



Equal Opportunities Commission

STRATEGIC PLAN

2013/2014 - 2017/2018

July 2013

VISION

A Society free from all forms of discrimination and wherein all persons have equal opportunities in accessing goods and services.

Mission

To redress imbalances and promote equal opportunities for all.



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Abbreviations

ACFODE	Action for Development
AIDS	Acquired Immune Deficiency Syndrome
ANPPCAN	African Network for Prevention and Protection of Children against Abuse and Neglect
CEDAW	Convention on the Elimination of Discrimination against Women
CSO	Civil Society Organisation
DGF	Democratic Governance Fund
EOC	Equal Opportunities Commission
ESIP	Education Strategic and Investment Plan
FAL	Functional Adult Literacy
FBO	Faith Based Organisations
FOWODE	Forum for Women in Democracy
FUE	Federation of Uganda Employers
GIZ	Deutsche Gasellschaft Fur Internationale Zusammenarbeit
HIV	Human Immune Virus
ICT	Information Communication Technology
IEC	Information Education Commission
IGG	Inspector General of Government
ILO	International labour Organization
IMR	Infant Mortality Rate
JLOS	Justice Law and Order Sector
M&E	Monitoring and Evaluation
MAAIF	Ministry of Agriculture, Animal Industry and Fisheries
MFPED	Ministry of Finance, Planning and Economic Development
MGLSD	Ministry of Gender, Labour and Social Development
MHU	Ministry of Housing and Urban Development
MJCA	Ministry of Justice and Constitutional Affairs
MOES	Ministry of Education and Sports
MOH	Ministry of Health
MOLG	Ministry of Local Government
MOV	Means of Verification
NAADS	National Agricultural Advisory Services
NATU	National Association of Trade Unions
NAWOU	National Association of Women Organisations in Uganda
NDP	National Development Plan
NER	Net Enrolment Rate
NFA	National Forestry Authority
NGO FORUM	National Non- Governmental Organisations Forum
NSSF	National Social Security Fund
NUDIPU	National Union of Disabled Persons in Uganda
OVC	Orphaned and Vulnerable Children

PMAU	Poverty Monitoring and Assessment Unit
PWDs	Persons With Disabilities
SACCO	Savings and Credit Cooperative
UBOS	Uganda Bureau of Statistics
UDHS	Uganda Demographic and health Survey
UGX	Uganda Shillings
UHRC	Uganda Human Rights Commission
UKAID	United Kingdom Agency for International Development
UNAB	Uganda National Association for the Blind
UNAD	Uganda National Association for the Deaf
UNATU	Uganda National Association of Trade Unions
UNHS	Uganda National Household Survey
UNICEF	United National Children’s Fund
URAA	Uganda Reach the Aged Association
USAID	United States Agency for International Development
USSIA	Uganda Small Scale Industries Association
UWA	Uganda Wildlife Authority
UWONET	Uganda Women’s Network
UWOPA	Uganda Women Parliamentarians Association
UYDEL	Uganda Youth Development Link
WOUGNET	Women of Uganda Network

Foreword

The Equal Opportunities Commission (EOC) was established in July 2010. Since then the Commission has been operating on a three year work plan based on the Equal Opportunities Policy of 2008 and the National Development Plan 2010/11 – 2014/15. This Strategic Plan is the first for the Equal Opportunities Commission since its establishment.

The Equal Opportunities Commission Strategic Plan 2013/14 – 2017/18 sets out the strategic framework for the work of the Commission for the next five years. It is based on seven priority thematic areas which include Health, Education, Agriculture, Governance, Employment, Environment and Institutional Building. The work of the EOC cuts across all sectors. However, it is important for the Commission to have a strategic focus in order to address key issues relating to discrimination and marginalisation. The plan embodies the Commission's programmatic direction in working towards the fulfilment of its constitutional mandate to address discrimination and promote equal opportunities for all persons in Uganda irrespective of gender, age, physical ability, health status or geographical location; and to promote affirmative action in favour of marginalised groups.

Implementation of this strategic plan requires adequate resources, both financial and human and acquisition of these resources is critical for achieving the goals of the plan. It is our hope at the EOC that the Government of Uganda and Development Partners will support us to realise the aspirations of this Strategic Plan.

The development of this Strategic Plan has been informed by the National Equal Opportunities Policy 2006, the Equal Opportunities Commission Act, 2007 and the National Development Plan 2010/11 – 2014/15. The process of development of the plan was very participatory involving key stakeholders and was facilitated by a team of consultants.

The implementation of the Strategic Plan shall be through a strong collaborative partnership with key stakeholders that will include; government institutions at national and local level and civil society organisations.

I wish to thank all the Stakeholders, Consultants, Staff and Members of the Commission who participated in the process of developing the Strategic Plan and look forward to working with you to implement the plan for the attainment of our national objectives.

FOR GOD AND MY COUNTRY



Rita S. Matovu

CHAIRPERSON, EQUAL OPPORTUNITIES COMMISSION

EXECUTIVE SUMMARY

Introduction

The Equal Opportunities Commission (EOC) is a constitutional body established by the Equal Opportunities Commission Act, 2007 *“to give effect to the State’s constitutional mandate to eliminate discrimination and inequalities against any individual or group of persons on the ground of sex, age, race, colour, ethnic origin, tribe, birth, creed or religion, health status, social or economic standing, political opinion or disability”*. The same Act empowers the Commission to *“take affirmative action in favour of groups marginalised on the basis of gender, age, disability or any other reason created by history, tradition or custom for the purpose of redressing imbalances which exist against them”* (The Equal Opportunities Commission Act, 2007).

The Commission is empowered by the Constitution to be independent *“in exercise of its functions”* and *“not to be subject to the direction or control of any person or authority”*. The Commission is also empowered by the Act to, among other things summon any person to appear before it, and require the production and also examine any books, papers or documents.

The Vision of the EOC

“A just and fair society wherein all persons have equal opportunity to participate and benefit in all spheres of political, economic, social and cultural life”.

The Mission of the EOC

“To give effect to the state’s mandate to eliminate discrimination against any individual or groups of persons through taking affirmative action to redress imbalances and promote equal opportunities for all”.

Promoting equal opportunities is the process of increasing access and choices of persons, irrespective of their gender, age, physical ability, ethnic background, geographical location or any attribute by widening the platform for making choices for realisation of their full potential. This process is not about adopting measures directed at marginalised groups but adopting fairer roles for these groups and individuals. It involves not only making programmes and resources more accessible to the marginalised groups, but also mobilising legal mechanisms, re-orienting the analytical and organisational abilities of government institutions, non-governmental agencies and the private sector, in order to introduce a balanced relationship among the different members of society in all areas for sustainable development.

Values/Guiding Principles of EOC

Although members and staff of the EOC come from diverse backgrounds, they are bound together by a set of values/guiding principles backed by actions of solidarity. These are:

- i. **Equality:** The EOC treats and protects all people equally regardless of their status in all spheres of life (political, economic, social and cultural).
- ii. **Equity:** In handling issues of discrimination and inequalities within society, the EOC treats every individual and group of persons with fairness, justice and impartiality.
- iii. **Justice:** The EOC treats all people justly and fairly to enhance their opportunities.
- iv. **Non-discrimination:** The EOC treats people with fairness and enhances non-discriminatory accessibility to economic, social and political opportunities in life for all.
- v. **Integrity:** Members and staff of the Commission work with honesty and truthfulness in all undertakings.
- vi. **Inclusion:** The EOC ensures that all those discriminated/marginalised are actively and meaningfully involved in all its programmes.
- vii. **Diversity:** The EOC respects divergent views from all groups of people concerning promotion of equal opportunities.
- viii. **Accountability:** The EOC is accountable to its stakeholders for all its actions and decisions.
- ix. **Team work:** Members and staff of the Commission work as a united and committed team in order to achieve the EOC set goals and objectives.

Situation Analysis

Discrimination and marginalisation tend to be entrenched through the socialisation process in different cultures. Religious institutions and the legal system of a country can also be discriminatory. Discrimination occurs in all levels of society, right from the family unit, community, government, its institutions and agencies (EOC Policy, 2008). Discrimination manifests itself in different ways that directly or indirectly affect particular groups disproportionately. Discrimination and marginalisation may occur at different levels including in areas of social and economic opportunities; access to services and enjoyment of rights.

Poverty and Vulnerability

Poverty and vulnerability are closely interlinked. Poverty is multi-sectoral in nature and describes a low level of income and consumption, while vulnerability refers to the risk of falling into poverty. Other forms of poverty include inability to meet the basic necessities of life, poor access and quality of social services, helplessness and lack of

social support systems, isolation as well as lack of a voice. Poverty prevents the enjoyment of basic necessities of life, access to resources and services.

For over a decade, the Government of Uganda has implemented a wide range of programmes to improve the socio-economic conditions of the population and made good progress towards reducing poverty. Poverty headcounts in the country progressively declined from 56% in 1992 to 34% in 1999/2000 to 38% in 2002/2003 and 31% in 2005/2006 and by 2011 the poverty level was at 24.5% (UNHS 2009/10) representing 7.5 million persons in 1.2 million households. Analysis of household survey data reveals that over 80% of the poor or about 7 million people are trapped in chronic poverty. Chronically poor households are characterized by the presence of vulnerable groups such as widows, orphans, the unemployed, youth, plantation workers, persons with disabilities, the chronically ill, ethnic minorities and the elderly. This implies that the EOC persons of concern mainly fall within the category or the chronically poor.

Legal Services

Provision of legal services is crucial for the promotion of equal opportunities. However, despite the progressive legal framework entrenched in the 1995 Constitution, discrimination, inequality, marginalisation and violation of rights of the marginalized manifest themselves in practice and in some of the existing legislation. Discriminatory laws still exist on statute books and glaring gaps regarding protection of marginalised groups do exist. In certain instances there is no law to provide for their protection. The vulnerable groups have limited access to legal services and justice as a whole due to poverty, illiteracy, among others. Provision of legal aid services by the state has been limited to capital offenders, thereby leaving other marginalised groups with the minimal services of NGO legal aid providers.

The services of legal aid institutions have been limited in geographical coverage with each of them targeting a particular group of the marginalised, thereby leaving the majority of marginalised groups with limited access to legal services.

Education

The Government is implementing the Education Strategic Investment Plan (ESIP) whose main priority is Universal Primary Education (UPE). In addition, government efforts are focusing on enhancing secondary, vocational and tertiary education as well as Functional Adult Literacy (FAL).

However, even where access is made possible, the retention of marginalised groups in schools is a challenge. Hidden costs like sanitary towels for girls and assistive equipment like crutches for those with physical disabilities, still limits marginalised

groups' opportunities. For persons with disabilities, the number of children dropping out of school is still high as they lack facilities like Braille for the blind, interpretation services, mobility appliances, appropriate infrastructure, high cost of connective appliances, and negative attitude towards their education. Parents' attitudes towards the education of children with special needs, negative attitudes about their educational ability, early marriage, pregnancy and economic choices of parents hamper access to and completion of school by marginalised groups.

Health, HIV&AIDS

The common indicators used to assess health outcomes are the infant mortality rate (IMR) and child nutrition. The Demographic and Health Surveys of 2005/6 and 2009/10 showed IMR to be high but to have fallen somewhat. Across geographic regions in Uganda the IMR varies widely; the North, South West and some rural parts of the Central region having infant mortality rates above 100 deaths per 100,000 live births while the national average is 76.

The UDHS data indicates that the elderly and people with disabilities are more likely to report ill health, yet less likely to seek care than the national average. Wealthier households show a strong preference for private health facilities although this trend is influenced by geographic proximity, notably the Central region where private clinics are more common. Looking at health-related costs as a proportion of household consumption provides a good indication of the level of financial distress health expenditure puts on poor household.

Human Immunity Deficiency Syndrome (HIV) prevalence amongst women is 7.5% compared to 5% among men (UNHS 2004/5). According to the UDHS of 2006, 21% of married women said they cannot refuse sex, while 46% of married women say they cannot ask their husbands to use a condom. Young women and girls are also vulnerable to infection, especially those affected by conflict and violence. Despite high levels of awareness, modern contraceptive use is low. Only 18% of married women used a modern method of family planning (UDHS 2006). Key factors limiting use are low education amongst women, and the practice of not discussing family planning with spouses.

Agriculture, Credit and Land

The majority of the poor are dependent on agriculture for employment and household income. One of the driving forces behind government's quest to improve the life of the poor is the Plan for Modernisation of Agriculture (PMA) which seeks to transform subsistence farming into commercial agriculture through increased agricultural productivity, market access, rural finance and agro-processing. The National Agricultural Advisory Services (NAADS) is a component of the PMA. Unfortunately,

the poorest farmers have not been able to benefit as much as the economically active farmers with existing assets and links to extension agents and government officials.

While agriculture accounts for over 73% of the total employment of Uganda's population, problems of low agricultural productivity and land degradation appear to be getting worse. Farmers' yields are typically less than one-third of the yields obtained on research stations. Soil fertility depletion in Uganda is among the highest rates in Sub Sahara Africa. Average annual rate of total depletion of 70 kilogrammes of nitrogen, phosphorus, and potassium per hectare is reported. The agriculture sector therefore requires a strong stimulus if it is to absorb the increasingly large number of the population. Alternatively, other sectors of the economy (industry and services) will have to expand significantly in order to create opportunities for labour migrating from the agricultural sector.

While agriculture accounts for over 73% of the total employment of Uganda's population, problems of low agricultural productivity and land degradation appear to be getting worse. Farmers' yields are typically less than one-third of the yields obtained on research stations. Soil fertility depletion in Uganda is among the highest rates in Sub Sahara Africa. Average annual rate of total depletion of 70 kilogrammes of nitrogen, phosphorus, and potassium per hectare is reported. The agriculture sector therefore requires a strong stimulus if it is to absorb the increasingly large number of the population. Alternatively, other sectors of the economy (industry and services) will have to expand significantly in order to create opportunities for labour migrating from the agricultural sector.

Participation in the credit market is linked to household wealth and geographic area. Households in Western and Central regions have much higher participation rates (44% and 30% respectively) than the East and the North (24% and 11% respectively). Wealthier households and also male-headed households are more likely to be involved in the credit market. More importantly, wealthier individuals borrow most of the time (not always) for investment reasons while poorer individuals more often borrow for consumption, e.g. paying health bills or school fees. This indicates that the poorest are most exposed to the burden of debt as they are not using the loans directly to generate improved income.

The UNHS (2009/10) data indicate that one in every six persons 18 years and above applied for a loan, compared to only one in every ten persons in 2005/06. People largely applied for loans from informal sources (24%) compared to two and five percent from formal and semi-formal respectively. The major reason for seeking a loan was for working capital in non-farm enterprises (26%), followed by buying consumption goods (16%) and payment for educational expenses (15%) respectively.

Land ownership is vastly disproportionate to the number of land users. The wealthiest 40% of the population own 61% of the land but use only 43% of total land owned, while the poorest 40% of the population own 24% of the land but use 35% of it. Land ownership is also dominated by men, accounting for between 80% and 90% of all owned land (NDP).

Environment

Conservation and sustainable use of biodiversity faces challenges such as high population and economic growth rates, habitat conversion, pollution, and proliferation of invasive alien species. The greatest loss of biodiversity is largely on private land. Invasive alien species which are non-indigenous species introduced in the country are bringing about changes that are harmful to ecosystems, biodiversity, health, economic or other aspects of human life. They reproduce, and spread in their environments, dominating vegetation and water bodies and displacing native species.

Population Trends

The population is dominated by children below 15 years of age who constitute 50.7% of the people of Uganda, out of whom about 2.3 million are orphans. The available statistics reveal that 78.4% of the country's population is below 30 years of age. Out of these, children above 14 years and the youth comprise 27.0% of the population. Adults above 30 years of age represent 21.6% of the population, Women constitute 51.2% while the people aged 60 years and above comprise 4.6% of the population, corresponding to nearly 1.4 million older persons. The UNHS 2011 indicates that more than 2.1 million vulnerable children, representing 13.7% of young people below 18 years, were under the care of older persons. About 7 percent of the population, or 1.9 people, in Uganda have disabilities, and out of these, 47.6% have permanent disabilities.

