



A HANDBOOK FOR IMPLEMENTATION OF
NDPIII GENDER AND EQUITY COMMITMENTS

SUSTAINABLE DEVELOPMENT OF PETROLEUM RESOURCES PROGRAMME



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ACRONYMS AND ABBREVIATIONS

BFP	Budget Framework Paper
EACOP	East African Crude Oil Pipeline
EIA	Environmental Impact Assessments
ESIA	Environment and Social Impact Assessment
GEB	Gender and Equity Budgeting
G&E	Gender and Equity
FID	Final Investment Decision
JQS	Joint Qualification System
HPP	Hydro Power Plant
IOC	International Oil Company
LGs	Local Governments
LPG	Liquefied Petroleum Gas
MDAs	Ministries, Departments and Agencies
MPS	Ministerial Policy Statement
NDP	National Development Plan
PIAP	Program Implementation Action Plan
PWDs	Persons With Disability
RAP	Resettlement Action Plan
UDB	Uganda Development Bank
UNOC	Uganda National Oil Company
QHSSE	Quality Health Safety Security and Environment
SME	Small And Medium Enterprise
VTI	Vocational Training Institute

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FOREWORD

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

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

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

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



Ramathan Ggoobi

Permanent Secretary/Secretary to the Treasury

KEY DEFINITIONS

Commitments

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

Gender

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

Equity

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

Gender Issue

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

Equity Issue

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

Gender and Equity Responsive

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

Gender and Equity Budgeting

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

Indicators

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

Interventions

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

Programme

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

Programme Implementation Action Plan (PIAP)

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

Sub-Programme

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



1.0 Introduction

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

1.1 Background

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

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

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

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

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

¹These are listed in the NDPII background

1.2 Justification for the Handbook

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

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

1.3 Intended Users of the Handbook

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

1.3.1 Primary Users

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

1.3.2 Secondary Users

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

2.0 How to use the Handbook

The Handbook shall be used in the preparation of Budget Framework Papers for MDAs and Local Governments, and Ministerial Policy Statements for MDAs and Missions (table 1). The BFPs and MPSs are policy documents structured for both reporting and planning purposes. The users should ensure integration of gender and equity outcomes, interventions, outputs and their respective indicators across all the sections.

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

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

Section of the BFP	Section of MPS	Application of the Handbook	Example
Overview	Overview	Indicate desired gender and equity outcomes, objectives, spent budget, medium-term allocations and projections	<p>Gender and equity outcome Increased contribution of the oil and gas industry to employment</p> <p>Objectives i) Strengthen policy, legal and regulatory frameworks as well as the institutional capacity of the oil and gas industry ii) Enhance local capacity to participate in oil and gas operations</p>
Past Performance	Achievement at Half Year	<p>These should be drawn from the outcome performance indicators – the change desired when gender and equity issues are addressed.</p> <p>Indicate the gender and equity issues among the key performance issues to be addressed by the sector. Select these from the list of gender and equity issues.</p> <p>Indicate whether any gender and equity issues were addressed in the previous FY.</p> <p>List the outputs derived from the interventions that you carried out. These can be picked from the gender and equity issues and proposed strategies/interventions.</p>	<p>Outcome Increased participation in the oil companies in the oil and gas industry</p> <p>Outcome indicator Number of contracts awarded to local companies; 50 (2020) to 200 (2025)</p> <p>Outputs completed At least 5 Vocational Training Institutions (VTIs) internationally accredited.</p> <p>Output indicators</p> <ul style="list-style-type: none"> • No. of VTIs internationally accredited • Percentage of local suppliers internationally accredited.
Medium Term Plans	Medium Term Plans	Indicate medium-term plans by listing which interventions shall be carried out in accordance with the planning framework i.e., NDP III.	<p>Medium-term plans Fast-track skilling (e.g apprenticeship) training and international accreditation of Ugandans for employment and service provision in the development phase of the oil and gas sector</p>
	Current Year Plans	Indicate key sector output and outcome performance indicators to show that	<p>Planned Outputs Internationally accredit 5 vocational training institutions</p> <p>Outcome Performance Indicator 9,000 Ugandans employed in the oil and gas-related activities</p>
Outcome, intermediate outcome indicators	Outcome, intermediate outcome indicators		<p>Intermediate outcome Increased contribution of the oil and gas industry to employment</p> <p>Intermediate outcome indicator No. of Ugandans employed as professionals in the oil and gas sector</p>

