



THE REPUBLIC OF UGANDA



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Gender and equity responsiveness in the Ministry of Public Service. What were the interventions for FY 2018/19?

Overview

Uganda adopted the National Gender Policy (NGP) in 1997, which was revised in 2017. The Policy requires that all sector ministries develop gender mainstreaming guidelines and specific gender commitments aimed at achieving three objectives. These include:

- i) Minimizing inequalities in terms of participation of men and women at all levels of decision making.
- ii) Achieving women's and men's empowerment to enable them to fully engage in their governance.
- iii) Transforming management systems, policies and administrative rules, structures, organizational cultures and accountability mechanisms to achieve equal and effective participation.

Accordingly, the Ministry of Public Service (MoPS) developed Human Resource (HR) Guidelines on gender mainstreaming in the Public Service in 2011. It is a guiding tool to effect gender mainstreaming in ministries, departments and agencies (MDAs) and local governments (LGs) while being spear headed by human resource managers. However according to HR gender monitoring assessments for FY 2018/19 the dissemination, implementation and technical support was minimal in both MDAs and LGs; as a result the gender and equity issues remain a challenge in MoPS .

This policy brief assesses the gender responsiveness in the Ministry of Public Service, focusing on gender commitments for FY 2018/19, challenges and proposes policy recommendations.

Key Issues

- MoPS Strategic plan and HR policies are gender blind e.g. the Public Service Training and the Archives policies resulting in lack of sex disaggregated data.
- Poor dissemination and implementation of HR gender mainstreaming guidelines in MDAs and LGs.
- Lack of gender focal point person to spear head the gender aspects in MoPS.
- Lack of breastfeeding centres in MDAs and LGs, flexible working hours for mothers.
- Inadequate funding resulting to lack of development of specific gender work plans, performance targets and indicators.
- Lack of capacity building and technical support in implementation of policies on gender and equity issues especially in the newly created districts.

INTRODUCTION

The Ministry of Public Service (MoPS) is responsible for providing strategic and managerial leadership on all matters of human resource in Uganda's Public Service at the national and local government levels. This mandate is fulfilled by formulating and implementing enabling laws and policies; and sustaining, managing and overseeing systems, procedures and staffing structures of the entire Public Service.

The Ministry of Public Service and the Public Service Commission (PSC) are responsible for ensuring the mainstreaming of gender and equity considerations in matters of recruitments,

induction, remuneration, mentoring, capacity development, promotions, deployments, performance assessments, human resource planning, and discipline.

At the local government level, the human resource managers under the Chief Administrative Officers' (CAOs) Office and the District Service Commissions (DSC) in LGs undertake the human resources management responsibilities. The PSC as well as the MoPS provide technical guidance, and support, monitoring of compliance with policies, laws, and regulatory and practice frameworks.

Gender and equity issues in Public Service

1) Limited knowledge of Human Resource Specialists and Line managers and District Service Commissions of laws, policies and Human Resource Management best practices with a gender and equity perspective. This is evident in all MDAs and LGs especially in the newly created districts.

2) Limited availability of support mechanisms to enable women effectively balance their multiple gender roles and career development. For instance in most MDAs and LGs there are no breast feeding centers, and opportunities for flexi time for considered for breast feeding mothers.

3) There is lack of gender and equity focused performance management standards to guide the reporting process in MDAs and LGs.

4) There are limited capacities to analyze disaggregated data where it exists at institutional level and make it available in a timely manner to inform strategic choices. For example whom to train and for what purpose is gender blind. All capacity building initiatives in MoPS and the Civil Service college lack gender disaggregated data.

5) Lack of a gender and equity responsive human resource planning framework. The recently developed National Human Resource Planning and Development Framework has no gender considerations.

6) Corruption in the pension payroll management affects the most vulnerable, poor and disadvantaged majority of whom are women. For example, when deleted from the payroll or delayed pension payments necessitating movements and bribes to address issues in the pension files or when records have been misplaced especially from LGs, leaves the vulnerable in destitution.

7) Inequitable benefits from the payroll between women and men. The assessment of the decentralized payroll reforms in FY 2018/19, showed that men still dominate most positions in the Public Service (August 2019 payrolls). Women make up 37% of the public service whereas the men take up 63% of the positions (*Table 1*).