The EOC Strategic Framework

The 2010/11 – 2014/15 National Development Plan represents the first 5 years of a strategy for the socio-economic transformation of Uganda from a peasant economy to a modern and prosperous country within 30 years. The plan addresses structural bottlenecks in the economy in order to accelerate socioeconomic transformation for prosperity. The development approach of the NDP intertwines economic growth and poverty eradication. This will be pursued in a quasi-market environment where the private sector will remain the engine of growth and development. The Government, in addition to undertaking the facilitating role through the provision of conducive policy, institutional and regulatory framework will also actively promote and encourage public-private partnerships in a rational manner.

The EOC Act 2007 stipulates the key function of the EOC as to monitor, evaluate and ensure that policies, laws, plans, programmes, activities, practices, traditions, cultures, usages and customs of organs of state at all levels; statutory bodies and agencies; public bodies and authorities; private businesses and enterprises; non-governmental organisations, and social and cultural communities are compliant with equal opportunities and affirmative action in favour of marginalised groups.

The Process of developing the EOC Strategic Plan 2013/2014 – 2017/2018

The process to develop the first five-year Strategic Plan for the Equal Opportunities Commission started in September 2012 mainly focused on data collection to generate stakeholders' views to feed into the process.

The exercise involved an internal and external assessment and three workshops for strategic planning and one validation workshop. All the workshops involved stakeholders.

The focus of the Equal Opportunities Commission Strategic Plan 2013/2014 – 2017/2018 is derived from the constitutional mandate of the Commission; its vision and mission; the situation analysis of issues related to equal opportunities and the strategic framework provided by the National Development Plan 2010 – 2014; the EOC Policy and the EOC Act 2007; and the outcomes of the internal and external assessment and the wealth of data generated during the strategic planning and validation workshops.

CHAPTER ONE

INTRODUCTION

1.1 Background

The Equal Opportunities Commission (EOC) is a constitutional body established by the Equal Opportunities Commission Act, 2007 *“to give effect to the State’s constitutional mandate to eliminate discrimination and inequalities against any individual or group of persons on the ground of sex, age, race, colour, ethnic origin, tribe, birth, creed or religion, health status, social or economic standing, political opinion or disability”*. The same Act empowers the Commission to *“take affirmative action in favour of groups marginalised on the basis of gender, age, disability or any other reason created by history, tradition or custom for the purpose of redressing imbalances which exist against them”*(The Equal Opportunities Commission Act, 2007).

The EOC is empowered by the Constitution to be independent *“in exercise of its functions”* and *“not to be subject to the direction or control of any person or authority”*. The Commission is also empowered by the Act to, among other things summon any person to appear before it, and require the production and also examine any books, papers or documents.

Promoting equal opportunities is the process of increasing access and choices of persons, irrespective of their gender, age, physical ability, ethnic background, geographical location or any attribute; by widening the platform for making choices for realisation of their full potential. This process is not about adopting measures directed at marginalized groups but adopting fairer roles for these groups and individuals (National Equal Opportunities Policy, 2006). It involves not only making programmes and resources more accessible to the marginalised groups, but also mobilizing legal mechanisms, re-orienting the analytical and organisational abilities of government institutions, non-governmental agencies and the private sector, in order to introduce a balanced relationship among the different members of society in all areas for sustainable development.

Central to its mission is the recognition that discrimination denies people opportunities and this minimizes their confidence and self-determination, consequently reducing their contribution to the development process. Discrimination affects marginalised individuals and groups at household, community and national levels. At household level, marginalised individuals and groups are denied various opportunities in terms of: access to, control of and benefit from resources and services. At community and national levels, marginalised groups are directly or indirectly denied access to services and resources, and participation and involvement in decision-making. The state therefore has to put in place adequate measures to ensure that marginalised groups realise equal opportunities at all levels.

Vulnerability is a state of powerlessness that makes individuals and groups unable to mitigate exclusion. Marginalisation makes people more vulnerable. In Uganda, there are different categories of vulnerable people. Table 1 provides a classification of vulnerable and marginalised persons in Ugandan society. Marginalisation and vulnerability can be conflict-related, demography-related or poverty-related (EOC Policy 2008).

Table 1.1: Categories of vulnerable/ marginalised groups in Uganda

Conflict-related marginalised group category	Demographic related marginalised group category	Poverty-related marginalised group category
<ul style="list-style-type: none"> ○ Refugees ○ Internally displaced persons ○ War orphans ○ Abductees ○ Traumatized civilians ○ Households living near conflict zones 	<ul style="list-style-type: none"> ○ Widows and Widowers without assets ○ Orphans and abandoned children ○ Female-headed households ○ Child-headed households ○ People with disabilities (PWDs) ○ The chronically sick ○ HIV & AIDS, cancer, etc. sufferers and carers ○ Victims of domestic abuse ○ Ethnic minority groups ○ Street children 	<ul style="list-style-type: none"> ○ Urban poor ○ Urban unemployed ○ Low-paid workers ○ Informal sector workers ○ Beggars ○ Squatters ○ Rural dwellers ○ Rural landless ○ Cash crop farmers ○ Pastoralists ○ Plantation workers

In working with the vulnerable and marginalised persons in society, the Equal Opportunities Commission strives to live by its values and guiding principles.

1.2 The Vision of the Equal Opportunities Commission

The Vision of the EOC is:

A just and fair society wherein all persons have equal opportunity to participate and benefit in all spheres of political, economic, social and cultural life.

1.3 Mission Statement

The EOC is a constitutional body established to give effect to the state's mandate to eliminate discrimination against any individual or groups of persons through taking affirmative action to redress imbalances and promote equal opportunities for all in all spheres of life.

1.4 Values/Guiding Principles of EOC

Although members and staff of the EOC come from diverse backgrounds, they are bound together by a set of values/guiding principles backed by actions of solidarity. These are:

- i. **Equality:** The EOC treats and protects all people equally regardless of their status in all spheres of life (political, economic, social and cultural).
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- v. **Integrity:** Members and staff of the Commission work with honesty and truthfulness in all undertakings.
- vi. **Inclusion:** The EOC ensures that all those discriminated/marginalised are actively and meaningfully involved in all its programmes.
- vii. **Diversity:** The EOC respects divergent views from all groups of people concerning promotion of equal opportunities.
- viii. **Accountability:** The EOC is accountable to its stakeholders for all its actions and decisions.
- ix. **Team work:** Members and staff of the Commission work as a united and committed team in order to achieve the EOC set goals and objectives.

CHAPTER TWO

SITUATION ANALYSIS

2.0 Introduction

Discrimination and marginalisation tend to be entrenched through the socialisation process in different cultures. Religious institutions and the legal system of a country can also be discriminatory thus marginalising some categories of persons. Discrimination occurs at all levels of society, right from the family unit, through the community, government and its institutions and agencies (EOC Policy, 2008). Discrimination manifests itself in different ways that directly or indirectly affect particular groups disproportionately. Discrimination and marginalisation may occur at different levels including in areas of social and economic opportunities, access to services and enjoyment of rights.

This situation analysis is limited to key issues related to the EOC mandate and focus areas prioritised in this strategy. They include:

- i. Poverty, vulnerability and inequality
- ii. Legal Services
- iii. Social Services (Education and health and HIV&AIDS)
- iv. Agriculture, access to credit, land ownership and management
- v. Environment
- vi. Human rights and social protection
- vii. Labour and employment

2.1 Poverty, Vulnerability and Inequality

Poverty and vulnerability are closely interlinked. Poverty is multi-sectoral in nature and describes a low level of income and consumption, while vulnerability refers to the risk of falling into poverty. Other forms of poverty include inability to meet the basic necessities of life, poor access and quality of social services, helplessness and lack of social support systems, isolation, as well as lack of a voice. Poverty denies individuals and groups the opportunity to enjoy the basic necessities of life, and access resources and services (NDP 2010/11).

For over a decade, Government has implemented a wide range of programmes to improve the socio-economic conditions of the population and achieved some good progress in reducing poverty. Poverty headcounts in the country progressively declined from 56% in 1992 to 34% in 1999/2000 to 38% in 2002/2003 and 31% in 2005/2006 and to 24.5% in 2009/2010 (UNHS 2009/2010). However, the number of people living below the poverty line still remains high. It is estimated that nearly 8.4 million people in the country are poor. Analysis of household survey data reveals that over 80% of the poor (about 7 million people) are trapped in chronic poverty. Chronic

poverty is characterized by the presence of vulnerable groups such as widows, orphans, the unemployed, the youth, plantation workers, persons with disabilities, the chronically ill, ethnic minorities and the elderly.

Government policy has been focused directly on improving access to social services for the poor rather than reducing disparities between the rich and the poor. Overall, income inequality is said to have increased by 12% since 1993. While there has been a widening gap between urban and rural areas, this has narrowed over the years. Nationally, on average, income inequality increased from 0.408 in 2005/6 to 0.426 in 2009/10 (Table 2).

Uganda Poverty Incidence – MDG Progress Report 2007



Income inequality within urban areas is significantly higher than in rural areas. Inequality concerns have continued to feature prominently in government policy documents such as the Poverty Eradication Action Plans (1997 – 2008) and the current National Development Plan (2010/11 – 2014/15). On the other hand, actions targeted at reducing poverty may not necessarily lead to reduction in inequality. Sometimes poverty may reduce while inequality increases.

Table 2.1: Trends in Inequality in Uganda (Gini Coefficient)

Region	Year		
	2002/03	2005/06	2009/10
National	0.428	0.408	0.426
Urban	0.483	0.432	0.447
Rural	0.363	0.363	0.375
Central	0.460	0.417	0.451
Eastern	0.365	0.354	0.319
Northern	0.350	0.331	0.367
Western	0.359	0.342	0.375

Source: UNHS (2009-10)

2.2 Legal Services

The Justice, Law and Order Sector (JLOS) was established with a vision of “Justice for All” designed around a six-point agenda. This includes: i) promotion of the rule of law and due process, ii) fostering a human rights culture across JLOS institutions, iii) enhancing access to justice for all especially the poor and the marginalized groups, iv)

reducing the incidence of crime and promoting safety of persons and security of property, v) enhancing JLOS contribution to economic development, and vi) building institutional capacity to enhance service delivery (NDP, 2010/11 – 2014/15).

Provision of legal services is essential for the promotion of equal opportunities. However, despite the progressive legal framework entrenched in the 1995 Constitution, discrimination, inequality, marginalisation and violation of rights manifest themselves in practice and in some of the existing legislation. Discriminatory laws still exist on statute books and glaring gaps in protection of marginalised groups do exist, in certain instances there being no law to provide for their protection. Where laws exist, some challenges have been met in implementation and enforcement of these laws due to deep-rooted negative cultural and religious practices, institutional set-up and management of institutions charged with the provision of justice, law and order. The vulnerable groups have limited access to legal services and justice as a whole due to poverty and illiteracy, among others. Provision of legal aid services by the state has been limited to capital offenders, thereby leaving other marginalised groups with the minimal services of civil society legal aid providers.

The services of legal aid institutions have been limited in geographical coverage, with each of them targeting a particular group of the marginalised, thereby leaving the majority of marginalised groups with limited access to legal services. Vulnerable groups face more hardships in accessing justice due to lack of awareness, corruption and poor enforcement of the existing laws. Access to justice by the marginalised and vulnerable persons is further inhibited due to the geographical coverage of legal aid service providers, time taken to conclude cases, transport and court costs involved, which the majority of marginalised groups cannot afford. Such barriers continue to impede the administration of justice to marginalised groups in the Uganda society.

2.3 Social Services

2.3.1 Education

The Uganda Constitution provides for the right to education for all. Uganda is a signatory to the Convention on the Rights of the Child which gives high priority to education of children. Further, the Government is implementing the Education Strategic Investment Plan (ESIP) whose main priority is Universal Primary Education (UPE). In addition to these, Government efforts are focusing on enhancing secondary, vocational and tertiary education as well as Functional Adult Literacy (FAL).

At primary education level, net enrolment has more than tripled from 2.3 million children in 1996 to 8.7 million in 2009. Gender parity has almost been attained with 50.6% boys and 49.4% girls nation-wide (UNHS 2009/10). In 2009 the net enrolment ratio stood at 82.4% for boys and 83.2% for girls. A contradiction to the basic right to education is that 15.2% of children aged 6-12 years had never attended school.

Enrolment is also strongly linked to income variations, with children in poor and vulnerable households less likely to enrol in school. The recent National Household Survey (UNHS 2009/10) indicates that despite UPE, parents reported that the majority of children dropping out of school were due to financial reasons.

Regarding the rights of children among marginalised, disadvantaged and excluded populations, access to education in many parts of the country is elusive, especially among fishing and semi-nomadic communities. In comparison to the national enrolment rate which is 83%, the enrolment ratio in Kotido is 45% while in Kalangala it stands at 66%. Orphans and other vulnerable children who have no parents are worse off and face difficulties including lack of transport, good nutrition, proper shelter, appropriate clothing and suitable spaces to do homework.

The opportunities in post-primary and vocational trainings are linked to the sustainability and long-term benefits of UPE. Unfortunately, they are limited with just 751 government-aided secondary schools, that is, one school per two sub-counties. The gender gap is higher in secondary than primary, education. Economic reasons play a significant role in secondary school low enrolment. Tertiary education comprises over 50 institutions and 75,000 students enrolled. However, this enrolment accounts for only 2% of the youth aged 18-22 years (UNHS 2009/10).

Literacy and education are a pre-requisite for a better quality of life. According to the UNHS 2009/10, 17% (24% female and 10% male) of the population aged 15 years and above, have never had formal schooling. Adult literacy stands at 73% nationally, 78% being male and 64% female. There are persistent gender differences and regional disparities, with females' adult literacy being lower than that of males in all the regions of the country. Kampala had an adult literacy rate of 92%, as compared to Central at 83%, Western at 71%, Eastern at 68% and Northern at 64%.

Even where access is made possible, the retention of children of marginalised groups in schools is a challenge. Hidden costs like sanitary towels for girls and assistive equipment like crutches for those with disabilities, still limits their opportunities. For persons with disabilities, the number of children dropping out of school is still high as they lack facilities like braille for the visually impaired, interpretation services for the deaf and dumb, mobility appliances for the physically challenged, appropriate infrastructure, high cost of connective appliances and the generally negative attitudes towards their education. Parents' attitudes towards the education of children with special needs, negative attitudes about their educational ability, early marriage, pregnancy and economic choices of parents hamper access to and completion of school by children from marginalized groups.

2.3.2 Health

The common indicators used to assess health outcomes are the infant mortality rate (IMR) and child nutrition. The Demographic and Health Surveys of 2005/6 and 2009/10 indicated IMR to be high, but to have fallen somewhat. Across geographic regions in Uganda the IMR varies widely: the North, South West and some rural parts of the Central region have infant mortality rates above 100 deaths per 100,000 live births while the national average is 76.

Demand for healthcare remains relatively high, with nearly 90% of people seeking health care when sick in all households irrespective of geographic location or gender, and only slightly higher amongst the richest. Elderly and people with disabilities are more likely to report ill health, yet less likely to seek care than the national average. Looking at health-related costs as a proportion of household consumption provides a good indication of the level of financial distress health expenditure puts on poor households.

The Millennium Development Goal number three affirms the achievement of reducing by three quarters the maternal mortality ratio and achieving universal reproductive health for all women (UNDP, 2007). The limited access to health services affects women disproportionately compared to men because of their reproductive and care-giving roles. According to the UDHS 2006, despite the slight improvement in the number of mothers delivering in government health units from 38% in 2001 to 41.1% in 2006, the maternal mortality and fertility levels remained high. The 2011 UDHS reported maternal deaths to be at 18% of all deaths of women aged 15 – 49. Maternal mortality stood at 418/100,000 in 2006 and at 438/100,000 (UDHS 2011) indicating a slight increase from that of 2006. The fertility rate stands at 6.2%.

Uganda has one of the highest adolescent pregnancy rates in the world and the highest in Sub-Saharan Africa. The UDHS of 2011 indicates that 24% of women aged 15-19 are already mothers. In the post conflict areas of the Northern and parts of Eastern Uganda, incidences of early pregnancies are indicated to be very high at 43.1% and 31.1% respectively. Early marriages and limited access to sexual and reproductive health information are some of the factors contributing to the high pregnancy rates among adolescents.