3.0 Gender and Equity Responsiveness in the Sustainable Development of Petroleum Resources Programme

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

Sustainable Development of Petroleum Resources is one of the 20 programmes of the NDP III and it operationalises objectives two and three **“Strengthen the private sector to create jobs”, and “Consolidate and increase the stock and quality of productive Infrastructure”**. The programme seeks to address key challenges that constrain the sustainable exploitation of petroleum resources which include:

- i. Inadequate infrastructure to support the development of oil and gas resources,
- ii. Harmonised legal and regulatory framework,
- iii. Protracted negotiation for the Final Investment Decision (FID) between government and the International Oil Companies (IOC),
- iv. Land acquisition issues (high costs, cultural issues),
- v. Limited human and institutional capacity to support oil and gas operations,
- vi. Unnecessary delays to grant approvals by relevant government agencies (ESIAs, water permits),
- vii. Limited private-led investment in the oil and gas industry,
- viii. Limited refined petroleum storage infrastructure,
- ix. Low Liquefied Petroleum Gas (LPG) uptake, and
- x. Unpreparedness to tap the local potential.

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

Therefore, the objectives of the programme are to:

- i. To ensure sustainable production and utilisation of the country's oil and gas revenue,
- ii. Strengthen policy, legal and regulatory frameworks as well as institutional capacity of oil and gas industry,
- iii. Enhance local capacity to participate in oil and gas operations, and
- iv. To promote private investment in the oil and gas industry,

- v. Enhance Quality Health, Safety, Security and Environment (QHSSE), and
- vi. Improve the security of the supply of refined petroleum products.

3.1 Gender and Equity Issues and their Responsive Interventions in the Sustainable Development of Petroleum Resources Programme

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



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

Sub-Programme	Gender and Equity Issues	Justification/Impact of the Gender and Equity Issues	Interventions in the NDP/III	Output in the PIAP	Corresponding Actions in the PIAP
<p>Upstream</p>	<p>Marginalisation of the landowner's dependents</p>	<p>During compensation, the landowner's dependents (spouse, children, older persons) at times do not benefit from the proceeds from the land.</p>	<p>Oil refinery</p>	<p>Refinery construction completed</p>	<p>Implement the Resettlement Action Plan (RAP) for the refined products pipeline with due consideration of gender and equity issues</p>
			<p>East African Crude Oil Pipeline (EACOP)</p>	<p>EACOP Project construction completed</p>	<p>Undertake EACOP RAP with the consideration of the elderly, youth, women and PWDs</p>
			<p>Construct the Central Processing Facilities (CPFs) for Tilenga and Kingfisher projects</p>	<p>Upstream facilities for Tilenga and Kingfisher projects constructed</p>	<p>Implement RAP for Tilenga and Kingfisher projects while ensuring that gender and equity aspects are considered</p>
	<p>Limited participation of locals in the oil and gas sector</p>	<p>Ugandans lack the capacity to compete in the oil and gas industry. Their non-involvement excludes them from participation and benefiting from the oil and gas industry.</p>	<p>Operationalise the National Content Policy to enhance local content and national participation in oil and gas</p>	<p>National Content Policy implemented</p>	<p>i. Implement initiatives that enhance the local service providers' capacity considering the women, youth and PWDs ii. Implement initiatives that enhance Ugandan</p>