Table 1: Public Service payroll as at 31/8/2019

PAYROLL CATEGORY	FEMALE	MALE
Agricultural Extension Workers	565	2,432
Central Ministry Employees	8,589	10,395
Centralized Tertiary Employees	267	648
Chairpersons District Service Commission	19	86
Decentralized Tertiary Employees	1,321	3,174
District Political Leaders	294	1,986
Government Agencies	1,121	2,011
Justices and Judges	29	34
Local Government Payroll	6,927	15,097
Primary Health Care Workers (PHC)	20,417	16,889
Primary School Employees	56,219	78,824
Public Universities	2,539	4,314
Secondary School Employees	7,649	19,350
Town Councils (Unconditional)	1,062	2,214
Uganda Police Force	8,582	34,228
Uganda Prisons Force	2,766	6,873
TOTAL	118,366	198,555

Source: MoPS Payroll Monitoring Unit, September, 2019

However, attention has not been paid to the gender and equity gaps in terms of representation and participation in decision making by women in the public service. Women are concentrated in the lower levels of the service.

Gender and Equity interventions for FY 2018/19

For FY 2018/19, the gender and equity budget for MoPS, was Ug shs 0.378 billion which was all released and Ug shs 0.195 billion (52%) spent as at 30th June 2019.

The following interventions were carried out:

- 1) An Office Block at the Headquarters which includes facilities for persons with disabilities was constructed and the civil works were at 65%;
- 2) A Gender and Equity Committee was established and it is constituted by 5 females, and 5 males including a person with disability;
- 3) An HR gender mainstreaming handbook was developed for implementation of gender concerns by the human resource managers in MDAs and LGs.
- 4) A functional one stop center was set up to cater for the marginalized groups whose HR cases have not been attended to especially in local governments;

The One-stop Centre at the Ministry of Public Service was set up in 2019 to cater for all marginalized groups including the sick, elderly, and the vulnerable groups that have failed to access services in local governments. The One-stop Centre at the Ministry of Public Service was functional and it addresses HR issues including gender and equity issues under the decentralized payroll reforms.



One-stop Centre at the Ministry of Public Service, Kampala

Conclusion

There was some gender responsiveness in the MoPS during the FY in review. The Ministry instituted a gender and equity committee and formulated an HR gender mainstreaming handbook. These are steps in the right direction. These are building blocks to capacity building that is critical in the sector'

However there is still limited knowledge of Human Resource Specialists and Line managers on relevant gender policies; lack of support mechanisms to enable women balance gender roles; and a non- gender and equity responsive human resource planning framework. The continued lack of interventions to address these critical issues will lead to persistent gender inequalities in the service.

Policy Recommendations

Policy Recommendations

- 1) The Ministry of Public Service and Ministry of Finance Planning and Economic Development (MFPED) should undertake sensitization of HR Specialists and Line managers and District Service Commissions (DSCs) about gender and equity responsive HRM practices.

References

1. Integrated Financial Management System data for FY 2018/19
2. FY 2018/19; Performance Reports for Projects and Programmes under Development and Recurrent Budgets for MoPS
3. FY2018/19; Ministerial Policy Statements for MoPS
4. Gender and Equity Compact for the Ministry of Public Service and Public Service Commission- FY 2016/2017-2019/2020

2) The Ministry of Public Service and MFPED should institute measures to allow women and men to balance their professional and personal life. For instance the Public Service Standing Orders should make it mandatory for all public offices to provide child care centres. On its part, the MFPED should mobilize the requisite funds.

3) The Ministry of Public Service and Ministries, Departments and Agencies should undertake institutional gender and equity audits to inform the design of the Performance Management Initiatives.

4) The Ministry of Public Service and Ministry of Local Government, should support the implementation of the Gender and Equity Capacity Building plan that was developed by MFPED. The Plan should inform choice of trainees for strengthening gender and equity responsive program based planning and budgeting.

5) The Ministry of Public Service and National Planning Authority should facilitate an inclusive process for the development of the Human Resource Planning framework. It should adopt an Action Plan to implement the Human Resource Planning framework to address the capacity gaps and reduce the inequalities. They should facilitate an inclusive process for the development of the HRP framework, with a key role for the Ministry of Gender, Labour and Social Development.

6) The Ministry of Public Service and MoLG, MFPED should conduct capacity building for public officers involved in the Pensions Payroll Management and set performance standards.

7) The Ministry of Public Service and Ministry of Local Government in consultation with MDAs and LGs should disseminate the HR handbook to all MDAs and Local Governments for proper guidance and implementation of the gender HR aspects.

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