2.3.3 HIV&AIDS

Uganda is one of the few success stories in Africa when it comes to combating HIV&AIDS. The adults' prevalence rate fell from 18 per cent in the early 1980s to 6 - 7 per cent in 2005. The National Aids Indicator Survey 2011 put the AIDS prevalence at 6.7%, an increase from 6.4% in 2005. The reduction in transmission had been achieved by a combination of methods, including the promotion of abstinence, being faithful to one partner and condom use (ABC Strategy). The consistent high level political

commitment to combating the AIDS epidemic and the support of religious groups and civil society organizations have contributed immensely to the dramatic reduction in the incidence of HIV&AIDS. However, the decline has leveled off in recent years and there are indications that the infection rate is increasing again. The number of deaths due to HIV&AIDS, though declining, is still high, standing at 76,400 in 2005. The number of orphans due to the HIV&AIDS epidemic is estimated to be over 500,000 children. The rate of new infections in the general population is still high. There were a total of 135,300 people newly infected with HIV in 2005. The threat of HIV&AIDS to pro-poor growth and poverty reduction calls for renewed attention. Recent studies on HIV infections indicate that there are increasing higher infections among the younger age group (18 – 25) to older persons (26 – 35) and an increase in infections among the married compared to the single persons.

HIV prevalence amongst women is 7.5% compared to 5% among men (UNHS 2004/5), with a higher prevalence among women in age group 15-49 at 7.7% while that of men is 5.6%. Although the youths in age group 15-19 have only 2% prevalence, the peak in prevalence of the epidemic is among those in the age group 35-39 at 10.3%. There is also regional variation with the highest prevalence at 10.7% found in Central Region while the lowest is at 3.7% for Mid-Eastern region.

2.4 Agriculture

The majority of the poor are dependent on agriculture for employment and household income. One of the driving forces behind government's quest to improve the life of the poor is the Plan for Modernisation of Agriculture (PMA) which seeks to transform subsistence farming into commercial agriculture through increased agricultural productivity, market access, rural finance and agro-processing. The National Agricultural Advisory Services (NAADS) is a key component of PMA. Unfortunately, the poorest farmers have not been able to benefit as much as the economically active farmers with existing assets and links to extension agents and government officials.

The majority of the subsistence farmers lack the requisite skills and knowledge, including suitable inputs, and consequently realize low returns. The development of the agricultural sector is therefore the key for poverty reduction, economic growth and social transformation. The biggest constraints to agricultural production include crop pests and livestock diseases, lack of suitable inputs and appropriate technologies to increase productivity; the vagaries of weather and limited access to financial and extension services. Agriculture is one of the key sectors of the economy contributing to economic growth, food security, employment and income enhancement.

2.5 Access to Credit

Credit markets, especially micro-credit products for the poor have developed significantly with financial sector reforms. However, the interest rates remain prohibitively high and monitoring and regulations need to be improved. Short-term loans and extortionately high interest rates are hardly supportive of investments by the poor, especially those dependent on the annual or biannual cycles of agriculture as most are.

Participation in the credit market is linked to household wealth and geographic area. Households in Western and Central regions have much higher participation rates (44% and 30% respectively) than the East and the North (24% and 11% respectively). Wealthier households and male-headed households are more likely to be involved in the credit market. More importantly, wealthier individuals borrow most of the time (not always) for investment reasons while poorer individuals more often borrow for consumption, e.g. paying health bills or school fees. This indicates that the poorest are most exposed to the burden of debt as they are not using the loans directly to generate improved income.

2.6 Land Ownership and Management

Improved access to land by the poor is provided for in the Constitution (1995), the Land Act (1998) and the Land Use Policy. The amendment (2009) to the Land Act included clauses to protect the poor land tenants who do not own the land from which they derive their livelihoods. The Land Act seeks to protect the rights of tenants, squatters, refugees and women, making it easier for them to register land and hence use it as collateral to secure loans. However, the transaction costs of enforcing these enhanced legal rights have turned land into a less attractive form of collateral. Most banks no longer accept empty land as collateral. They ask for land with developments such as buildings. Furthermore, reforms to formalise the resolution of land disputes have also emerged as costly in terms of transaction costs and both distribution and security of land for the poor has not significantly improved.

Land ownership is vastly disproportionate to the number of land users. The wealthiest 40% of the population own 61% of the land but use only 43% of total land owned while the poorest 40% of the population own 24% of the land but use 35% of it. Land ownership is also dominated by men, accounting for between 80% and 90% of all owned land. (PMAU Discussion Paper No. 6)

In Uganda, the gender structure of land rights varies across the country. About 30 % males and 70% females are employed in agriculture. However, in terms of ownership, 86% of the registered land is owned by men and a corresponding 16% owned by women. Women continue to till land they do not own. Women suffer discrimination in matters relating to land ownership arising mainly out of cultural norms. Women's

land rights tend to be limited to access, while men are more inclined to enjoy ownership rights. In an earlier study, World Bank had recommended that Uganda would gain as much as 2% of GDP growth per year if females had access to and control of productive assets and resources.¹

The supply of land is fixed but Uganda's population continues to grow at an astronomical rate of 3.2% per annum. The current population estimated at 30.7 million in 2009 is expected to double in about 22 years (UBOS, 2002) thus aggravating land distribution problems.

2.7 Environment

Natural environmental resources play a pivotal role in the realization of sustainable development. The environment sector contributes to the productivity of other sectors especially agriculture, industry and fisheries by providing natural assets from a sustainable natural resource base. It also reduces the cost of public expenditure for the provision of services by the different sectors. For instance, it is estimated that over 90% of the disease burden in Uganda, such as malaria, cholera and diarrhoea, is environmental health-related. In 1998, the environment sector was estimated to have contributed 54.4% of total GDP; including 32% of monetary and 84% of non-monetary GDP.

The current state of the environment is mainly described by the state of atmospheric resources, water resources and wetlands, biodiversity and ecosystem health, land resources, fisheries resources, human settlement and infrastructure and energy resources. However, there has been rapid deterioration of the quantity and quality of these natural resources as a result of increased pressure from high population and economic growth leading to their unsustainable use.

Uganda is well endowed with rich biodiversity, in terms of specie richness and abundance. Recent surveys indicate occurrence of over 18,783 plant and animal species (NEMA, 2006), with at least 50% of the famed Mountain Gorillas, over 1,000 bird species, over 7% of the global mammal species, and unique game. Most of Uganda's biodiversity is in protected areas (forest reserves and wildlife conservation areas), but there is a lot of biodiversity on private land.

The Constitution of the Republic of Uganda 1995 recognizes the protection of the environment and natural resources as critical and mandates Parliament to provide for measures intended to protect and preserve the environment from abuse, pollution and degradation; to manage the environment for sustainable development; and to promote environmental awareness (*The Constitution of Uganda 1995*). The Forestry and Tree Planting Act 2003 which originates from The Uganda Forestry Policy 2001 underpins

¹World Bank (2002 May) *Gender and Growth Assessment for Uganda – A gender Perspective on Legal and Administrative Barriers to Investment*

the role of various stakeholders in the management of forests at central and local government levels. The law spells out permitted and non-permitted activities in public forests, but falls short of providing adequate controls over forests on private land. The Uganda Wildlife Act 2003, arising from the Uganda Wildlife Policy 1999, governs the wildlife sector and sets forth guidelines for the preservation of vast wildlife endowments in the country. The Local Government Act 1997 vests the role of the management of local forest reserves and licensing activities in private forests in the District Councils, represented by the District Environment Committees and District Environment Officers at technical level.

In addition to the above sector-specific laws and policies, Uganda has a solid legal and policy framework for oil and gas resources, atomic energy and water resources. It is important to note that there are other sectors that overlap with or complement the sector, in particular, agriculture, energy and mining. Although most of these are mutually supportive and complementary, they largely remain unknown to Ugandan citizens and even government officials.

Conservation and sustainable use of biodiversity faces challenges such as high population and economic growth rates, habitat conversion, pollution, and proliferation of invasive alien species. The greatest loss of biodiversity is largely on private land. Invasive alien species, which are non-indigenous, introduced in the country are bringing about changes that are harmful to ecosystems, biodiversity, health, economic or other aspects of human life. They reproduce and spread in their environments, dominating vegetation and water bodies and displacing native species.

Generally, much as the governance situation of natural resources has improved due to policy, legal and institutional reforms that have been undertaken over the last decade, inter-agency coordination is still inadequate and high corruption is prevalent. As a result, the forest cover of the country is potentially threatened and has been progressively declining at a non-sustainable rate.

Degradation of natural resources disproportionately harms poor rural women and men and sometimes is the principal cause of poverty. This disproportionately affects other vulnerable groups like ethnic minorities and People with Disabilities, among others. In turn, poverty can lead to the overexploitation of natural resources. Rural poor people rely most directly on natural resources and are the most vulnerable to changes in ecosystems. Significant differences between the roles and rights of women and men lead to increased vulnerability of women with the deterioration of natural resources. In some instances, deterioration of natural resources results in the renegotiation of gender roles. To design ways to mitigate the negative impacts on rural women and men, one must understand the context of their vulnerability.

Vulnerability depends on the types of resources women and men rely on and their entitlement to mobilize these resources. Those with limited access to resources will have the least capacity to cope with the impacts of natural resource degradation and

are thus the most vulnerable. Natural resource degradation and natural disasters impact rural peoples' ability to manage and conserve natural resources. These have differential impacts on rural women's and men's livelihood strategies, which also vary according to age, ethnicity, and socioeconomic status.

2.8 Human rights and social protection

2.8.1 Gender equality and women's empowerment

The Government of Uganda has taken various measures to protect and promote women's rights. It is a signatory to several international, regional and sub-regional instruments for promoting women's rights and gender equality. These include CEDAW, the UN MDGs and the African Charter on Human and Peoples' Rights. The government has also signed, and ratified, the Protocol to the African Charter on Human and Peoples' Rights on the Rights of Women in Africa, but with some reservations relating to abortion.

The principles of gender equality are enshrined in Articles 32 and 33 of the Constitution and also embraced in the general freedoms from discrimination included in Article 21. Affirmative Action is provided for to rectify historical imbalances that discriminated against women's effective participation in decision-making processes. At parliamentary level, there is provision for one women's representative of each district on special seats and the Local Government Act 1997 as amended provides that women councillors form at least one-third of the total number of councillors at all levels from village to district. The Gender Policy of 2007 seeks to mainstream gender concerns in development processes. These policy interventions have led to increased numbers of women in political spaces.

In addition to political participation, there has been a relative increase in the number of women occupying high-profile positions in the public sectors, Cabinet, the Judiciary and the private sector. Despite this encouraging trend, women continue to suffer inequalities compared with their male counterparts. The social construction of gender roles negatively affects women's participation in decision-making processes in the public sphere. Levels of poverty and their gendered nature act as obstacles to women's enjoyment of their rights, while the government's under-resourcing of the social sector negatively impacts on initiatives for promoting and protecting women's rights.

In the area of economic rights, little has been done to improve the condition of Ugandan women. Although they are accessing the labour market, most women are found in the informal sector. This affects women's rights to decent work, as the informal sector is not formally supported or protected by existing labour laws. Customary practices also preclude women from controlling property such as land, making it difficult for them to access mainstream financial credit facilities. Some of the practices and norms that support the violation of women's rights include:

- i. Early marriages, which are endorsed by the customary practices, contribute to high dropout rates for the girl child from school;
- ii. Patriarchal values and attitudes are often repressive;
- iii. Female genital mutilation continues to be practiced in the eastern parts of the country despite the law enacted in 2010 against the practice. This custom violates women's rights to reproductive health.

Gender-based violence, particularly violence against women, is widespread in various forms, including domestic violence, sexual harassment, trafficking, rape and defilement. The UDHS of 2005/2006 indicated that 60 per cent of women aged between 15 and 49 have suffered physical violence, 39 percent of women have suffered sexual violence, while 16 per cent have experienced violence during pregnancy. Gender-based violence is intensified in conflict-ridden areas which underscore the need to include women in conflict resolution processes and peace building initiatives. The UDHS of 2011 indicates that 58% women and 44% men justified beating of women by their spouse for reasons like burning food while cooking or answering back to a man. This is an indication that there is still limited awareness and appreciation of women's rights by some men and women in the country.

The HIV and AIDS pandemic presents new challenges in promoting and protecting women's rights in a manner that has not been sufficiently explored by human rights activists. Within the patriarchal system, married women are rendered virtually powerless with regard to their sexual lives. The issue of marital rape is non-existent in legislation and has been highly contested in the new marriage and divorce bill of 2009 which is currently being debated in Parliament (March 2013) and is one of the reasons why the bill has been shelved again. Women have little choice in negotiating safe sex in a marriage where their spouses have multiple wives or sexual partners. This exposes women to the risk of infections.

2.8.2 The Rights of Children and Young People

Uganda signed and ratified the Convention on the Rights of the Child in 1990, the Optional Protocol to the Convention on the Rights of the Child, on the sale of children, child prostitution and child pornography (ratified in 2001) and the African Charter on the Rights and Welfare of the Child (ratified in 1994). The government has also formulated policies under the framework of the Constitution that guide the implementation of programmes protecting the rights of children and young people. Institutional arrangements are in place for sensitising the public on children's rights. A National Plan of Action for Children has been incorporated into the national planning framework (NDP). The Local Government Act provides for the assignment of one councillor from village to district level to be responsible for children's affairs at all levels, and for youth representatives in the respective local government and administrative units' councils. In addition, young people are represented in

Parliament by four members from four regions. There is a youth structure from national to local level.

A strong partnership between government and civil society organisations working with children's rights has enabled greater attention on children's issues. However, the challenges remain and are related to a weak institutional framework, limited resources devoted by government to promote children's welfare and high dropout rates and poor quality services in education of children. With regard to legislation, there are gaps that require attention. There are no laws on pornography and early child educational development. While there is a law against trafficking of persons, child trafficking continues to be on the increase, particularly from the poverty stricken areas of Karamoja.

Orphans and vulnerable children present a challenge in Uganda. Children are orphaned due to AIDS and war-related causes. Some of these children flood the city and towns of Uganda and end up on the street. Lack of care forces many orphans into forced labour, including sexual slavery and human trafficking. Orphans are not budgeted for in the core budget. A few programmes for orphans and vulnerable children are run by civil society organisations.

Information available indicates that 14 percent of children in Uganda have been orphaned, which is equivalent to a national total of 2.43 million out of 17.1 million children under age 18. According to the Uganda-specific definition and indicators developed by this exercise, nationally, up to 96 percent of children can be considered vulnerable. Within this broad grouping of vulnerable children, degrees of vulnerability can be distinguished for the prioritisation of support services: nationally, 51 percent of children in Uganda are considered moderately or critically vulnerable, equivalent to a national total of approximately 8 million vulnerable children in Uganda².)

2.8.3 Social Protection and Vulnerability

Social protection entails all public and private interventions that address vulnerabilities associated with being or becoming poor. Social protection is a public investment in the human capital that facilitates risk-taking endeavors. These interventions currently include: providing social assistance to the chronically poor; promoting equal opportunities; operation of social security schemes; provision of care for orphans and other vulnerable children (OVC); provision of special needs education and training; community based rehabilitation services; ensuring occupational health and safety measures for workers; provision of social security for the unemployed; and, provision of relief services to disaster victims.

The need for social protection is motivated by two factors which include poverty and

²Protecting Hope: Understanding the scope and response to the situation of vulnerable children in Uganda 2009; Evaluation of OVC- Core Initiative

vulnerability. While poverty describes the level of income or consumption below a normal standard for human dignity, vulnerability refers to the risk of falling into poverty and perpetually living in a condition of impoverishment. Other people are disadvantaged by demographic characteristics like gender, disability, household composition, age, ethnicity and loss of family providers which determine their control over productive assets, access to basic services and livelihoods.

The population is dominated by children below 15 years of age who constitute 50.7% of the people of Uganda, out of whom about 2.3 million are orphans. The available statistics reveal that 78.4% of the country's population is below 30 years of age.³ Out of these, children above 14 years and the youth comprise 27.0% of the population. Adults above 30 years of age represent 21.6% of the population, Women constitute 51.2% while the people aged 60 years and above comprise 4.6% of the population, corresponding to nearly 1.4 million older persons. The UNHS 2005/06 report reveals that more than 2.1 million vulnerable children, representing 13.7% of young people below 18 years were under the care of older persons. The UNHS 2009/10 indicates that 19% of persons of age 5 and above have some form of disability.

