of distance averaging 1.25 km. The beneficiaries were encouraged to make monthly contributions (ranging between Ug shs 1,000 to 5,000 per household) for sustainable Operation and Maintenance (O&M). However, response to O&M contributions was low. The overall quality of the water was good and yields were sufficient except for Kiti village in Kalungu district.

The water stressed areas in Bulambuli, Kalungu, and Bukedea districts encountered dry wells (4 in Bulambuli and 2 in Bukedea) during drilling of new water sources. Some of the water sources like a rehabilitated borehole at Kiti Village, Lwabenge S/C in Kalungu district serving over 100 households was too heavy to pump especially for women and children with low yields. The technology was not user friendly to the PWDs as few boreholes had provisions for access ramps and pumps to sit on while pumping.

*“The borehole handle is too heavy and it takes more than 4 minutes to fill a 20 liter jerry-can”*

**A female user at Kiti Village borehole, Lwabenge S/C, Kalungu District.**

Phased construction and rehabilitation of Gravity Flow Schemes (GFS) was implemented in the districts of Bulambuli, Kiboga, Sheema, and Ibanda of which 3 GFS were assessed. Kashozi mini solar-powered piped system in Ibanda was ongoing at 90% progress pending installation of pumps and the solar system. Construction of Kambugu piped water scheme in Kiboga was completed and functional with 9 public tap stands with at least two taps on each. Rehabilitation of Bulaago GFS (Lusha line) in Bulambuli and extension of 8 taps to different villages was complete. Each tap stand was serving an average of 30 households. The water yields and quality were good. Access to water was free by the community.



**L: Unprotected borehole in Bisige village, Kamuli DLG. R: Women fetching water from a low yield borehole in Kiti village, Kalungu DLG.**

A total of 2 Rain-water harvesting tanks were planned and constructed in Kalungu DLG at Kyagambiddwa Secondary school and Bulungibwabakadde Primary School. Each school received a 30,000 liter tank. The users expressed satisfaction as they were no longer fetching water from springs that were more than 1.5 km away. Thus they could prepare meals for pupils on time.

*“ water is within the school compound and students no longer walk for long distances to fetch water outside the school and we can prepare meals on time ”*

**Head teacher Kyagambiddwa SS, Kalungu District**

### **Water User Committees established**

The communities were assisted in forming Water User Committees (WUCs) with at least two women representatives out of the 5-8 members. The women held key positions such as Chairperson, Vice chairperson, Secretary or Treasurer. Some WUCs such as the one for Buyaga Village borehole in Nabwigulu S/C, Kamuli DLG had positions for youth, elderly and PWDs which were all occupied by males. Out of the 20 water user committees monitored, women constituted 48% of the members. The communities and WUCs were sensitized and trained in Environmental Management, role of women in water management, use of water registers, operation and maintenance, HIV/AIDS and reproductive health among others during and after construction.

### **Challenges**

- i) Outdated hand pumped borehole technology not suitable in the water stressed areas yet districts cannot afford construction of piped systems due to low budgets.
- ii) Non-compliance by communities towards repair and maintenance. This affects sustainability.
- iii) Non-functionality of some WUCs due to the voluntary nature of the service.

## Conclusion

The performance of the DLGs was good at 95.7%. A number of boreholes were constructed and rehabilitated increasing accessibility but they had no provision of access for the PWDs. beneficiary communities were facilitated to form WUC. All the water user committees had at least two women in key positions and all had received training. The sanitation facilities (VIP latrine) constructed had separate stances for women and men except in Bukedea although they were not in use by the intended beneficiaries.

## Recommendations

- i) The MWE should adequately fund the water stressed areas to enable them implement suitable technologies to ensure water availability.
- ii) The district leadership and local council leadership should sensitize and encourage communities to participate in the sustainability measures of water sources and continuously engage them on the usefulness of water user committees.

