

A HANDBOOK FOR IMPLEMENTATION OF NDPIII GENDER AND EQUITY COMMITMENTS

MINERAL DEVELOPMENT PROGRAMME





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ACRONYMS AND ABBREVIATIONS

ASMs Artisanal and Small-scale Miners

BFP Budget Framework Paper

CDAs Community Development Agreements

EOs Equal Opportunities

GEB Gender and Equity Budgeting

G&E Gender and Equity

HSEs Health, Safety and Environment

LGs Local Governments

ICTs Information and Communication Technologies

MDAs Ministries, Departments and Agencies

MPS Ministerial Policy Statement
NDP National Development Plan
OSH Occupational Safety and Health

PIAP Program Implementation Action Plan

PWDs Persons With Disability
RAP Resettlement Action Plan
UDB Uganda Development Bank

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 (NDP III). These were integrated at the strategic level, as well as in the 20 programmatic areas. In order to mobilise the MDAs and LGs to ensure effective implementation of the NDP III gender and equity commitments, programmatic handbooks have been developed.

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

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

Ramathan Ggoobi

Permanent Secretary/Secretary to the Treasury

KEY DEFINITIONS

Gender

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

Equity

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

Gender Issue

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

Equity Issue

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

Gender and Equity Responsive

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

Gender and Equity Budgeting

Gender and Equity budgeting is an approach of allocating and 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.

Programme

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

Sub-Programme

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

Programme Implementation Action Plan (PIAP)

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

Indicators

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

Commitments

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

Interventions

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



1.0 Introduction

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

1.1 Background

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

It is mandatory for Ministries, Departments, Agencies (MDAs) and Local Government (LGs) to address gender and equity issues in the formulation of Budget Framework Paper 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 NDPII¹, 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

Justification for the Handbook

To avoid slow implementation of the gender and equity responsive interventions, there is a need to mobilise MDAs and LGs. This necessitates the development of a mobilisation tool. This Handbook, to facilitate the mobilisation, spells out the gender and equity issues; proposed interventions and 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, other stakeholders can also use it.

1.3.1 Primary Users

The primary users of the Handbook are the Programme Leadership Committee; Programme Technical Committee, Programme Working Group and 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 it.

1.3.2 Secondary Users

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

2.0 How to use the Handbook

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

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

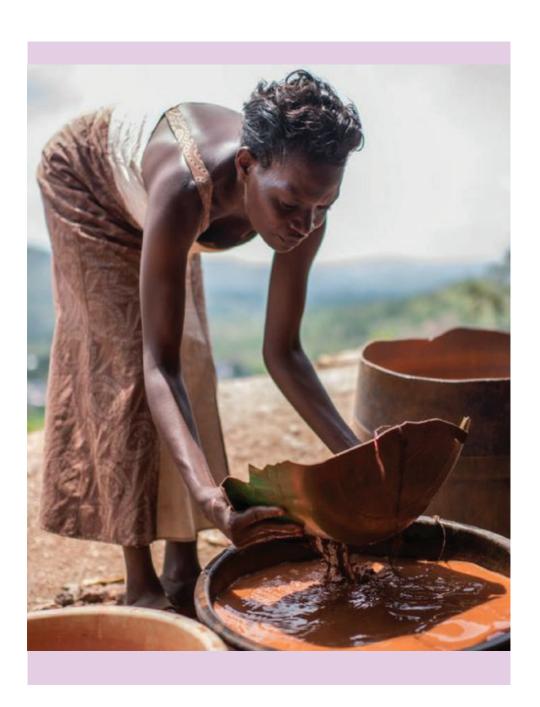


Table 1: How to use the Handbook during the Planning and Budgeting Process

No.	Section of the BFP	Section of MPS	Application of the Handbook	
1	Overview	Overview	Indicate desired gender and equity outcomes, objectives, spent budget, medium-term allocations and projections	Increased employment opportunities for youth in the mining sector
2	Past Performance	Achievement at Half Year	These should be drawn from the outcome performance indicators – the change desired when gender and equity issues are addressed. 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. Indicate whether any gender and equity issues were addressed in the previous FY. 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.	Outcome Increased employment in the sector Outcome indicator Number of people employed in the mineral sector (million) i.e., 0.2 (2020) to 0.008 (2025) Output completed 50 Artisanal miners groups formalised Output indicator Number of artisanal miner groups formalised per year
3	Medium Term Plans	Medium Term Plans	Indicate medium-term plans by listing which interventions shall be carried out in accordance with the planning framework i.e., NDP III.	Medium-term plans Increased number of artisanal miners groups formalised and employed in the mineral sector
4		Current Year Plans	Indicate key sector output and outcome performance indicators to show that gender and equity issues have been addressed.	Planned outputs Artisanal miners groups formalised
5	Outcome, intermediate outcome indicators	Outcome, intermediate outcome indicators		Intermediate outcome Increased employment in the sector Intermediate outcome indicator Number of people employed in the mineral sector (million)