2.9 Labour and Employment

The UNHS 2009/10 indicates that 11 million formed the working population in the country, of which 53% were females. The annual labour force growth rate was indicated at 4.7 per cent. The majority of workers (82%) were in rural areas. Seventy per cent of the labour force did not have any formal education while 66 per cent of working persons are employed in agriculture. The unemployment rate was 4.2 per cent while time-related underemployment has reduced from 12 percent in 2005/06 to 4 percent in 2009/10. Skills-related inadequate employment was more pronounced among urban workers than those in the rural areas. Twelve (12) per cent of wage/salary earners were wage-related inadequately employed.

Labour productivity in Uganda is still very low. The value added per worker in Uganda is 68 percent lower than that in India and 96 percent lower than that in China. Tanzania's labour productivity is 28% higher than that of Uganda (NDP 2010- 2015). Government has put in place several labour laws to regulate the work environment and facilitate delivery of labour services. The Employment Act No 6, 2006 requires districts to appoint Labour Officers to provide Technical Advice to employers. However, out of 90 districts, only 30 have recruited Labour Officers to enforce labour legislation. There is also inadequate funding to the centre and local governments to register and undertake sufficient inspection of workplaces. The level of awareness of the provisions of the existing labour laws is also unacceptably low among the workers and employers.

³ The 2002 Uganda Population and Housing Census

CHAPTER THREE

THE STRATEGIC FRAMEWORK FOR EQUAL OPPORTUNITIES

3.1 The National Development Plan

The National Development Plan (2010/11 – 2014/15) represents the first five years of a strategy for the socio-economic transformation of Uganda from a peasant economy to a modern and prosperous country within thirty years. The NDP addresses structural bottlenecks in the economy in order to accelerate socioeconomic transformation for prosperity. The development approach of the NDP intertwines economic growth and poverty eradication. This is being pursued in a quasi-market environment where the private sector remains the engine of growth and development. The Government, in addition to undertaking the facilitating role through the provision of an adequate and appropriate policy, institutional and regulatory framework, also actively promotes and encourages public-private partnerships in a rational manner.

The overall theme for the National Development Plan is 'Growth, Employment and Socio-Economic Transformation for Prosperity'. Its stated objectives are:

- i. Increasing household incomes and promoting equity;
- ii. Enhancing the availability and quality of gainful employment;
- iii. Improving stock and quality of economic infrastructure;
- iv. Increasing access to quality social services;
- v. Promoting science, technology, innovation and IT to enhance competitiveness;
- vi. Enhancing human capital development;
- vii. Strengthening good governance, defence and security;
- viii. Promoting sustainable population and the use of environmental and natural resources.

The NDP interventions aim at creating employment, raising average per capita income levels, improving the labour force distribution in line with sectoral GDP shares, raising country human development and gender equality indicators, and improving the country's competitiveness to levels associated with middle-income countries. Investment priorities include: physical infrastructure development mainly in energy, railways, waterways and air transport; human resources development in areas of education, skills development, health, water and sanitation; facilitating availability and access to critical production inputs especially in agriculture and industry; and promotion of science, technology and innovation.

The mandate of the EOC directly relates to the objectives of the NDP, especially objectives 1,2,4,6 and 7. The EOC also indirectly has a role in promoting equity and equality of opportunity in the other areas of the NDP. The EOC has the challenge to fulfil its mandate through following up on implementation of the NDP.

3.2 The National Equal Opportunities Policy

The vision of the National Equal Opportunities Policy, 2006 is: *A just and fair society wherein all persons have equal opportunity to participate and benefit in all spheres of political, economic, social and cultural life.* The Mission of the Policy is: to: *“provide a framework for redressing imbalances, which exist against marginalised groups while promoting equality and fairness for all”.* The goal of the policy is *“to provide avenues where individuals’ and groups’ potentials are put to maximum use by availing equal opportunities and affirmative action”* (National Equal Opportunities Policy, 2006).

3.2.1 Guiding Principles of the National Equal Opportunities Policy

This Policy is a crucial pillar of the SDIP and contributes to the attainment of PEAP outcomes of human development. In particular it contributes to the reduction of poverty, inequalities and discrimination. It provides a framework for the empowerment of marginalised and vulnerable groups to enable them participate effectively in opportunities for development.

The following core principles shall guide the Policy:-

i. Rights based approach

The Policy is based on Human Rights Based Approach to development (HRBA). This approach entails putting human rights at the centre of development policies, plans and interventions. All institutions from households to public and private sector organisations seek to eliminate discrimination and marginalization which hinder the realization of rights by all especially the marginalized and disadvantaged groups. Promotion and protection of rights of such people guide the implementation of the policy.

ii. Participation

If development is about people; for the people; and by the people; they must be involved in decisions that affect their lives. It is about putting people at the centre of development. Then, they will own the development process and intervention. The principle of active participation underlies this Policy.

iii. Good governance and accountability

This principle promotes effective governance through democratic processes at all levels. Upholding democratic considerations enhances co-existence that promotes social inclusion and integration of marginalised and disadvantaged groups. This will encourage duty holders to hold accountable the duty bearers in a transparent manner.

iv. Equity

Equity and equal value for men and women underlies the Policy. This principle entails taking into account the gender relations, diversity and value of all accessing equal opportunities during the planning, programming, implementation, monitoring and evaluation. Special focus will be on marginalised groups.

v. Partnership

This involves strengthening partnership and networks between the government, CSOs, the private sector, faith-based organizations (FBOs) and interest groups community based organizations and development partners. The essence is to ensure sustainable development.

vi. Decentralized service delivery

Decentralised structures for service delivery at the district and lower levels will be strengthened. This enhances sustainable quality services delivery to all communities equitably. Services delivery will seek to ensure that equal opportunities and affirmative action are mainstreamed across local government activities.

vii. Discrimination and stigmatization

Discrimination and stigmatisation are barriers to equal access to service and support by the marginalized and disadvantaged people. These barriers will be minimised to enhance equitable access, participation and benefit to enhance implementation of the policy.

viii. Integration and holistic services

Interventions designed by actors at all levels will integrate relevant components of basic services for marginalised and vulnerable groups. The implementation of such interventions will be holistic manner.

ix. Affirmative action

There are certain groups of people who have suffered discrimination and marginalised based on various reasons such as gender, ethnic origin, religion or culture among others. It is desirable that a deliberate affirmative action or positive discrimination be undertaken to redress the imbalances that exist against such groups of people.

x. Treating target groups with respect

Individuals, households or community groups that are marginalised and vulnerable or disadvantaged shall be treated with respect and dignity. They shall be treated as active partners and entitled to express their views in matters that affect them.

3.2.1.2 Objectives of the National Equal Opportunities Policy

- a) To guide the planning process, affirmative action, implementation of programmes and allocation of resources to all stakeholders.
- b) To guide the establishment of legal, policy and institutional frameworks of all stakeholders.
- c) To provide a framework for assessing responsiveness of programmes and activities to equal opportunities, in redressing any imbalances therein.
- d) To empower marginalised and vulnerable groups for their full participation in all development processes.
- e) To enhance capacity of implementing agencies to provide quality services with a view to monitoring compliance with affirmative action and the constitutional provisions.

3.3 Overview of the EOC Act 2007

The Equal Opportunities Commission Act, 2007 was enacted by Parliament to Operationalise articles 32 (1) and 32 (5) of the Constitution of the Republic of Uganda 1995 which, respectively, provide that, *“the State shall take affirmative action in favour of groups marginalised on the basis of gender, age, disability or any other reason created by history, tradition or custom, for the purpose of redressing imbalances which exist against them”*, and that, *“Parliament shall make laws for purposes of giving full effect to this article”* (Constitution of the Republic of Uganda 1995, Articles 32 [1] and [5]).

Section 14 of the EOC Act 2007 stipulates the function of the EOC as:

1. To monitor, evaluate and ensure that policies, laws, plans, programs, activities, practices, traditions, cultures, usages and customs of:
 - (a) organs of state at all levels;
 - (b) statutory bodies and agencies;
 - (c) public bodies and authorities;
 - (d) private businesses and enterprises;
 - (e) non-governmental organizations, and
 - (f) social and cultural communities,are compliant with equal opportunities and affirmative action in favour of groups marginalised on the basis of sex, race, colour, ethnic origin, tribe, creed, religion, social or economic standing, political opinion, disability, gender, age or any other reason created by history, tradition or custom.
2. investigate or inquire into, on its own initiative or on a complaint made by any person or group of persons, any act, circumstance, conduct, omission,

- programme, activity or practice which seems to amount to or constitute discrimination, marginalization or to otherwise undermine equal opportunities;
3. Examine any law, proposed law, policy, culture, tradition, usage, custom or plan which is likely to have effect of nullifying or impairing equal opportunities to persons in employment or enjoyment of human rights.
 4. Develop, conduct and manage information and educational programs to facilitate and promote public awareness, understanding and acceptance of equal opportunities and treatment in employment, occupation, education and all social services;
 5. Undertake research and organize, coordinate and promote workshops, seminars, conferences and public discussions on equal opportunities and treatment in employment, education, social services or social and cultural construct of roles and responsibilities in society;
 6. Consider such recommendations, suggestions and requests concerning the promotion of equal opportunities as it may receive from any source;
 7. Prepare and publish guidelines for implementation of equal opportunities and the avoidance of acts, practices, usage, customs, tradition or cultures that undermine equal opportunities;
 8. Monitor the compliance, in Uganda, with the provisions of international and regional conventions, treaties and other instruments to which Uganda is a party, that relate to or are relevant to the functions and objects of the Commission;
 9. Perform such other functions that are incidental or conducive to the above functions. This may include to:
 - (a) To rectify, settle or remedy any act, omission, circumstance, practice, tradition, culture, usage or custom that is found to constitute discrimination, marginalization or which otherwise undermines equal opportunities through mediation, conciliation, negotiation, settlement or other dispute resolution mechanism.
 - (b) To hear and determine complaints by any person against any action, practice, usage, plan, policy programme, tradition, culture or custom followed by any organ, body, business organization, institution or person which amounts to discrimination, marginalization or undermines equal opportunities.

3.4 Process of developing the EOC Strategic Plan

3.4.1 Gathering data and Consultations with Key Stakeholders

The process of developing the first five-year Strategic Plan for the Equal Opportunities Commission started in September 2012 when three consultants – one external and two local – were commissioned to collect data and generate stakeholders' views to feed into the process, and then facilitate the drawing up of strategic objectives and related result areas to comprise the plan.

The team of consultants was assigned, “To develop collaboratively with partner organizations and other relevant stakeholders a strategy that will guide implementation of all necessary activities for achieving the Commission’s Vision, Mission and mandate as stipulated in the EOC Act”. The two local consultants were assigned to prepare a stakeholder analysis and internal assessment of the EOC.

A two-day workshop involving the EOC and its Stakeholders was held from 14 – 15 November 2012 at which the findings of the consultations with Stakeholders were presented. At the workshop, it became clear there was need to make more extensive stakeholder consultations and ensure that the process adequately has more stakeholder input.

3.4.2 Second Workshop

A second strategic planning workshop involving EOC Commissioners, Staff and Stakeholders lasting four days, was held on 28 – 31 January 2013 and was attended by about 50 members (comprising EOC Commissioners, Staff and Stakeholders from Government Ministries, Departments and Agencies (MDAs), partner organisations and like-minded civil society organisations (CSOs).

The second workshop, facilitated jointly by a local consultant and an external one, took the participants through plenary and group sessions where they brainstormed and discussed views to generate consensus on key issues that would comprise the strategy.

Vision and Mission

Versions of the Vision and Mission that had been developed in earlier fora were subjected to intensive scrutiny to ensure they brought out the Commission’s mandate most effectively, which produced the ones contained in Chapter One, sections 1.2 and 1.3 of this strategy.

Values/Guiding Principles

The values to guide the Commission spelt out in Chapter One, section 1.4 were agreed upon after intensive discussion in a plenary session.

Stakeholder Mapping/Analysis

As part of the process to understand the environment in which the Commission worked, it was necessary to review all the groups or institutions and organisations that had a stake in the results of the EOC’s work, and what the nature of that stake was. This exercise was meant to supplement the results of the mapping being done by one of the local consultants. Workshop participants first brainstormed on the whole range of institutions and organisations that had a stake in the EOC’s business and activities. Then through group work, they categorised the stakeholders on the basis of

the different degrees to which they were rated to have interest in and influence over the EOC. The results of this mapping are presented in Table 3.1.

Table 3.1: Categories of EOC stakeholders and their levels of influence and interest

Stakeholders Group	Influence/power on EOC		Interest	
	High	Low	High	Low
Private sector	UMA, UNATU, insurers, bankers, importers, transporters, political parties, Uganda Pensioners Association, URN	FUE, Media associations, Abatasoma(meaning – association of those who did not go to school)	Media associations, NATU, UNATU, Uganda Radio Network, Uganda medical and dental practitioners association, pensioners association, NSSF, political parties, USSIA	Abatasoma, Uganda NFA, cooperative unions, SACCOs, political parties, traditional healers
Civil Society Organisations Women (ACFODE, UWONET, WOUGNET); Youth (UYN, Uganda Youth Development Link); PWDs (NUDIPU, UNAB, UNDAM, MH); ANPPCANN, ACORD	ACFODE, FOWODE, UWONET, NUDIPU, NGO forum.	UWOPA, WOUGNET	ACFODE, FOWODE, UWONET, NUDIPU, NGO Forum.	NAWOU, URAA, UNAB, UNPAID, UYN
Public institutions MGLSD, MOFPED, Councils, Parliament, MJCA, MOH, MAAIF, MOLG, MOES, JLOS, UHRC, IGG	MGLSD, MOFPED, Councils, Parliament	MJCA, MOH, MAAIF, MOLG, MOES, JLOS, UHRC	MGLSD, Parliament, Councils, JLOS, ULCER, MOLG, MOES, MOH, remand homes	MOFPED (though they bring in money their interest is low)
Development Partners	GIZ	WOMEN AID, UNICEF, USAID, UKAID, Plan Uganda	GIZ, ADD, FORD	WOMEN AID, USAID, UKAID, UNICEF

The Commission was advised on how to handle the different categories of stakeholders. Those with high influence had to be kept satisfied in that position and those with low influence had to be followed up and monitored because they could grow and have high influence on EOC. Stakeholders with high interest had to be managed closely and those with low interest had to be kept informed.

The workshop stakeholder mapping exercise was followed with in-depth interviews with selected stakeholders. The stakeholders were carefully selected during the mapping exercise to be as comprehensive as possible. These included government departments and agencies, international organisations, civil society organisations, Parliament, the Private sector, and employer's organisations.

The stakeholder views and expectations are placed in four broad categories, namely: Central Government, Statutory agencies, International organisations and Civil society organisations.

Central Government

In this category, the institutions consulted included: the Ministries of Finance, Planning and Economic Development, Health, Education and Sports, Labour and Social Development. In their response to issues raised about the equal opportunities,

Commission, most of the central government agencies were concerned about the slow progress in the implementation of the EOC activities, inadequate visibility, lack of financial resources for Operationalization and failure to achieve the targeted objectives.

On the expected benefits, most of these agencies emphasized the need for pro-activeness of the EOC major access issues including health services, education, youth employment, and accountability for funds released for implementation of programmes. They were concerned about what they termed as 'dead silence' of the EOC, in terms of executing its mandate. Stakeholders were concerned about the increasing trend of child sacrifice, lack of school feeding in some primary schools under the UPE and the continued meagre allocation of resources to government agencies working with children like the National Council for Children. Another concern was related the capacity of the EOC in terms of human and financial resources necessary for the Commission to fulfil its mandate.

Stakeholders in this category also expressed interest in attending meetings, reviews and participation in EOC activities, sharing of information and joint planning and advocacy, networking and budgeting. Officials from the Ministry of Finance, Planning and Economic Development (MOFPED) emphasised the need for the achievement of set targets/ priorities at minimum cost as this would be the basis for improved allocation of resources for the sector. There was concern that the EOC had not achieved much during the last three years and that this could affect resource mobilisation and acquisition as this amounts to lack of absorption capacity. They noted that some sectors suffer from underfunding due to inability to effectively utilise the appropriated resources. The MOFPED, however, acknowledged the poor funding provided to the Ministry of Gender, Labour and Social Development, the parent ministry of the EOC, and were of the view that if the EOC acquired its own vote, this would ease its funding constraints.

Statutory Organisations

In this category, the following institutions were consulted: National Council of Women, National Council for children, the National Youth Council, and the National Council for Disability.