## Institutional gender and Equity responsiveness

The Ministries, Departments and Agencies' (MDA's) are at different levels in terms of developing gender policies/strategies and implementing the National Gender Policy. The MWE developed an Environment and Natural Resources Sub-Sector *Gender Mainstreaming Strategy* 2016-2021 and revised Water and Sanitation *Gender Strategy* (2018 - 2022) which re-echoes the Water and Environment Sector's commitment towards the promotion of *Gender*. The other semi-autonomous bodies use the Human Resource Manuals and Code of conduct.

The Gender Strategies in Water and Sanitation and Environment and Natural Resources (ENR) provide guidelines to ensure that appropriate planning and implementation of gender mainstreaming programmes, projects and activities at national and local government levels are undertaken in an integrated, consistent and sustainable manner. The gender status in the various institutions in the sector is reflected in the Table: 14.3 below.

**Table 12.3: Gender Status in Water and Environment Sector**

Entity	Gender Policy	Sexual Harassment Policy /Guideline	Conflict Resolution Committee	Breast Feeding Corner	Remarks
MWE	<b>Not in place:</b> The ministry developed two subsector strategies based on the National Gender Strategy;	<b>In place:</b> The MWE has a committee set up to cater for sexual harassment.	<b>In place:</b> There is a conflict resolutions committee and base on Public Service standing Orders (2010),	<b>Not in place:</b> There is no space provided to cater for breastfeeding mothers at the center.  At one of the regional offices in	At project implementation level, sexual harassment issues and conflict resolution were handled by the contractors sociologist based on site.

Entity	Gender Policy	Sexual Harassment Policy /Guideline	Conflict Resolution Committee	Breast Feeding Corner	Remarks
	The Water and Sanitation <i>Gender Strategy</i> (2018 - 2022), and Environment and Natural Resources Sub-Sector <i>Gender Mainstreaming Strategy</i> 2016-2021.		Code of conduct and Ethics to manage conflict.	Mbarara (Water Sanitation and Development Facility-West (WSDF-W) a lactating room was provided for however, the room was being used as a store for office cleaning materials.	
NWSC	<b>Not in place:</b> NWSC uses the Human Resources (HR) Manual that provides for fair recruitment of both male and female	<b>Not in place:</b> Uses the worker's Union. Sexual harassment is regarded as a serious offence and thus ground for instant dismissal.	<b>In place:</b> Uses the worker's union to resolve conflicts. In the event that an issue to be resolved arises, a grievance committee is instituted comprising: A Union Chairperson, Union Stuart, HR at area level, Director HR, and the Corporation secretary. In the event that the issue is not	<b>Not in place.</b> There was no provision for nursing mothers. However the HR Manual provides an allowance of two hours off the normal eight working hours for the nursing mothers daily.	No registered staff for sexual harassment apart from conflict.

Entity	Gender Policy	Sexual Harassment Policy /Guideline	Conflict Resolution Committee	Breast Feeding Corner	Remarks
			resolved at the committee level, the matter is forwarded to top management (Managing Director and /or Board of Directors). The workers may also have a choice to choose the persons whom they are comfortable sharing the issue with.		
NEMA	<b>Not in place:</b> Uses the Manual in its internal recruitment and promotion of personnel based on gender promotion.	<b>Not in place:</b> This is done based on the HR Manual and code of conduct of public servants.	<b>Not in place:</b> There is a disciplinary committee in place for conflict resolution	<b>Not in Place.</b> No designated place for breast feeding mothers.	No registered sexual harassment cases.
UNMA	<b>Not in place:</b> <b>There is no policy put in place.</b>	<b>Not in place:</b> The Authority is in the process of developing HR manual	<b>In place:</b> There is a disciplinary committee in charge of conflict	<b>Not in place.</b> Most of the staff are mature thus the Authority is just thinking of	The Human Resource Officer who used to sexually harass staff was