Sub-Programme	Gender and Equity Issues	Justification/Impact of the Gender and Equity Issues	Interventions in the NDP/III	Output in the PIAP	Corresponding Actions in the PIAP
	Limited capacity of local service providers to participate and compete and to take up jobs in the oil and gas industry				citizens' competitiveness for jobs in the sector with consideration of gender and equity aspects.
Midstream	Inadequate financial capacity of local entrepreneurs and small and medium enterprises (SMEs) to participate in the oil and gas industry	Inadequate financing limits local entrepreneurs and SMEs from exploiting the available opportunities to take part in the oil and gas industry.	Establish an oil and gas incubation fund to promote local entrepreneurship and SMEs	Fund in place and operational	Enact the Local Content Development Fund Act Establish and operationalise the fund considering the gender and equity aspects Unbundle the contracts principle to allow for local participation
	Inadequate skills for employment in the oil and gas sector	Limited skills in the Petroleum Industry reduces the chances for Ugandans to compete in this sub-sector.	Fast track skilling (e.g., apprenticeship), training and international accreditation of Ugandans for employment and service provision in the development/phase of the oil and gas sector	At least 5 Vocational Training Institutions internationally accredited At least 50% of local suppliers internationally accredited in ISO and related certifications	Localise the accreditation process in the country Train and certify Ugandans to international oil and gas industry standards Localise the accreditation process in the country Train and certify local suppliers considering the youth, women, elderly and PWDs

Sub-Programme	Gender and Equity Issues	Justification/Impact of the Gender and Equity Issues	Interventions in the NDP/III	Output in the PIAP	Corresponding Actions in the PIAP
	Inadequate capacity to offer standardised goods and services in the oil and gas industry	Production of standard goods and services by the actors in the oil and gas industry reduces their demand, and leads to reliance on foreign firms.	<p>Implementation of a clear strategy on value addition and marketing of goods and services that will be demanded by the oil and gas sector</p> <p>Provide SMEs with both technical (training) and financial support to enhance their participation in tendering and delivery of contracts. (Direct and indirect participants in the oil and gas value chain)</p>	<p>Value Addition and Marketing strategy for Goods and Services developed and implemented</p> <p>Industry Enhancement Centre operationalised</p>	<p>Develop and implement the Value Addition and Marketing Strategy for Goods and Services in Oil and Gas</p> <p>Standardise, test and certify local products to product standards</p> <p>Establish and operationalise the Industry Enhancement Centre</p>
	Limited capacity to meet the growing demand for agricultural products	The limited capacity of local agricultural suppliers denies them an opportunity to benefit from the sub-sector.	<p>Establish a framework for adoption and transfer of knowledge and technology within the oil and gas sector</p> <p>Implement the Agricultural Development Strategy for the Albertine Region</p>	<p>Workforce Skills Development Strategy and Plan updated and implemented</p> <p>Capacity of local agricultural suppliers developed to supply the oil and gas sector</p>	<p>Update and implement the workforce skills development strategy and plan with the promotion of gender and equity aspects.</p> <p>Implement the Agricultural Development Strategy for the Albertine Region considering gender and equity aspects.</p> <p>Upscale the agricultural development project to cover the pipeline districts</p>



4.0 Programme Gender and Equity Performance Assessment

The Sustainable Development of Petroleum Resources Programme aims at achieving several outcomes namely;

- i. Increased contribution of the oil and gas sector to employment
- ii. Skilled local human resources employed in the oil and gas sector
- iii. Increased participation of the local companies in the oil and gas industry

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

- i. Number of Ugandans employed in the oil and gas-related industries; 9,000 (2020) to 50,000 (2025)
- ii. Number of contracts awarded to local companies
- iii. Number of local companies on the National Suppliers Database