Their primary concerns were related to delays in establishing the tribunal; low visibility; the need to strengthen networking and collaboration; and, the need to increase funding of the EOC given their mandate. Most of the statutory organisations shared the same challenges as the EOC. These mainly relate to underfunding of their activities, and lack of independent votes to be able to budget appropriately for their programmes and activities.

On strategies for collaboration and communication, emphasis was placed on the following: strategy lobby meetings: sharing information: reporting agency activities to EOC: regular meetings and interface; as well as collaboration and networking. One of

the most important recommendations related to strengthening the lobby and advocacy of the EOC is to ensure that EOC can be able to galvanise financial resources from both the government and donors.

International Organisations

In this category, the following organisations were consulted: GIZ, Democratic Governance Facility (DGF) and Plan International.

The primary concerns of these organisations included: constitutionality of some clauses in the EOC Act e.g. clause 15((6) d). This provision states as follows:

The Commission shall not investigate—

- (a) Any matter which is pending before a court or judicial tribunal or is under investigation by another constitutional commission;
- (b) A matter involving the relations or dealings between the Government of Uganda and the government of any foreign state or international organization;
- (c) A matter relating to the exercise of the prerogative of mercy; or,
- (d) Any matter involving behavior which is considered to be—
 - i) Immoral and socially harmful, or
 - (ii) Unacceptable, by the majority of the cultural and social communities in Uganda.

The international organizations viewed these provisions as violating some provisions of the Constitution which related to fundamental human rights and freedoms which should be enjoyed by everyone. They proposed a review of the EOC Act for amendment.

About capacity, their major concern was related to the skeleton staff at present and its ability to execute the relatively huge mandate as provided in the law. EOC being a new institution, it should be strengthened to improve its capacity to deliver. They pointed out that the EOC needs strong leadership and accountability in delivering results. This implies the ability of the Commission to utilise resources availed effectively and efficiently to implement activities and programmes as well as being able to monitor the results.

The strategies for effective communication and collaboration identified include being invited to EOC events to monitor results, submission by EOC reports on achievements and impact, as well as providing consulting feedback and support. There are also issues to do with transparency, honesty and constructive partnerships.

Civil Society Organisations

The CSOs consulted included the following: National Organization of Trade Unions, Federation of Uganda Employers, National NGO Forum, and Forum for Women in Democracy and Uganda Women's Network.

These were concerned about the visibility of the EOC; addressing of gender and equity issues in the national budget; domestic violence; discrimination based on gender in employment; and, civic engagement. Some CSO had not heard about the EOC, while others had not had any interaction with it. They urged the EOC to come out strongly to address the issues of the working people. They suggested increased collaboration and networking at both policy and implementation levels, and information sharing.

3.4.3 PESTEL Analysis: Defining EOC’s Working Environment

Through plenary discussion, the Political, Economic, Social, Technological, Environmental and Legal (PESTEL) factors that impinge on the EOC’s work were analysed with a view to identifying the degree of their impact on the Commission’s work. The discussions of participants have been taken care of in the situation analysis and need not be reproduced here.

3.4.4 SWOT Analysis

Workshop participants carried out an analysis of the Strengths, Weaknesses, Opportunities and Threats (SWOT) that either were a boon to the EOC or confronted it with challenges that required tackling. The results of the exercise are presented in Table 3.2

Table 3.2: SWOT Analysis of the Equal Opportunities Commission

<p>Strengths</p> <ul style="list-style-type: none"> i. The EOC has a number of staff members in place, ii. EOC has a home, logistics, iii. EOC has a vote, 	<p>Weaknesses</p> <ul style="list-style-type: none"> The EOC has inadequate funding, Inadequate financial systems, The EOC does not have a human resource system, Staff do not have work schedules, The EOC is not proactive enough, EOC has a poor communication system
<p>Opportunities</p> <ul style="list-style-type: none"> Political will and support from government The presence of a strong and comprehensive policy and legal framework, support from development partners (DGF, FORD, GIZ), A supportive Civil Society High public demand for EOC services, Support from civil society organisations, Supportive media, Responsive development partners, 	<p>Threats</p> <ul style="list-style-type: none"> High expectations from the public Competition for resources from the government treasury, Inadequate harmonisation of donor and government interests, Rampant corruption in many institutions, Direct implementation of activities by partners, Unattractive salary structure, Low staffing levels. Need for grassroots offices. There could be a misunderstanding of the commission’s mandate in relation to other similar institutions.

Outputs emerging from each of these activities were synthesized and shared with a wide range of stakeholders at a validation workshop. The stakeholders debated these findings at length made additions and subtractions. The consultants made the revisions accordingly and the result is presented in this strategy document.

CHAPTER FOUR

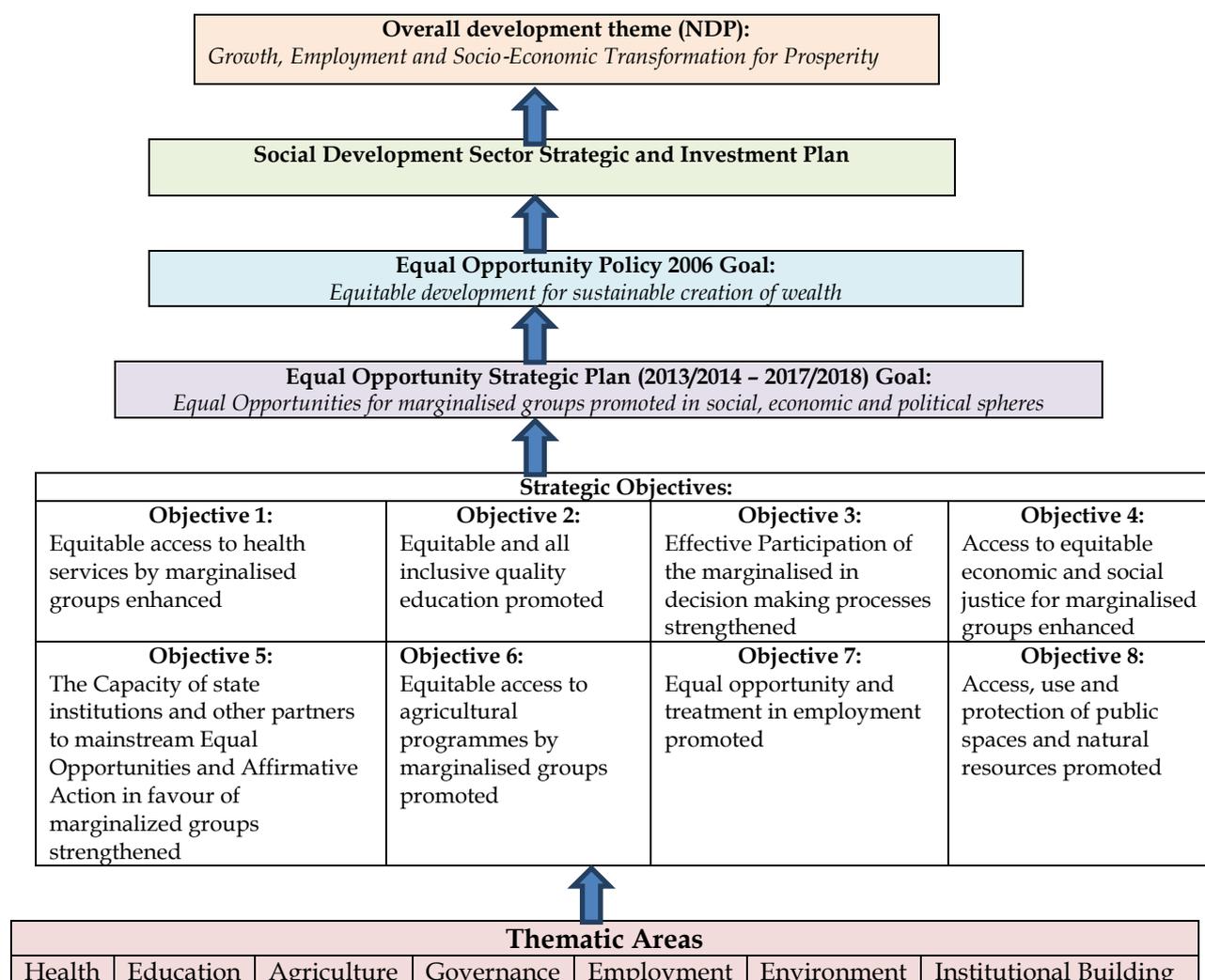
THE STRATEGIC FOCUS

4.0 Introduction

The focus of the Equal Opportunities Commission Strategic Plan 2013/2014 – 2017/2018 is derived from the constitutional mandate of the Commission; its vision and mission; the situation analysis of issues related to equal opportunities and the strategic framework provided by the National Develop Plan 2010/2011 – 2014/2015, the EOC Policy and the EOC Act 2007.

This section focuses on the goal, strategic objectives, and priorities that the EOC intends to focus on, to ensure implementation of the Equal Opportunities agenda in 2013/2014 – 2017/2018. The conceptual framework for EOC Strategic Plan is indicated in Figure 4.1.

Figure 4.1: EOC Strategic Plan Conceptual Framework



The Overall Goal of EOC Strategic Plan (2013/2014 – 2017/2018) is: “**Equal Opportunities for marginalised groups promoted in social, economic and political**

spheres". In working towards this goal, the EOC will, for the period 2013/2014 – 2017/2018, focus on the following thematic areas:

- i. Health
- ii. Education
- iii. Agriculture
- iv. Governance
- v. Employment
- vi. Environment
- vii. Institutional Building

Strategic objectives for the period of the strategic plan are linked to thematic areas as indicated in Table 5.1

Table 4.1: Thematic areas linked to strategic objectives

THEMATIC AREAS	STRATEGIC OBJECTIVES
Health	1. Equitable access to health services by marginalised groups enhanced
Education	2. Equitable and all inclusive quality education promoted
Governance	3. Effective Participation of the marginalised in decision making processes strengthened
	4. Access to equitable economic and social justice for marginalised groups enhanced
	5. The capacity of state institutions and other partners to mainstream Equal Opportunities and Affirmative Action in favour of marginalised groups strengthened
Agriculture	6. Equitable access to agricultural programmes by marginalised groups promoted
Employment	7. Equal opportunity and treatment in employment promoted
Environment	8. Access, use and protection of public spaces and natural resources promoted

Table 4.2: Thematic areas, Strategic Objectives and Key Result Areas for the period 2013 14– 2017/18

Thematic Areas	Strategic Objectives	Key Result Areas
Health	1 Equitable access to health services by marginalised groups enhanced	1.1 Accessibility issues in the health sector identified and strategies for addressing them developed 1.2 Guidelines for ensuring accessibility developed and disseminated to the relevant stakeholders 1.3 Public awareness and access to health services promoted.
Education	2 Equitable and all inclusive quality education promoted	2.1 Compliance to education standards monitored and reports disseminated 2.2 Compliance to appropriate physical accessibility in education facilities audited. 2.3 Implementation of inclusive education policy in teacher training colleges monitored and evaluated. 2.4 Selected education policies and gaps identified.
Agriculture	3 Equitable access to NAADS programme by marginalised	3.1 Access to NAADS by the marginalised people audited.

Thematic Areas	Strategic Objectives	Key Result Areas
	groups promoted	
Governance	4 Effective Participation of the marginalised in decision making processes strengthened	4.1 Public awareness and understanding of civic duties and responsibilities of a citizen with a focus on inclusion promoted 4.2 Marginalised groups empowered to participate in decision making processes
	5 The Capacity of state institutions and other partners to mainstream Equal Opportunities and Affirmative Action in favour of marginalized groups strengthened	5.1 EOC Tribunal operationalized 5.2 Systems and Practices in selected public and private enterprises audited 5.3 National policies, laws and plans reviewed to assess compliance with Equal Opportunities
	6 Access to equitable economic and social justice for marginalised groups enhanced	6.1 EOC Tribunal operational Practices in selected public and private enterprises audited for compliance with equal opportunities
Employment	7 Equal opportunity and treatment in employment promoted	7.1 Existing laws and policies on employment reviewed Complaints received and handled appropriately
Environment	8 Protection of citizens from the adverse effects of displacement enhanced and access, use and protection of natural resources and public spaces promoted	8.1 The extent and nature of displacement of citizens due to mineral/oil exploration or natural disasters established and guidelines provided for safe and dignified relocation of citizens 8.2 The level of compliance to environmental standards by industries established 8.3 Public spaces in urban and rural areas protected
Institutional Building	9. The capacity of the Equal Opportunities Commission to implement its mandate strengthened	9.1 A strong and coherent administrative and management system in place

4.1 Health

Strategic Objective 1: Equitable access to health services by marginalised groups enhanced

The National Development Plan 2010/14-2014/15 brings out the plight of marginalised individuals and groups when it points out that both at household and community levels, they are denied various opportunities in terms of access, control and benefiting from resources and services. The National Equal Opportunities Policy also highlights the need for equal opportunities in access to services, and underlines the fact that health services are not equally accessible by all and are far away from the people. The NDP, indeed, pinpoints the underlying problem in the delivery of health services especially to people with disabilities (PWDs) to the “low priority accorded to disability at all levels”.

What emerges from a reading of national policy documents with regard to marginalised groups is this acknowledgement that, generally, low priority is accorded to them. Statements made in reference to marginalised groups tend to be

cursory, which gives the impression that even in national planning, their problems are given cursory treatment.

In this regard, therefore, the EOC as the government agency mandated by law to alleviate the plight of marginalised people is conscious of the fact that marginalisation is a state that envelopes a wide range of citizens. Marginalised groups include the poor, women, children, the aged, people with disabilities, persons living with HIV/AIDS and those suffering from other terminal illnesses, among others. To all intents and purposes, these groups account for the largest percentage of our population. The EOC is therefore duty-bound to reverse the trend whereby fundamental issues that concern the lives and rights of the majority of our citizens in the enjoyment of equal opportunities are addressed and ensure that historical neglect and negative and discriminatory attitudes are tackled and the human and legal right to equal opportunities fully restored.

Result Area 1.1: Accessibility issues in the health sector identified and strategies for addressing them developed

Considering that marginalisation and vulnerability encompass the biggest proportion of our population it is clear that interventions meant to ensure their enjoyment of equal opportunities have to be informed by a very clear understanding of all the types of marginalisation and vulnerability prevalent among our people and appreciating the differences and varying degrees of vulnerability that are associated with them.

In the context of access to opportunities and facilities in the health sector, it is paramount, for example, that we understand the unique problems that face those with physical disabilities, the visually impaired, those with hearing impairment, the terminally ill, etc. Ultimately, the impediments that confront marginalised citizens in accessing health sector facilities will be tackled through informed diagnosis so as to provide solutions that satisfy the needs of all sections without discrimination.

Outputs:

- (i) Accessibility issues identified, assessment guidelines developed and approved
- (ii) Assessment commissioned, findings disseminated

Output (i): Accessibility issues identified, assessment guidelines developed and approved

On the basis of the issues identified above, the EOC will start by working with all sections of marginalised groups to get adequate understanding of the peculiar problems they face in accessing health services. These problems will be understood in the context of types and severity of vulnerability that each group faces. The EOC

will use this understanding to develop guidelines to be used in assessing the different types of marginalisation and vulnerability so as to get an informed basis for introducing the right interventions to promote their access to health services without discrimination. The EOC will get the assessment guidelines approved for use.

Output (ii): Assessment commissioned, findings disseminated

The EOC will undertake a nationwide assessment of the types of vulnerability and marginalisation prevailing among our people. The purpose of the assessment will be to get very clear understanding of the uniqueness of some of these vulnerabilities and hence the unique interventions that need to be adopted to ensure that no one is left out when solutions to the problems are being worked out. The assessment will also take into account the rights and opportunities the marginalised must enjoy or access as spelt out in our legal statutes, international covenants and other instruments and the supporting policy provisions.

The EOC will commission the reports of assessments and then disseminate the findings as widely as possible.

Result Area 1.2: Guidelines for ensuring access to health services by marginalised groups developed and disseminated to the relevant stakeholders for action

Outputs:

- (i) Compliance to accessibility standards monitored
- (ii) Reports on access to health facilities by the marginalised compiled and disseminated

Output (i): Compliance to accessibility standards monitored

The EOC will develop guidelines for access of health services by marginalised groups and use them to develop standards that will be followed to ensure access to the services by all marginalised groups without exception. Using these standards, the EOC will undertake continuous monitoring to ensure that the guidelines are being followed and the standards being complied with. The purpose of the standards will be to mainstream practices that guarantee equal opportunities in the provision of services to all marginalised groups so that all possible feelings and perceptions of anyone being discriminated are eliminated. The health accessibility standards will contribute to strengthening a culture of upholding and respecting the rights of everyone without reservations in our entire body politic. Hence the recommendations made as a result of monitoring compliance with the standards will be towards that end.