3.0 Gender and Equity Responsiveness in the Mineral Development Programme

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

Mineral Development is one of the 20 Programmes of the NDPIII and it operationalises objective one to "enhance value addition in key growth opportunities". The Programme seeks to address key challenges in limited minerals exploitation and value addition which include:

- i. Rudimentary mining methods and informality in the mining sector;
- ii. Inadequate human and institutional capacity to carry out exploration, quantification and characterisation activities;
- iii. Inadequate supporting physical and R&D infrastructure; and
- iv. Limited investment in industries that utilise available minerals.

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

Therefore, the objectives of the programme are to:

- i. Increase exploration and quantification of priority minerals and geothermal resources across the country;
- ii. Increase adoption and use of appropriate and affordable technology along the value chain;
- iii. Strengthen the legal and regulatory framework as well as the human and institutional capacity;
- iv. Increase investment in mining and value addition; and
- v. Expand mineral-based processing and marketing.

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

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

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

	-				-
Sub-Programme	Gender and Equity Issues	Justincation/impact of the Gender and Equity Issues	Interventions in the PIAP	Outputs in the PIAP	corresponding Actions in the PIAP
Institutional Strengthening and coordination	Adverse effects in the mining sector	Adverse effects in the mining sector mainly distress vulnerable groups especially women and youth, with major facing negative health effects as a result of working in the mines.	Review (Mining Act 2003, Industrial Licensing Act 1969, Competition Bill, Legal and Industrial Metrology Bills) and develop relevant laws and regulations	Regulations gazetted	Review, gazette and enact the following regulations: Artisanal and Small-scale Mining, Mine OSH Water Resources, Water (Waste) Regulations, and other necessary regulations to cater for emerging issues in the mining industry
	Gender and equity imbalances in the staffing of the mineral sub-sector	Majority of the senior positions are occupied by men at the expense of women leaving them with low incomes, purchasing power and increased chances of recycling poverty.	Streamline administrative functions of licensing, inspection and monitoring of compliance	Administration of minerals sub-sector streamlined	Staffing and equipping of the new institutions with consideration to gender and equity issues
	Inadequate knowledge in gender and equity	Limited knowledge in identification, analysis, budgeting and implementation of gender and equity issue in the industryleading to poor service delivery especially to vulnerable groups of people.		Staff trained	Develop and implement a training program integrated into the education system for mining industry professionals with consideration to gender and equity issues
	Unemployable skills among the youth	Unemployable skills among the youth increases their discrimination in the labour market where many fail to get employment thus leading to high levels of unemployment rates. This has consequently led to high crime rates in the community.	Incentivise the private sector to offer industrial training and apprenticeship opportunities	Apprenticeship programmes in place	 Identify and short-list private institutions to offer apprenticeships Facilitate trainees and apprentices for purposes of cost-sharing with consideration to gender and equity issues
	Exploitation of mining communities	Exploitation of mining communities is very common, especially among the middlemen. This leads to heightened backwardness in	Require mining companies to enter into Community Development Agreements	Increased household incomes among the mining communities	Develop and publicise model agreements Implement and enforce CDAs requirements

Sub-Programme	Gender and Equity Issues	Justification/Impact of the Gender and Equity Issues	Interventions in the PIAP	Outputs in the PIAP	Corresponding Actions in the PIAP
		terms of incomes and inequities among the vulnerable.	(CDAs) with mining host communities		Sensitisation and awareness campaigns on CDAs
	Child Iabour	Child labour robes the children of their rights. It exposes them to hazardous workplaces which negatively affect their lives and a chance to grow to their full potential for the maximum benefits to the community.	Provide a framework for gender mainstreaming, equity and human rights and eradication of child labour in the mining industry	Equal opportunities (EO) for all and eradication of child labour in mining	Develop an equal opportunity and gender mainstreaming tool and ensure its implementation
	Lack of early waming systems for natural disasters	Vulnerable groups are not adequately prepared for disasters. Once they strike, disasters cause a lot of damage to the women and children. Their livelihoods are affected including property damage	Establish and strengthen earthquake, landslides and other geohazard monitoring systems	Measures to avoid destruction of life and property due to geohazards put in place	Develop an earthquake and geo-hazard (earthquakes, landslides, volcanism, flooding) monitoring systems and guarantee their use to ensure timely warning and mitigation of geohazards
	Poor working conditions in the mining sector	Poor working conditions in the mining sector cause occupational diseases that include gastro and respiratory diseases. This weakens the working capacities of vulnerable groups especially women and the youth.	Strengthen capacity to monitor, inspect and enforce health, safety and environmental provisions	Safe working conditions in the mining industry and a protected environment	Inspect and assess mining sites for health, safety and environment
Mineral Exploration, Development and Value Addition	Inadequate skills and knowledge for artisanal miners	Widespread exploitation of the vulnerable artisanal miners is very common. Their limited knowledge and skills reduces their capacities to negotiate fair prices for their minerals which increases their poverty levels.	Organise, formalise and regulate the artisanal and small-scale miners.	Artisanal miners trained	Train artisanal miners in basic mineral exploration Train artisanal miners in mining methods with the least impacts on the environment Train artisanal miners in mineral processing and value addition Train artisanal miners in HSE Train artisanal miners in business and enterprise skills