Entity	Gender Policy	Sexual Harassment Policy /Guideline	Conflict Resolution Committee	Breast Feeding Corner	Remarks
		to incorporate sexual harassment	resolution	recruiting and planning for younger people who will need to breast feed.	dismissed.
NFA	<b>Not in place:</b> Uses the HR Manual in implementation of gender	<b>Not in place.</b> The Authority uses the NFA HR Manual to handle sexual harassment.	<b>In place:</b> The Authority has a disciplinary committee in place to resolve staff conflicts with formal disciplinary procedures.	<b>Not in place:</b> No designated place for breast feeding mothers. In the regions seedlings nursery attendants use shelters to breast feed.	No cases of sexual harassment registered apart from conflict where a staff member was wrongly dismissed but later reinstated.

*Source: Authors' compilation*

## 12.9 Overall Sector Conclusion

The overall sector performance was good at 71.5%. The district local government performed best while the Water Resources Management performance was least based on level of completion of planned outputs. All completed water and sanitation facilities were functional. The management committees established for completed water facilities had at least a female in a key position. Completion and/or commencement of water systems were affected by land conflicts and late/lengthy procurement processes. Under water for production, the drip irrigation technology was prone to cuts by the farmers. All public sanitation facilities assessed under the urban water supply and sanitation programme had separate stances for male, female and PWDs. Some sanitation facilities at the DLGs were completed but not in use. The sector had challenges of limited gender and equity disaggregated data. Fewer female and PWDs participated in sector project activities such as employment on contractual works.

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## Annexes

### Annex 1: Education and Sports Sector Programmes/Projects Monitored FY 2018/19

Vote	Programme	Intervention/sub programme	Institution/District
<b>013:Ministry of Education and Sports</b>			
	0701:Pre-primary and Primary Education	1296:Uganda Teacher and School Effectiveness Project (Hearing Aids)	MoES, Bugiri, Mbarara, Bushenyi, Gomba, Wakiso
		Karamoja School Feeding Programme	Moroto,Kotido,
	0702:Secondary Education	Uganda inter-governmental fiscal transfers (Construction of Seed Secondary Schools)	Butambala, Lwengo, Lyantonde, Masaka, Mbarara, Sheema, Bushenyi, Kiruhura, Ntungamo, Kabale, Rukungiri, Sembabule, Gomba, Kiryandongo, Masindi, Nakasongola, Kasese, Kabarole, Mubende, Mitiyana, Hoima, Kyankwanzi ,Wakiso, Bugiri, Oyam, Gulu, Lira, Kole, Apac, Otuke, Pader, Kaliro ,Luuka, Namutumba, Mbale ,Sironko
	0704:Higher Education	Higher Education Students Financing Board (Provision of Scholarships)	MoES
	0710: Special Needs Education	06:Special Needs Education and Career Guidance	MoES, Iganga, Bugiri,Kitgum,Jinja,Mbale, Masaka, Bushenyi, Masindi, Wakiso
		1308:Development and Improvement of Special Needs Education (SNE)	
0711:Guidance and Counseling	15:Guidance and counselling	Oyam, Gulu, Lira, Kole, Apac, Otuke. Kitgum, Pader, Nebbi, Moyo, Arua, Soroti, Mbale, Tororo, Butaleja, Sironko, Luuka, Jinja, Kaliro,Iganga, Bugiri, Buikwe and Namutumba	
<b>137: Mbarara University of Science and Technology</b>			
	0751:Delivery of Tertiary Education and Research	01 Headquarters	Mbarara
		0368: Development	
<b>138:Makerere University Business</b>			
	0751: Delivery of Tertiary Education and Research	01 Headquarters	Kampala
		0896: Support to MUBS Infrastructural Development	