Output (ii): Reports on access to health facilities by the marginalised compiled and disseminated

The EOC will compile periodic reports based on monitoring compliance to health accessibility standards in respect of marginalised groups. The EOC will aim at ensuring that the results from monitoring, and suggestions and recommendations for reform and improvement do not merely remain compiled volumes to be kept on the shelves in offices of commissioners and staff and other stakeholders. The EOC will aim at actual reform of methods of approach and work and adoption of attitudes that are sensitive to the special needs of many members of marginalised groups. The EOC will also ensure that the results and recommendations made upon monitoring compliance to accessibility standards are shared with members of the marginalised groups themselves and other stakeholders in languages they understand and packaging or delivery forms they can easily access. Hence the EOC will process and package the results in the monitoring reports in forms that can be used by the different categories of marginalised groups and disseminate to them and encourage them to participate in the exchange of views on how to eliminate any accessibility bottlenecks.

Results Area 1.3 Public awareness on accessibility to health services promoted

Outputs:

- (i) Media programmes on access to health services by the marginalized implemented
- (ii) Public dialogues undertaken at national and community levels

Output (i): Media programmes on access to health services by the marginalised implemented

The majority of beneficiaries of health services targeting marginalised groups are scattered in urban centres and villages all over the country. For historical reasons and due to past discrimination, most of them are not literate (more so in English) and they do not have the resources to purchase newspapers or acquire modern electronic equipment by which to access day-to-day information.

The EOC will therefore bear these facts in mind in drawing up a strategy for sharing information with and communicating to members of the marginalised groups. The EOC will make use of the cheapest and most appropriate or accessible media in each case through which to share ideas with the members and other stakeholders. The EOC will work closely with the owners and publishers of the various media, both print and electronic, to produce programmes on access to health services that target the different audiences of marginalised people according to their needs.

Output (ii): Public dialogues undertaken at national and community levels

Public dialogues are an effective form of mobilising communities for the purpose of exchanging ideas on matters that concern them as individuals and as part of communities. The dialogues are also recognised as effective fora for providing platforms for the discussion of public concerns and generating consensus on actions to take to solve problems facing them. The public dialogues are also acknowledged as effective fora through which communities can demand for answers to questions that bother them and hence subject government officials and service providers to transparency and accountability tests.

The EOC will therefore make use of the public dialogue fora to collect information about the responses of the marginalised regarding programmes being implemented to remove impediments to their access to health services. The EOC will also support and encourage members of marginalised groups to make use of the dialogues as public accountability fora so that public officials commit themselves to ensuring that access by the marginalised to health services is realised.

4. 2 Education

Strategic Objective 2: Equitable and all-inclusive quality education promoted

Uganda's education system has had its share of praise and criticism in equal measure for various reasons. Ever since we inherited an education system that was established by the colonial authorities, Uganda has since achieving independence been undertaking reviews of the education system to make it more relevant to the needs of imparting the right knowledge and skills to successive generations of our nationals to shoulder responsibilities in national development. It is with this objective in mind that programmes like Universal Primary Education (UPE) and Universal Secondary Education (USE) were instituted. In line with the provisions in our Constitution and the UN Millennium Development Goals (MDGs) the requirement for government to ensure that all citizens access education as a right has been obligatory.

Implementation of universal education and education for all programmes necessarily depends on the resources available to the country. In situations where resources are limited and we have to share what is available in the public purse among an expanding population, the need to provide education to all citizens becomes a daunting challenge. More so, faced with situations where citizens have to compete for scarce resources in order to access education, it becomes clear that our marginalised citizens, who have always had raw deals in access to opportunities that are their right, and then the obligation that we provide 'equitable and all-inclusive, quality education adds to the challenges that confront educational policy makers.

The EOC will work from the premise that education is the most effective weapon the marginalised can use to fight stigma and feelings of inadequacy, and also acquire knowledge and skills to live meaningful lives as resourceful and creative people.

Result Area 4.1 Compliance to education standards monitored and reports disseminated

Outputs:

- (i) Guidelines for monitoring standards developed
- (ii) Monitoring of education standards carried out
- (iii) Compliance reports produced

Output (i): Guidelines for monitoring standards developed

In working towards realizing equitable and all-inclusive quality education, the EOC will work with the Ministry of Education and Sports (MoES) and other stakeholders who have been involved in education reform and improvement to the level we have today. The EOC will work with MoES and other technical people and professionals to understand the pitfalls that characterise the type and quality of education we impart to our learners at various levels. Working from the research work and official reports already done about education policy and its performance, the EOC will make an input regarding the content of education aimed at addressing the needs of the various groups of marginalised people.

Already there has been a debate in education policy making circles about the most appropriate approaches, for instance, to availing education to different groups of people living with disabilities. It has been acknowledged in MoES and other national policy documents, that access to education facilities by the PWDs, and more particularly the visually and audibly impaired, is very limited due to shortage of teachers/instructors and equipment. There has also been a policy debate about the best approach to educating PWDs – whether to have them in specialised schools catering for them alone or to fully incorporate them in the mainstream classes with all the other able-bodied pupils/students.

The EOC will use its mandate, familiarity and understanding of issues that concern marginalised groups to work with policy, management and administration practitioners to develop standards against which the delivery of equitable, all-inclusive and quality education to marginalised people will be monitored. The EOC will involve various groups and types of professionals to develop the monitoring standards that will be used to assess compliance with educational equity, inclusiveness and quality requirements.

Output (ii): Monitoring of education standards carried out

The EOC will use the standards for compliance regarding educational equity, quality and inclusiveness, and work with MoES and other stakeholders, to monitor the extent to which the standards are being used to guide educational policy implementation. The EOC will seek to use its understanding and concern for the rights and welfare of marginalised people to contribute to fulfilling the national obligation of ensuring that marginalised groups access equal opportunities. It is expected that the EOC's input in this regard will be found very opportune and beneficial by the MoES and other education policy formulators and implementers since it will be tackling an issue of prime national importance which they have already been grappling with for decades now. Issues of equity, inclusiveness and quality will also be feeding directly into the objectives of the National Development Plan and Uganda Vision 2040.

The EOC will therefore undertake the monitoring of educational standards for the purpose of working with government and other stakeholders to entrench the key principles of equity, inclusiveness and quality in the educational system that is aimed at producing well trained and skilled citizens who have the ability to live and work at par with fellow citizens.

Output (iii): Compliance reports produced

The EOC will produce reports compiled showing the extent of steps taken by government and other stakeholders to ensure compliance with standards meant to entrench equity, all-inclusiveness and delivery of quality in our educational system. The compliance reports will be shared with the MoES, MGLSD, MOFPED, Parliament and other stakeholders with a view to generating discussion on advances made and challenges still being faced. This will feed into the realisation of NDP and MDG objectives of uplifting the general quality of life of all the people in tandem with improvements made in the growth of the country's economy.

Compliance with the standards will serve three key human development purposes. One, it will ensure that all marginalised people and groups access good quality education to fully realize their human and legal rights as per Uganda's laws and international covenants. Two, access to equity, inclusiveness and quality in education will empower the marginalised people to claim their rights and realise their full humanity and participate with other citizens in the national development process. Third, the empowerment of marginalised citizens with knowledge and skills will add to the numbers of creative and resourceful citizens with the ability to engage in productive activities to boost the national economy.

The EOC will therefore produce and share the compliance reports with stakeholders to contribute to the overall promotion of equitable, all-inclusive and quality education to benefit the marginalised people.

Result Area 4.2 Compliance to appropriate physical accessibility in education facilities audited

During the stakeholder consultations, it came out clearly that the different groups of marginalised people had specific issues concerning their vulnerability which they strongly felt needed to be on top of the EOC's agenda in its bid to ensure equal opportunities for them.

As a result, in considering issues of concern in sectors like education, health and governance, there was so much contention on what the priorities should be for this five-year period. While through brainstorming some consensus was reached, we emerged with a situation where some strategic objectives had wide result areas and hence many outputs on which to deliver.

During implementation, the EOC may find that delivery on some outputs may stretch beyond the first five years. Since the EOC is just beginning, it is advisable that it should not take on too much in the first phase of its work. It needs to take up a few things and do them well and whatever is not completed in the first plan period can be cascaded into the next strategic plan.

Outputs:

- (i) Physical accessibility standards in education reviewed
- (ii) Guidelines for auditing developed and used
- (iii) Audit reports produced and shared
- (iv) Guidelines of improving physical accessibility developed and disseminated
- (v) Compliance to improved standards monitored

Output (i): Physical accessibility standards in education reviewed

Impediments to physical access to educational facilities are of various types depending on either distance from the marginalised person's place of residence to the educational facility, or the physical ability of the person to reach the facility itself. The EOC will therefore need to assess problems related to access from these perspectives. First, it will have to take stock of the distances different groups of marginalised people have to travel to get to an educational facility. Second, it will pay special attention to the limitations faced by persons with disabilities (PWDs) in trying to access education. In the consultations, it became clear that persons with physical disability and those with visual, hearing or other forms of impairment felt very strongly that their problems had not been given sufficient attention.

The EOC will review all the standards related to physical access to educational facilities by different groups of marginalised people with a view to establishing the degree to which they aid the marginalised to access education on an equal footing with all the other citizens. The EOC will produce review reports relating to standards of physical access to education and share them with all the other stakeholders.

Output (ii): Guidelines for auditing developed and used

The EOC will develop guidelines for use in auditing compliance with the standards for physical access to educational facilities. Development of these guidelines will take into account the different problems of physical access facing different marginalised groups on account of the type and degree of their vulnerability. It will also be informed by adequate research to ensure that all forms of marginalisation and vulnerability have been carefully identified and understood so that no group or individual is left out. The EOC will commission the guidelines and have them available for use in auditing compliance to standards relating to ensuring full access to educational facilities by all marginalised groups.

Output (iii): Audit reports produced and shared

The EOC will undertake auditing of compliance to standards relating to physical access to educational facilities by marginalised groups. The EOC will produce audit reports on compliance and share them with all stakeholders with a view to appraising them of the actual situation regarding compliance to the standards and any observed pitfalls in the application of the standards. The reports will also make suggestions and recommendations on what should be done to eliminate any implementation bottlenecks and other incidental impediments.

Output (iv): Guidelines of improving physical accessibility developed and disseminated

Arising out of the recommendations from the audits, the EOC will develop guidelines to improve physical accessibility of educational facilities by marginalised groups. The EOC will disseminate the guidelines and work with all concerned stakeholders to apply them in all sectors so as to streamline all aspects that would improve the physical access of marginalised people to educational facilities. Considering that all sectors will be working to improve situations that have in the past received limited attention, the EOC will keep constant liaison with all the sectors to ensure that implementation is on track and to sustain focus on the obligation to aid physical access by all marginalised people and groups to educational facilities.

Output (v): Compliance to improved standards monitored

The EOC will undertake monitoring of the implementation of the improved standards and produce reports that will be shared with all stakeholders. In view of the fact that in the past issues concerning the lack of physical access to educational facilities have been given limited attention due to budgetary constraints and attitude-induced discrimination, the EOC will have to sustain the focus by all sectors on the paramount need to deliver on their obligations of ensuring marginalised groups enjoy their rights as per the national constitution, other laws and international legal instruments. In particular, the EOC will follow up all budgetary allocations made to implement activities or avail facilities for the purpose of improving physical access. This will be necessary so as to eliminate tendencies by implementers of programmes and activities to channel resources from budgeted activities to other non-budgeted and non-essential matters and thus derail the whole purpose of supremely important national enterprises. The monitoring will be constant and the EOC will create fora where the monitoring reports will be shared with all stakeholders to contribute to improvements in implementation.

Result Area 4.3 Implementation of inclusive education policy in teacher training colleges monitored and evaluated.

While the National Development Plan 2010/11-2014/15 (NDP) notes that some 10% of school-going age children have or require Special Needs Education (SNE), it has also been variously noted that one of the factors that hamper the delivery of SNE is the shortage of teachers qualified to deliver it. One of the reasons for this is the fact that because of old prejudices, teachers with SNE skills have not been hired, which has discouraged teacher trainees from acquiring the skills.

The EOC is convinced that the approach aiming at mainstreaming SNE in teacher training is the best one to address this problem. The EOC will therefore work with the Ministry of Education and Sports and other concerned stakeholders including faith-based organisations and civil society organisations to ensure that SNE is mainstreamed into teacher training courses and that graduating teachers are able to deliver SNE to all learners, including those with special needs.

Outputs:

- i. Inclusive education policy in teacher training colleges reviewed
- ii. Implementation of inclusive education policy monitored
- iii. Reports on compliance to inclusive education standards produced and shared

Output (i): Inclusive education policy in teacher training colleges reviewed

The EOC is in agreement with those education policy planners who advocate that teacher training colleges should wholly impart inclusive education which will enable those who qualify to teach at all levels of our education system to impart wholesome education to their pupils/ students. The education imparted to prospective teachers by teacher training colleges should have the objective of inculcating in them attitudes of practicing equality in the way they handle all their learners irrespective of their bodily or character shortcomings, and passing on knowledge and skills that build the abilities of all of them equally.

In this regard, the EOC will be at the forefront of efforts aimed at ensuring that the education given to our trainee teachers is all-inclusive, meaning it caters for all pupils/students –able-bodied or PWDs – equally. The EOC will thus work to ensure that education imparted by teacher training colleges is continuously reviewed to make it fully all-inclusive. The EOC will work with the MoES and other key stakeholders to develop parameters to be used in monitoring the quality of teacher training college education.

Output (ii): Implementation of inclusive education policy monitored

The EOC will participate in fora with other stakeholders for the purpose of developing standards and guidelines for implementing inclusive education policy in teacher training colleges. The EOC in partnership with other stakeholders will use these standards and guidelines to monitor the practice of education at teacher training colleges to establish the degree achieved in making it inclusive. The monitoring will aim at ensuring that inclusiveness has been mainstreamed into the content, values and overall operational culture of educational institutions at all levels for the purpose of making them fully friendly to all learners without discrimination.

Output (iii): Reports on compliance to inclusive education standards produced and shared

The EOC will produce reports containing results of the monitoring work carried out to measure the compliance of institutions, departments and agencies in implementing standards meant to ensure that the education offered to all learners across the country is inclusive. The EOC will use various media to disseminate the results in the monitoring reports, and will also organise fora where these results will be shared with other stakeholders to benefit on-going practice and follow up on the reports' suggestions and recommendations.

Result Area 4.4 Equal opportunities mainstreamed in selected education policies

According to the National Equal Opportunities Policy, the aim is to promote the “equality of opportunities between all persons in Uganda, irrespective of gender, age, physical ability, health status, in all activities, programmes, plans and policies of Government, private sector and Non-Governmental Organizations in all spheres of social, economic and civil life. It also aims at promoting equal opportunities in the structure of the family, institutions and government practices.”

The national policy also explains that, “Promoting equal opportunities is not about adopting measures directed at marginalized groups but adopting fairer roles for these groups and individuals. It involves not only making programmes and resources more accessible to the marginalized groups, but also mobilizing legal mechanisms, re-orienting the analytical and organizational abilities of government institutions, non-governmental agencies and the private sector, in order to introduce a balanced relationship among the different members of society in all areas for sustainable development.”

The policy also provides a guiding situation analysis about the nature and origins of discrimination and marginalization in Ugandan society where it says that, “Discrimination and marginalisation are entrenched in some of our cultures through the socialisation process, religious institutions and in the legal system. Discrimination occurs in all levels of society, right from the family unit, community, government, its institutions and agencies. Discrimination manifests itself in different ways that directly or indirectly affect particular groups disproportionately.” The policy adds that, “The situation of marginalized groups occurs at different levels and has many variables, like social opportunities, access to public life and is influenced by many factors which include; religion, tradition and custom. The current policy interventions do not adequately address the equal opportunity concerns of the marginalized groups, hence the need for an equal opportunities Policy.”