Sub-Programme	Gender and Equity Issues	Justification/Impact of the Gender and Equity Issues	Interventions in the PIAP	Outputs in the PIAP	Corresponding Actions in the PIAP
					Train artisanal miners on compliance and conditions of grant of mineral rights Provide extension services to artisanal miners to acquire geoscience data
	Limited use of appropriate technology by artisanal miners	Limited use of appropriate technology by artisanal miners leads to low production and productivity. It also affects the quality of outputs.	Provide incentives for the acquisition of appropriate and clean technology	utilisation of appropriate technology	Put in place and implement a small grants scheme with consideration to marginalised groups Establish centralised processing facilities Put in place model mine and training centre Facilitate peer to peer learning Put in place and implement a scheme for promoting local innovation in mineral value addition technologies with consideration to gender and equity issues Conduct studies on the available technology and level of its adoption by the artisanal miners
	Informal operations of artisanal and small-scale miners	Informal operations of artisanal and small- scale miners reduce their opportunities to organise themselves into cooperatives to work together and enjoy the economies of scale. It is very difficult for them to access credit facilities from financial institutions	Organise, formalise and regulate the artisanal and small-scale miners	Artisanal miners formalised	Register and develop a database for artisanal miners Identifying and gazetting areas for artisanal and smallscale miners Sensitisation and training

Sub-Programme Gender and Equity Issue	Gender and Equity Issues	Justification/Impact of the Gender and Equity Issues	Interventions in the PIAP	Outputs in the PIAP	Corresponding Actions in the PIAP
		which limit the scope of their operations and lead to low production capacities.			Licensing of artisanal miners Develop and implement a robust mineral development tax compliance improvement plan Sensitisation of ASMs on HSE issues Inspections and audits of mining projects Develop training strategy on HSE for the mining sector
	Poor transport infrastructure extending to mining and minerals processing zones	Poor transport infrastructure extending to mining and minerals processing zones makes it difficult and expensive to transport the products to the market. The time taken to move from the mines to other places for shelter increases and reduces productivity.	Extend transport, energy, water and ICT infrastructure to mining areas and mineral processing facilities/industries	Adequate and reliable infrastructure extended to mining and minerals processing zones;	Construct mineral roads Construct rail networks Construct transmission lines to the mining and mineral processing zones (431 km [12], 163 km [13], 22 km [14], 30 km [15], 155 km [16]) Construct a natural gas pipeline Issue water abstraction permits and construct or extend water pipelines to mines Build stable ICT network systems and fibre cables to mining areas and ensure accessibility and affordability



4.0 Programme Gender and Equity Performance Assessment

The Mineral Development Programme aims at achieving several outcomes namely;

- Competitive mining sector i.
- Improved compliance to laws and regulations ii.
- iii. Skilled and competitive human resource
- Reduced importation of mineral products

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

- Share of the global investment in mining. i.e. 0.01 (2020) to 0.1 (2025)
- Proportion of licensees adhering to requirements (%) i.e. 20 (2020) to 90 ii. (2025)
- No. of skilled human resource. i.e. 108 (2020) to 200 (2025)
- No. geoscientists trained. i.e., 500 (2020) to 1,500 (2025)
- Volume of imported iron and steel (tonnes). i.e., 700,000 (2020) to 125,000 (2025)
- vi. Value of imported iron and steel (USD Mn). i.e.,370 (2020) to 97 (2025)
- vii. Volume of imported inorganic fertilisers (tonnes). i.e., 75,000 (2020) to 18,750 (2025)
- viii. Value of imported inorganic fertilisers (USD Mn). i.e., 26 (2020) to 7.5 (2025)

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

Table 3: Selected Gender and Equity Output Performance Indicators
Sub- Objective Interventions Outputs Indicators Baselin