Vote	Programme	Intervention/sub programme	Institution/District
<b>139: Kyambogo University</b>			
	0751:Delivery of Tertiary Education and Research	01: Headquarters	Kampala
		0369:Development of Kyambogo University	
<b>111: Busitema University</b>			
	0751: Delivery of Tertiary Education and Research	01: Headquarters	Tororo, Soroti
		1057: Busitema University Infrastructure Development	
<b>127: Muni University</b>			
	0751:Delivery of Tertiary Education and Research	01:Headquarters	Arua
<b>132:Education Service Commission</b>			
	0752: Education Personnel Policy and Management	Recruitment, confirmation and validation of Education Personnel into Service	Kampala

*Source: Author's compilation*

## Annex 2: Beneficiary Districts of the Uganda Inter-governmental Fiscal Transfer Program

Lead District	Lot Number	District
Gulu	1	Amuru, Nyoya, Gulu, Omoro
	2	Lamwo, Kitgum, Pader, Agago
	3	Maracha, Koboko, Yumbe, Moyo, Adjumani
	4	Nebbi, Zombo, and Pakwach
	5	Masindi, Bulisa, Kiryandongo.
Mbarara	6	Rubirizi, Bushenyi, Mitooma, Sheema
	7	Kiruhura, Ibanda, Ibanda, Buhweju and Lyantonde
	8	Kyegegwa, Kamwenge and Kyenjojo
	9	Bundibugyo, Ntoroko, Kabarole and Bunyangabu
	10	Kabale, Kisoro, Rubanda and Rukiga
	11	Rukungiri, Kanungu, Ntungamo and Isingiro
Lira	12	Amolata, Apac, Kwania, Kole
	13	Lira, Dokolo, Alebtong, Otuke
	14	Kaberamaido, Soroti, Katakwi
	15	Serere, Ngora, Kumi, Bekedea
	16	Napak, Amudat, Nabilatuk, Nakapiripirit
	17	Abim, Moroto, Kotido
Wakiso	18	Kalungu, Masaka, Kalangala, Lwengo and Rakai
	19	Ssembabule, Ggomba, Mubende, Butambala and Mpigi
	20	Kassanda, Mityana, Kyankwanzi, Kiboga and Wakiso
	21	Nakaseke, Luwero, Kayunga, Mukono, Buikwe
	22	Hoima, Kagadi, Kibaale, Kakumiro and Kikuube
Mbale	23	Budaka, Kibuku, and palisa
	24	Tororo, Bugiri, Butaleja, and Butebo
	25	Mbale, Manafwa, and Namisindwa
	26	Bukwo, Kapchworra, Kween, Sironko, and Bulambuli
	27	Jinja, Kaliro, Buyende, Kamuli and Luuka
	28	Iganga, Namutumba, Bugweri, Mayuge, and Namayingo

*Source: Authors' Compilation*

**Table 1: PSM Programmes assessed in FY 2018/19**

<b>Vote</b>	<b>Project/Programme</b>	<b>Sampled districts</b>
Vote 003: Office of the Prime Minister	Project 1317: Dry Lands Project	Moroto,Nakapiripit,Napak, Amudat
	Project 0922: Humanitarian Assistance	Bulambuli
	Project 1078: Karamoja Integrated Development Programme (KIDP)	Nakapiripit, Napak,Moroto
	Project 0932: Post-war Recovery and Presidential Pledges	Gulu,Soroti, Omoro
	Project 0022: Support to Luwero- Rwenzori Development Programme	Wakiso,Mukono,Lwengo
	Project 1251: Support to Teso	Bukedea, Soroti,Serere
Vote 005: Ministry of Public Service	Project 1285: Support to Ministry of Public Service	Ministry of Public Service Headquarters
Vote 011: Ministry of Local Government	Project 1360: Markets and Agricultural Trade Improvements Programme (MATIP 2)	Moroto, Busia, Soroti, Entebbe, Masaka and Mbarara,Lugazi Municipal Councils
	Project 1381: Project for Restoration of Livelihoods in Northern Region (PRELNOR)	Gulu, ,Omoro

*Source: Authors' Compilation*