Outputs:

- (i) Selected education policies on improving quality education reviewed, gaps identified
- (ii) Guidelines for mainstreaming equal opportunities developed in selected education policies developed and disseminated for use
- (iii) Compliance to quality education standards monitored and reports made and shared

Output (i): Selected education policies on improving quality education reviewed, gaps identified

On the basis of the national policy which views marginalisation as occurring “at different levels and has many variables, like social opportunities, access to public life and is influenced by many factors which include; religion, tradition and custom”, the type of education offered in our institutions should aim at creating social opportunities and access to public life, which the inherited structures would have historically denied the marginalised. It is also instructive to note that the policy explains marginalisation as being influenced by many factors including “religion, tradition and custom”. These factors are among those that shape our beliefs and attitudes, and which take a long time to change.

The EOC is aware that these very complications are some of the impediments that the policy to mainstream equal opportunities must aim to remove. The impediments are so ingrained in our history, tradition, culture and beliefs that we can only deal with them through a long and careful process of re-education and transforming our entire way of appreciating humanity and its worth.

The EOC will therefore work with all stakeholders involved in reviewing educational policies in order to emphasise the incorporation of attitudes, practices and cultures that promote essential human values and discourage discrimination on any basis. The EOC will also work to ensure that these positive values are incorporated in all educational materials and instructional aids from the very rudimentary stages to the highest levels.

At the same time, the EOC will work with government to promote new educational programmes like Skilling Uganda, which is meant to introduce short courses for school leavers at all levels to attend a parallel programme to that of formal education, and through which Ugandans can attain skills for national development. The EOC will work with all stakeholders to mainstream these and other like programmes aimed at making education inclusive and relevant to marginalised groups.

Output (ii): Guidelines for mainstreaming equal opportunities developed in selected education policies developed and disseminated for use

The EOC will work with other stakeholders to develop standards and guidelines for mainstreaming equal opportunities in selected educational policies. The overriding objective will be to make sure that all new educational policies being introduced will incorporate ethics, practices and skills aimed at ingraining and inculcating equal opportunities in Uganda’s educational system. The standards and guidelines will therefore include indicators of what is expected as progress in this area to serve yardsticks against which to measure performance during the monitoring process.

Output (iii): Compliance to quality education standards monitored and reports made and shared

The EOC will work with other stakeholders to monitor improvements in the quality of education following the introduction of new policies. The impact of these policies will be monitored for their contribution to the quality of skilled trainees that are coming out of educational institutions at all levels and what visible contributions they make to the country's economic development. The impact will also be monitored in terms of changes in the attitudes of the general population in terms of how they regard those originally known as marginalised members of the society. It will also be important to ascertain the levels of empowerment on the part of members of marginalised groups as a result of their benefiting from new outlooks, attitudes, cultures and skills introduced through the new policies.

The EOC will produce the monitoring reports and share them with all stakeholders through available dissemination mechanisms and also organising fora where the public can participate in assessing the impact of the policies.

4.3 Agriculture

Strategic Objective 3: Equitable access to Agricultural programmes by marginalised groups promoted

Key Result Area 3.1 Access to NAADS by the marginalised people audited and recommended strategies for improved access shared with relevant stakeholders (duty bearers and rights holders)

During the consultations held with stakeholders, members of marginalised groups expressed deep concern at what they regarded as discrimination against them in the determination of who accesses new agricultural programmes and facilities like NAADS which are meant to uplift the knowledge, skills level, and general welfare of Ugandan farmers. They argued that the majority of the marginalised people lived in the rural areas and depended on agriculture for their day-to-day survival. This also meant that if one wanted to cause appreciable change in the life conditions of the marginalised, then clearly new agricultural programmes like NAADS were opportune intervention points. Yet, they noted, considering the disadvantaged positions that most marginalised people operate from, implementers of new government policies continued to show them that they did not have as much right to access the facilities being introduced as the other able-bodied Ugandans. The EOC will therefore work to promote equitable access of marginalised groups to agricultural programmes.

Outputs:

- (i) Guidelines for NAADS audit developed and used for audit
- (ii) Audit undertaken and report produced
- (iii) Recommendations for improved access to NAADS for marginalised presented to relevant authorities
- (iv) Access to NAADS by marginalised monitored and reports produced and shared

Output (i): Guidelines for NAADS audit developed and used for audit

Over and above the concerns expressed by stakeholders in the consultation workshop, the EOC is fully aware of the kind of criticism to which the implementation of NAADS as a programme meant to introduce new agricultural skills and technologies to boost production in the sector has been subjected. A lot of these criticisms have been officially acknowledged and, indeed, at one time the President had to intervene to halt implementation while mechanisms were being revised to enable more people to access the programmes. Ultimately, it transpired that NAADS had been infiltrated by self-seekers and other corrupt people who sought to make a quick buck by selling farmers inferior technologies and planting materials at inflated prices.

The EOC, however, acknowledges that where NAADS has been properly implemented, it has uplifted the general skills level of farmers and also boosted agricultural productivity. The EOC will therefore work with the Ministry of Agriculture, Animal Industry and Fisheries and other stakeholders to develop guidelines for use in auditing the implementation of NAADS. The guidelines will aim at ensuring increased access to NAADS skills, technologies, materials and other resources to members of marginalised groups so that they enjoy the same facilities as other members of society.

Output (ii): Audit undertaken and report produced

The EOC will undertake audits of the NAADS implementation processes and produce reports. The audits will seek to establish the degree of compliance by service implementers to the guidelines and standards set by the EOC for the purpose of ensuring that the service covers more nationals including members of marginalised groups so as to boost household incomes and the overall economic development of the country. The audit reports will make recommendations for improved access to NAADS by marginalised groups.

Output (iii): Recommendations for improved access to NAADS for marginalised presented to relevant authorities

The EOC will use established communication channels to disseminate the results of its audits of access of marginalised groups to NAADS. The EOC will also organise fora attended by stakeholders and authorities from line ministries and agencies where it will present the recommendations of the audit exercises. The EOC's primary interest will be to ensure that more marginalised people access NAADS facilities. The EOC views this as a good opportunity to enable more members of marginalised groups access skills and resources for increased income generation to uplift their personal and household conditions.

Output (iv): Access to NAADS by marginalised monitored and reports produced and shared

The EOC will mobilise other stakeholders to monitor the processes of enabling members of marginalised groups to access services provided under NAADS. The EOC will compile and produce the monitoring reports which will be shared with other institutions, agencies and stakeholders through established communication channels and organised fora. The purpose of sharing this information will be to strengthen the contribution of good practices, and to plug any loopholes that may be being used to undermine the ideal of enabling marginalised people to access equal opportunities.

4.4 Governance

Strategic Objective 4: Effective Participation of the marginalised in decision-making processes strengthened

Key Result Area 4.1: Public awareness on civic duties and responsibilities of a citizen with a focus on inclusion promoted

In the National Objectives and Directive Principles of State Policy of the Uganda Constitution (1995), objective X states that, "The State shall take all necessary steps to involve the people in the formulation and implementation of development plans and programmes which affect them." Further, in objective XI (i) it says, "The State shall give the highest priority to the enactment of legislation establishing measures that protect and enhance the right of the people to equal opportunities in development." For the marginalised groups, the above objectives enshrine the right to participation in public affairs and development activities so as to ensure that their right to inclusion is respected and promoted.

The right to participation is a fundamental tenet of democratic governance that determines how decisions that affect the interests of an individual and the community are taken and whether everyone is given a chance to express their will

and make choices without interference or duress. The directives in the national constitution identify rights and obligations across the socio-political spectrum. Both the State and the citizens are duty-bound to ensure that these rights and obligations are respected and promoted.

Outputs:

- (i) A booklet/guide on key civic duties and responsibilities developed
- (ii) Different IEC materials produced and disseminated
- (iii) Media programmes (radio, TV, and print media) on civic duties and responsibilities conducted

Output (i): A booklet/guide on key civic duties and responsibilities developed

For the citizens to be able to make the right choices or decisions, they should know what their role in society is. They should know what they should expect the state to deliver to them and what they should contribute as citizens. This aspect of the citizens knowing their rights and obligations is very relevant to how the people participate in the affairs that affect their lives and the development of the society. When citizens do not know their rights, they cannot demand for accountability from their leaders or those who are supposed to deliver services to them. And when they are not aware of their obligations, they become inward-looking and apathetic, and they are not aware that the community or wider society cannot be built without their contribution.

In this regard, the EOC will develop a booklet/guide spelling out key civic duties and responsibilities to raise the awareness of all citizens across the board. The booklet/guide will be translated into all the major languages used in the different regions to ensure wide access by the people.

Output (ii): Different IEC materials produced and disseminated

To enhance citizens' awareness of their rights and obligations, the EOC will produce and disseminate various IEC materials in the major languages used in different regions and disseminate them as widely as possible. Such materials may include pamphlets, posters, billboards, banners, fliers, stickers, etc. The importance and relevance of these materials needs to be underlined considering that we still have people in our midst who do not make use of the opportunity to elect leaders because of not knowing even how to tick the ballot paper. There is no doubt, for instance, that billboards and banners with messages on equal opportunities would strengthen public awareness of their rights and obligations.

Output (iii): Media programmes (radio, TV, and print media) on civic duties and responsibilities conducted

Radio and television in particular have become potent vehicles of communication and are instrumental in involving the people in live debates on issues of topical interest. Members of the public are given the opportunity to phone-in or send SMS messages, and Twitter or Face book messages to be read by the moderators of the programmes. Radio in particular has become a force in involving the people in public debate especially since FM stations are widely distributed across the country and broadcast discussions in the languages used in those regional locations. The EOC will conduct media programmes (radio, television, print media, and mobile phone) to popularise information on civic duties and responsibilities.

Key Result Area 4.2 Marginalised groups empowered to participate in decision making processes

Outputs:

- (i) Mapping and analysis of COST work on empowering marginalised groups in decision-making processes undertaken and capacity needs/gaps identified
- (ii) Guidelines for mainstreaming equal opportunities in decision-making processes developed and disseminated.
- (iii) Participation of marginalised groups in decision making process monitored and reports produced and shared with relevant authorities/stakeholders.

Output (i): Mapping and analysis of COST work on empowering marginalised groups in decision-making processes undertaken and capacity needs/gaps identified

Civil society organisations (Costs) both at the national and regional/district levels undertake programmes at the community, parish and sub-county levels aimed at empowering poor and marginalised groups in decision-making processes. While the Costs have been doing positive work in this regard, the impact of their work has sometimes tended to dissipate because of working with small budgets, across small areas and over short time-spans. At the same time, because Costs plan their work according to the overall objectives of their foreign funding agencies, there has been a strong tendency for each COST to want to protect its turf for the purpose of protecting its achievements and impact as evidence to the funding agencies. This has made it impossible to measure the cumulative impact of their work as each COST tends to build a protective wall around its work and achievements.

The EOC will hence undertake mapping and analysis of the programmes and projects carried out by Costs in relation to the empowerment of marginalised groups in decision-making. The purpose of the mapping will be to identify the Costs' capacity needs/gaps.

Output (ii): Guidelines for mainstreaming equal opportunities in decision-making processes developed and disseminated

Research carried out on the practice and meaning of participation in decision-making has shown that there is a tendency even in official government policies and guidelines to consider participation as being achieved through representation of groups in terms of a certain number or proportion of people on decision-making organs. Indeed, research carried out by some Costs in districts where they work has indicated that while according to the Local Government Act 1997 (as amended) women are allotted 30 per cent representation on the District Local Government Council, this does not translate into actual participation by the women's representatives because the majority of them do not take part in council debates due to various personal and other gender limitations. This means that to have substantive equal opportunity representation in decision-making processes, there is need to spell out new arrangements that can generate actual participation by members of marginalised groups.

The EOC will develop and disseminate guidelines for mainstreaming equal opportunities in decision-making processes. The objective will be to ensure that fora where community issues are discussed right from the village level should have marginalised group representation, and the process of discussion should promote effective presentation of equal opportunity issues.

Output (iii): Participation of marginalised groups in decision-making process monitored and reports produced and shared with relevant authorities/stakeholders

On the basis of guidelines set out to mainstream equal opportunities in decision-making processes, the EOC will undertake periodic monitoring of the participation of marginalised groups in the processes. The EOC will produce the monitoring reports and share them with the relevant authorities and stakeholders.

Strategic Objective 5: Access to equitable economic and social justice for marginalised groups enhanced

Clause 27 of the Equal Opportunities Commission Act, 2007 provides that, "A witness appearing before the Commission shall have the same immunities and privileges as if he or she were a witness before a court of law." This means that the Tribunal constituted under the Act to listen to equal opportunity complaints will have the powers of a court of law. The Act also provides in Clause 29 that any person aggrieved by a settlement, recommendation or order of the Commission may appeal to the High Court. These provisions and others related attest to the powers of the Tribunal set up under the Act.

Key Result Area 5.1 EOC Tribunal operationalized

Outputs:

- (i) EOC Tribunal guidelines in place and operational
- (ii) Exposure visits for members of the Commission undertaken

Output (i): EOC Tribunal Guidelines in place and operational

As the first step in operationalizing the Tribunal, staff members will be oriented in matters concerning the Tribunal. Then a complaints manual providing guidelines on how to handle issues relating to the Tribunal will be produced to guide members of the Commission in handling complaints from the public. Then the EOC will develop and gazette the Regulations governing the conduct of the Tribunal as set up under the Equal Opportunities Act, 2007, and then officially launch Tribunal sessions. The launch will be a public ceremony to announce to the general public that the Tribunal is operational. The Regulations of the Tribunal will be translated in Uganda's main regional languages for the benefit of members of the public who do not write or speak English.

Output (ii): Exposure visits for members of the Commission and staff undertaken

There are a number of countries which have arrangements similar to the EOC in Uganda. Members of the Commission and staff will visit a few countries with similar arrangements to familiarise themselves and learn from their operations. Such visits and the learning anticipated are important for strengthening the work of the Commission.

Key Result Areas 5.2 Systems and Practices in selected public and private enterprises audited for compliance with equal opportunities**Outputs:**

- (i) Audit of selected public and private enterprises carried out periodically
- (ii) Compliance to equal opportunities in public and private enterprises monitored

Output (i): Audit of selected public and private enterprises carried out periodically

Issues relating to whether members of marginalised groups access equal opportunities prevail in commercial enterprises, both public and private. These entities are crucial to focus on because other than central and local government service, they are the next point of call for those looking for employment. It is therefore important to know several things concerning the recruitment and internal human resource policies operating in these enterprises and how they affect marginalised groups. Accordingly, the EOC will undertake periodic auditing of

selected public and private enterprises to establish how far they uphold the obligation to promote equal opportunities in their human resource policies.

The EOC will thus develop a checklist for auditing selected public and private enterprises with regard to the prospects of people of marginalised groups accessing equal opportunities. The EOC will set up a specialised audit team to undertake auditing of selected public and commercial enterprises for compliance with requirements to promote access to equal opportunities recruitment and general human resource management.

The EOC will produce and disseminate reports on the compliance of selected public and private enterprises to equal opportunities. Compliance to equal opportunities in public and private enterprises will continue to be monitored and recommendations for improvement in equal opportunities in the public and private sector made. In cases where some enterprises may be found non-compliant, they will be handled appropriately. The EOC will set up mechanisms for the appropriate handling of public and private enterprises that will be found to be non-compliant to equal opportunities.

Result Area 5.3 National policies, laws and plans reviewed to assess compliance with equal opportunities

Output: Selected national policies, laws and plans audited for compliance with Equal Opportunities

In taking on the challenge of effective implementation of equal opportunity provisions in all aspects of our public and private lives there is need to in turn eliminate old prejudices and attitudes of discriminatory behaviour, many of which are embedded in history, tradition, religious and cultural beliefs and attitudes. Some of the reactions induced by these attitudes are in the sub-conscious and people live with them and are only manifested in their actions and behaviour. Sometimes people are not aware that their actions and behaviour are influenced by culture or religion, but take them to be common values applicable to all.

This is the reason why the EOC's plan to subject selected national policies, laws and plans to scrutiny for compliance with equal opportunities is an opportune challenge in itself. For decades we have been legislating and planning without being aware that the rights of sections of our society that are marginalised were not taken into account. The EOC will therefore undertake audits of selected national policies, laws and plans for compliance with equal opportunities.

The EOC will produce and disseminate reports to the relevant government ministries, departments and agencies (MDAs) and other stakeholders.