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

Table 3: Selected Gender and Equity Output Performance Indicators

Sub-Programme	Objective	Interventions	Outputs	Indicators	Baseline	Targets (Financial Year)				
						2020/21	2021/22	2022/23	2023/24	2024/25
Upstream	Sustainably produce and utilise the country's oil and gas resources	Oil refinery	Refinery construction complete	Percentage completion Refinery commissioned	2	5	10	33	67	100
		East African Crude Oil Pipeline (EACOP)	EACOP Project construction completed	Percentage completion EACOP commissioned	5	10	33	67	100	
		Construct the Central Processing Facilities (CPFs) for Tilenga and Kingfisher projects	Upstream facilities for Tilenga and Kingfisher projects constructed	% completion of the facilities for Tilenga and Kingfisher projects 40	0	0	33	67	100	
		Review and update relevant policies; and fast-track harmonisation of conflicting laws and regulations	Conflicting laws and regulations harmonised	No. of laws and regulations enacted	10	0	0	0	2	12
		Operationalise the National Content policy to enhance local Content and national participation in oil and gas	National Content Policy implemented	Percentage of local participation	28	30	30	32	35	35
		Innovation strategy		Stages of development	0	40	60	100		

Sub-Programme	Objective	Interventions	Outputs	Indicators	Baseline	Targets (Financial Year)				
						2020/21	2021/22	2022/23	2023/24	2024/25
		Develop a strategy for an oil and gas innovation hub	developed and implemented	No. of innovations	0	2	2	4	4	4
Midstream	Enhance local capacity to participate in oil and gas operations	Establish an oil and gas fund under UDB to enable local companies access cheaper credit	Fund in place and operational	No. of local companies with access to affordable financing	0	500	500	700	800	
				Percentage of contracts awarded to local businesses	28	30	35	35	35	
		Capitalise and/or license UNOC to execute its mandate as an investment arm of government in the oil and gas industry	UNOC capitalised	No. of licenses awarded.	0	1	-	-	-	
			Required licenses awarded	No. of VTIs internationally accredited	1	1	1	2	2	
		Fast Track Skilling (e.g., apprenticeship), Training and International Accreditation of Ugandans for	At least 5 Vocational Training Institutions internationally accredited	No. of VTIs internationally accredited	1	1	1	2	2	

Sub-Programme	Objective	Interventions	Outputs	Indicators	Baseline	Targets (Financial Year)				
						2020/21	2021/22	2022/23	2023/24	2024/25
		employment and service provision in the development/phase of the oil and gas sector	At least 50% of local suppliers internationally accredited in ISO and related certifications	Percentage of local suppliers internationally accredited	60	20	30	50	50	50
		implement a clear strategy on value addition and marketing of goods and services that will be demanded by the oil and gas sector	Value Addition and Marketing strategy for Goods and Services developed and implemented	% progress of implementation	0	35	50	75	100	-----
				National supplier database upgraded to a Joint Qualification System (JQS) and market place	-	-	1	-	-	-
		Provide SMEs with both technical (training) and financial support to enhance their participation in tendering and delivery of contracts. (Direct and indirect participants in the oil and gas value chain)	Industry Enhancement Centre operationalised	No. local businesses upskilled in oil and gas	0	0	200	300	500	700

Sub-Programme	Objective	Interventions	Outputs	Indicators	Baseline	Targets (Financial Year)				
						2020/21	2021/22	2022/23	2023/24	2024/25
		Establish inter and intra-sectoral linkages to ensure readiness to meet the needs in the oil and gas industry	All other programmes interlinked with the oil and gas sector	No. of sectors working harmoniously in tandem with the oil and gas sector	5	5	5	5	5	5
		Establish a Framework for adoption and transfer of knowledge and technology	Workforces skills development strategy developed and implemented	No. of Ugandans companies trained No. of Ugandans trained with appropriate skills relevant to the sector	200 100	200	500	500	500	200
		Implement the Agricultural Development Strategy for the Albertine Region	Local agricultural suppliers able to supply the sector	No. of Local suppliers developed in agricultural capacity Amount of local Agro-based products supplied to the sector	20 0	20	20	20	20	20
					6	6	6	6	6	6

5.0 Emerging Issues

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

- A skills gap analysis was undertaken for the oil and gas sector. Measures to address the results of this study should be included in the actions in order to empower the locals to benefit from opportunities with the sector.
- Cases of gender based violence (GBV) and violence against children are rampant during the resettlement action plans and these should be adequately addressed.

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