-		The Common Common		10.01	-					
Sub- Programme	Objective	Interventions	outputs	Indicators	baseline			largers		
						2020/21	2021/22	2022/23	2023/24	2024/25
Institutional Strengthening	Strengthen the legal and	Review (Mining Act 2003, Industrial	Laws enacted	No. of laws enacted		~	1	1	1	2
Coordination	framework as well as the human and institutional capacity	Competition Bill, Legal and Industrial Metrology Bills) and develop relevant laws and regulations	Regulations gazetted	No. of regulations gazetted			-	-	~	~
		Streamline administrative functions of licensing, inspection and monitoring of compliance	Administration of minerals subsector	Licensing and inspection units in place	34	38	28	65	89	75
		Incentivise the private sector to offer industrial training and apprenticeship opportunities	Apprenticeship programmes in place	No. of institutions offering industrial training and apprenticeship	2	2	2	2	2	2
		Strengthen the capacity to	Institutions equipped (tools	Staffing levels		09	20	80	06	92
		undertake mineral certification, trading, testing, inspection, regulation and enforcement	and human resource)	No. of institutions equipped	_	0	-	4	108	208
		Strengthen monitoring and	Technical standards on	No. of companies/miners		100	100	100	100	100

Sub- Programme	Objective	Interventions	Outputs	Indicators	Baseline			Targets		
						2020/21	2021/22	2022/23	2023/24	2024/25
		inspection of mining operations to minimise negative social and environmental impacts	HSE developed to minimise degradation of the environment by mining activities and ensure the safety of miners	complying with regulations						
		Require mining companies to enter into Community Development Agreements (CDAs) with mining host communities	Increased household incomes among the mining communities	No. of agreements signed between mining companies and host communities		0	0	2	_	-
		Provide a framework for gender mainstreaming, equity and human rights and eradication of child labour in the mining industry	Equal opportunities (EO) for all and eradication of child labour in mining	Framework in place	0	0	_	0	0	0
		Establish and strengthen earthquake, landslides and other geohazard monitoring systems	Measures to avoid destruction of life and property due to geohazards put in place	Frequency of early warnings to potential geohazards						1
		Strengthen capacity to monitor,	Safe working conditions in the	No. of mining sites having						1

Objective	Interventions	Outputs	Indicators	Baseline	Polococ	CC/FCCC	Targets		2004/05
					2020/21	2021/22	2022/23	2023/24	2024/25
	inspect and enforce health, safety and environmental provisions	mining industry and a protected environment	safe working conditions and clean/ protected environment						
Increase adoption and use of	Provide training and extension services to ease	Artisanal miners trained	No. of Male skilled artisans		200	200	200	200	500
	the adoption of the acquired technology		Female		200	200	200	200	200
	Provide incentives for the acquisition of appropriate and clean technology	Increased utilisation of appropriate technology:	No. of artisanal miners utilising the appropriate technology		0000	000'9	0000	0000	6,000
	Organise, formalise and regulate the artisanal and small- scale miners.	Artisanal miners formalised	No. of artisanal miner groups formalised by gender	က	09	09	09	09	09

Sub- Programme	Objective	Interventions	Outputs	Indicators	Baseline			Targets		
						2020/21	:020/21 2021/22 2022/23 2023/24	2022/23	2023/24	2024/25
		Extend transport, energy, water and	Adequate and reliable	Kms of mineral roads constructed		09	100	35	100	73
		ICT infrastructure to mining areas and	infrastructure extended to	Proportion of rail networks to mining			661	379		170
		mineral processing facilities/industries	mining and minerals	and minerals processing zones						
			processing	Electricity grid	179	431	163	22	30	155
			zones	extended to mining						
				and minerals						
				Stable ICT	-	1	-	1	_	-
				networks extended						
				to mining and						
				minerals						
				processing zones						

5.0 Emerging Issues

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

- Poor working conditions especially for women with children involved in artisanal mining. They should be provided with personal protective equipment and breast feeding facilities.
- Mineral exploitation interventions need to consider promotion of efficient technologies for cooking among the communities.
- There is need to develop strategies to prevent child labour in the mines because of the high school dropout rates worsened by the COVID-19 pandemic.
- There is need for measures to overcome climate change due to its negative impact of flooding and landslides among others.
- The minimum wage should be formulated to improve wages of the vulnerable groups in the mining industry.
- There is need to enact laws that clearly indicate the benefits a local governments and the host communities enjoy from the mineral proceeds from the mining companies.
- There is need to put in place concrete measures to protect the host communities from effects of mining activities such as collapsing soils and spilled chemicals from the mines.
- There is need to further disseminate relevant information about mining especially to the host communities.

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