Strategic Objective 6: The Capacity of state institutions and other partners to mainstream Equal Opportunities and Affirmative Action in favour of marginalised groups strengthened

Result Area 6.1 Capacity of Sector Planners and Local Leaders to mainstream Equal Opportunities, Affirmative Action, Resource Planning, Budgeting and Tracking in 8 districts strengthened

Planning and budgeting are two crucial processes that determine how resources are allocated to public entities and how much will be spent on particular priorities. If a particular need does not feature in a community, sub-county, district or ministry plan then it will mean that it will not feature in the budget and thus no money will be allocated to attend to it, no matter how much anyone may regard it a priority. This explains why it is important for marginalised groups to be well informed to participate in planning and budgeting processes, especially at the local government level. Equal opportunities need to be embedded in our plans and budgets, and there ought to be monitoring to ensure that they are being promoted.

Outputs:

- (i) Partnerships with CSOs focusing on resource planning and budget tracking established
- (ii) Capacity of Sector Planners and Local Council Leaders to mainstream Equal Opportunities strengthened

Output (i): Partnerships with Departments and Organisations focusing on resource planning and budget tracking established

The EOC will work with the respective Ministries, Departments, Agencies and CSOs to develop partnership guidelines for strengthening the capacity of sector planners to mainstream Equal Opportunities, Affirmative Action, Resource Planning, Budgeting and Tracking in 8 districts. The EOC, in partnership with the Ministries, Departments, Agencies and CSOs will carry out baseline surveys in the respective sectors, regions and districts to secure baseline information and data to work within planning interventions to mainstream Equal Opportunities, Affirmative Action, Resource Planning, Budgeting and Tracking. The EOC will develop a training manual on Equal Opportunities and Affirmative Action.

Output (ii) Capacity of Sector Planners and Local Council Leaders to mainstream Equal Opportunities strengthened

- (a) Capacity building for Sector Planners

The EOC will organise and carry out training for Sector Planners to strengthen their capacity in identifying and incorporating issues of equal opportunities in sector

plans, activities and practices that promote Equal Opportunities and Affirmative Action.

(a) Capacity Building for Local Council Leaders

To the extent that the majority of people in marginalised groups live in the rural areas, it is important that the local councils that undertake planning and budgeting at those levels understand how to mainstream Equal Opportunities in their plans and budgets. Interventions that are carried out at these levels will address directly the needs of groups in villages and parishes who policy proclamations from the centre would not impact easily. Interventions by the local council will link up with efforts undertaken by the EOC and the relevant central government departments and agencies to entrench the respect and promotion of equal opportunities.

The EOC will carry out baseline surveys in the respective districts to secure baseline information and data to use in planning interventions aimed at strengthening the capacity of local councils to mainstream Equal Opportunities.

The EOC will adapt the Training Manual on Equal Opportunities and Affirmative Action to the requirements of local council members and technocrats so that it can be used at those levels to strengthen their capacity in mainstreaming Equal Opportunities and Affirmative Action in their plans, budget and overall mode of operation.

4.5 Employment

Strategic Objective 7: Access to Equal opportunity and equal treatment in employment promoted

Result Area 7.1 Appropriate laws and policies promoting equal opportunities in employment in place and complied with by employers

The international legal regime that protects the rights of various marginalised groups comprises several conventions and plans of action that obligate Uganda, where it has appended its signature, to implement the provisions in the said convention by first ratifying it and having the national Parliament domesticate it. In this regard, the Convention on Elimination of All Forms of Discrimination Against Women, 1979 (ratified 1985) “provides the basis for realizing equality between women and men” and among other things “ensuring women's equal access to, and equal opportunities in, political and public life and employment “. The Beijing Platform of Action, 1995 “calls on states to promote women’s economic rights and independence, including access to employment, appropriate working conditions and control over economic resources; facilitate women’s access to resources, employment”. The ILO Convention No.159 of 1983 specifies that “the year 1981 was declared by the United Nations General Assembly the International Year of Disabled

Persons, with the theme "full participation and equality" and that a comprehensive World Programme of Action concerning Disabled Persons is to provide effective measures at the international and national levels for the realization of the goal of full participation of disabled persons in social life and development, and of equality". It also enjoins members of the UN community to "consider the purpose of vocational rehabilitation as being to enable a disabled person to secure, retain and advance in suitable employment and thereby to further such person's integration or reintegration into society".

While Uganda has acceded to some of these conventions and has made some efforts to incorporate them into its national legal framework, there are some that have not been ratified. There are also some which have been ratified but have not been domesticated to become part of the national legal framework.

Outputs:

- (i) Existing laws and policies on employment reviewed
- (ii) Compliance with laws and policies monitored

Output (i): Existing laws and policies on employment reviewed

The EOC will undertake research to identify international legal instruments pertaining to labour that have not been implemented and lobby the proper government structures to have them domesticated. The EOC will also make a study of all the national laws and policies pertaining to employment; identify gaps in relation to the promotion of equal opportunities and make recommendations for appropriate amendments.

The EOC will work with the Ministry of Gender, Labour and Social Development, together with other stakeholders to implement recommendations on amendment of existing labour laws to incorporate provisions for equal opportunities. In this regard, the EOC will advocate for the implementation of the provision for Equal Pay for Equal Work as underlined by all the stakeholders who attended the consultations for this strategy. In this regard, the stakeholders argued strongly for the institution and payment of the Minimum Wage in accordance with Uganda's labour policy and practice.

Output (ii): Compliance with laws and policies monitored

The EOC will undertake periodic monitoring of compliance of the labour laws and policies across the board and share the reports with all stakeholders.

4.6 Environment

Strategic Objective 8: Access, use and protection of public spaces and natural resources promoted

Result Area 8.1: Safe and dignified relocation of citizens displaced by land gazetting, natural or manmade disasters

The gazetting of lands for natural resource protection, oil exploration and other forms of mining results in displacement of people living on such lands. Displacement can also be a result of natural or manmade disasters. The concern of the Equal Opportunities Commission is that people displaced should be treated with dignity and relocated safely without causing additional trauma to individuals and families.

In this regard, in cases of displacement of persons, the EOC will endeavour to establish the extent and nature of displacement and provide guidelines for safe and dignified relocation.

Outputs:

- (i) The extent and nature of displacement of citizens due to land gazetting natural or manmade disasters established
- (ii) Guidelines provided for safe and dignified relocation of citizens

Output (i): The extent and nature of displacement of citizens due to land gazetting, natural or man-made disasters established

The EOC is very conscious of the deep concerns of stakeholders about the problems faced by citizens who get displaced from their original locations as a result of either government gazetting their area for natural resource protection purposes; people being displaced for purposes of drilling oil or developing a mine; or people being displaced by natural disasters like landslides, floods, etc. During stakeholder consultations, the stakeholders were concerned about tendencies of authorities to initiate a land gazetting project without making sufficient provision for the proper compensation and relocation of the residents of the area concerned. In similar vein, citizens who get affected by natural disasters tend to languish for too long in very dismal conditions where their human and other rights are denied.

The EOC will hence make provisions to investigate the circumstances surrounding the conditions in which the displacement of citizens is being initiated with a view to establishing the nature of alternative provisions that have been made for them. The EOC will work with the concerned ministries, agencies and non-governmental organisations to establish the extent of the needs of the people being displaced so

that arrangements for their adequate compensation and proper relocation are made in consultation with all the concerned authorities.

Output (ii): Guidelines provided for safe and dignified relocation of citizens

The conditions and interests of all types of displaced people will be the concern of the EOC especially since displacement by its nature creates extreme cases of vulnerability. Natural disasters in particular lead to the loss of lives and destruction of houses, food, property and personal belongings. Disasters therefore immediately lead to people becoming totally dislocated, poor and miserable.

If people are being displaced because government has gazetted their area for other development, most often the bureaucrats do not give sufficient consideration to the plight of those being displaced and may even misuse resources set aside to provide for those being displaced.

In all cases, the EOC will take keen interest in the circumstances surrounding the conditions of those who have been displaced. The EOC will prepare guidelines and have them disseminated to all ministries, agencies, local government and other responsible sectors to guide those who may at any one time be involved in relocating displaced people on the paramount need to observe their rights as citizens.

Result Area 2: Citizens' right to protection from effects of environmental pollution and congestion upheld

Outputs:

- (i) The level of compliance to environmental standards by industries established
- (ii) Public spaces in urban and rural areas protected

Output (i): The level of compliance to environmental standards by industries established

The EOC is conscious of the concerns of stakeholders regarding what they referred to as 'impunity' pervading the way the country's environment is managed. This impunity was pinpointed in the way industries were located even in residential areas, more so when they did not have effective provisions of disposing of industrial wastes that are very harmful to people's health. While a number of reasons for this state of affairs were advanced, including corruption and failure by those responsible to observe standards, there was very strong feeling that it was time government took measures to protect urban dwellers especially from the health hazards of industrial pollution.

Hence, the EOC will work with the responsible ministries, departments and agencies to develop standards to be observed by all those setting up industries to ensure that they do not invade residential space and that all the wastes they produce are disposed of in a manner that does not endanger the lives of citizens. The EOC

recognized that there are established bodies that also have the mandate of developing such guidelines. However, the concern of stakeholders enjoins the EOC to lobby and advocate ensuring that the concerns of its stakeholders are taken care of.

Output (ii): Public spaces in urban and rural areas protected

Stakeholders have also expressed concern at the way a lot of what was formerly public space has been used up especially by those erecting all manner of buildings and structures especially for commercial purposes. It is a matter of great concern, for example, that most public schools in Kampala, have lost all the little space they had for compounds and playgrounds to the machinations of private developers who talk their way up big offices to get such decisions made in their favour at the expense of the public interest. Even in residential areas, no public space is spared and vulnerable people like the aged do not even have where to walk or rest. Even in rural areas, this bug has caught on as the struggle to enclose land within barbed wire has seriously encroached on public spaces.

The EOC will engage all the concerned authorities in central government, local governments and the urban authorities all over the country to present stakeholder concerns about adverse aspects brought about by dwindling public space. The EOC will mount campaigns in the media to enlighten citizens on the need to protect public space which should ultimately serve everyone's interest. The organization will also work closely with all the concerned authorities to ensure that all the laws pertaining to the exploitation of public space are observed and that the regulations pertaining are also streamlined and updated in the consideration of rapidly changing demographic conditions in the country.

4.7 Institutional Development

Strategic Objective 9: The capacity of the Equal Opportunities Commission to implement its mandate strengthened

Result Areas

Result Area 9.1: A strong and coherent administrative and management system in place

Outputs: Human resources able to deliver on EOC Mandate in place

- i. A strong financial base and internal financial system
- ii. A strong policy and implementation framework in place and Operationalized

(i) Human Resources able to deliver on EOC Mandate in place

The EOC human resources are comprised of Members of the Commission and Staff. Four out of the five Members of the Commission have been working on full time basis since July 2010. The position of Vice Chairperson of the Commission remains vacant. About 28% of the approved staff positions in the EOC structure have been filled up. The Secretary to the Commission who is the accounting officer was recruited and started work in 2013. However, there is still a human resource capacity gap in terms of numbers of staff. About 12 more staff positions are to be filled during 2013 with the support of DGF and GIZ and this will greatly boost the capacity at the EOC Secretariat.

(ii) A strong financial base and internal financial system

The EOC has secured funding for a two year project to finance activities on institutional strengthening from DGF and GIZ. It has also received a gesture of funding from Ford foundation mainly to support audit function, research and M&E functions of the Commission to be implement in 18 month. EOC has been granted a VOTE status; meaning that financial year 2013/2014 will see EOC begin a journey of its independence.

(iii) A strong policy and implementation framework in place and Operationalized

The EOC has in place draft policies and operational procedures documents. The documents in draft include the human resource manual and the financial management policy and manual. These are to be finalised and operationalized during 2013. In addition, EOC will develop an HIV & AIDS work place policy and a gender mainstreaming strategy to guide its work.

4.8 Monitoring and Evaluation

The EOC has made strategic choices with regard to priority thematic areas and outlined its strategic objectives and result areas for the strategic plan period. The EOC strategic plan is an integrated programme. A monitoring and evaluation system of the EOC is comprised of two elements – the logical framework and the M&E framework. The latter builds on the former. The M&E system draws on the strengths of the EOC constituency. Over the strategic plan period, the M&E system will be continually improved by filling the gaps where no baseline information exist and/or where there are no tools in place for measuring programme outcomes. This will support the development of well-articulated programme designs, generate information on project/programme performance, ensure greater accountability to all stakeholders and promote institutional learning to better track changes in the impact groups of the EOC strategy.

Programme staff in each of the departments of the EOC (*see structure*) with the responsibility for contributing to the monitoring and reporting at different levels. An M&E officer will coordinate the M&E system and will play a key role in laying strategies for implementing the system. The M&E Officer will also complete and update the monitoring and evaluation system.

Capacity building in M&E will be a priority at the beginning of the strategic period in order to deliver the required support for the implementation of the strategic plan. This will include capacity building activities in equal opportunities programming and focus on outcome indicators

The processes for monitoring and evaluation are reflected in the detailed M&E framework plan for the strategic plan that follows. Baseline figures for expected results will be established using both secondary and primary methods of data collection.

In addition to project related evaluations and other topical research to document lessons as well as build knowledge and evidence for scale up and advocacy purposes, a mid-term review of the strategic plan will be undertaken to check implementation progress during the third year of the strategic plan.

4.9 Financing of the Strategic Plan

This strategic plan will be financed by government and development partners. Much of the money is expected from the government consolidated fund through the Ministry of Finance, Planning and Economic Development. Development Partners will finance specific components of the strategic plan including institutional development of the EOC.

Detailed annual work plans and budgets will be drawn based on the key components of the strategic plan. A budget estimate and projection for the five years is provided and this will be updated and adjusted accordingly.

Budget estimates for the period 2013/14– 2017/18

The estimates are based on thematic areas. These will be translated into cost centres according to the budgeting system of the EOC.

Table 4.3: Budget estimates for the period 2013/14– 2017/18

	Thematic Area	Budget (All figures rounded to '000 in UGX)					
		Financial Year					Total
		2013/14	Yr 2014/15	Yr 2015/16	Yr2016/17	Yr 2017/18	
1	Health	1,131,708	1,244,879	1,369,367	1,506,304	1,656,934	6,909,192
2	Education	1,131,708	1,244,879	1,369,367	1,506,304	1,656,954	6,909,212
3	Agriculture	807,200	887,920	976,712	1,074,383	1,181,821	4,928,036
4	Governance	1,456,217	1,601,838	1,762,022	1,938,225	2,132,047	8,890,349
5	Employment	969,454	1,066,400	1,173,040	1,290,344	1,419,378	5,918,616
6	Environment	969,454	1,066,400	1,173,040	1,290,344	1,419,378	5,918,616
7	Institutional Building	1,456,217	1,601,838	1,762,022	1,938,225	2,132,047	8,890,349
	Total	7,921,958	8,714,154	9,585,570	10,544,129	11,598,559	48,364,370

4.10 Implementation Arrangements

The strategic plan will be implemented within the existing departments of the Commission which are:

- i. Legal and Services Investigation (Tribunal) and compliance,
- ii. Education Training and Communication,
- iii. Statutory,
- iv. Research, Monitoring and Evaluation, and
- v. Finance, Planning and Administration.

The Statutory Body - the members of the commission have the overall responsibility for ensuring that the commission delivers on its mandate. Members of the Commission act as one body and play the oversight function of the Commission.

The Secretary to the Commission has the overall responsibility for ensuring the implementation of this strategic plan. The Secretary is the operational manager and the accounting officer of the Commission. The position of the Secretary to the Commission is responsible for implementation of the strategic plan. The Secretary will also be responsible for resource mobilization and effective utilization of financial and human resources for the achievement of the goals of the strategic plan.

Quality assurance is a programme management function that will be emphasized during the implementation of this strategic plan. A senior monitoring and evaluation (M&E) officer will be recruited to ensure quality control of the entire programme. The responsible officer will be responsible for reviewing the monitoring and evaluation framework and developing a monitoring and evaluation strategy, tools and establishing standards of performance for all components of the programme. The position will also build capacity of staff to undertake monitoring and evaluation and documentation of achievements and challenges on a continuous basis. The M&E officer will also ensure that monitoring and evaluation results are

used to inform programme improvement in order to realise the goals of the strategic plan.

The approach for implementation will take a technical areas approach. The staff of the Commission will take responsibility to technical issues related to their employment responsibilities. Technical and administrative responsibilities for implementation of the strategic plan will be allocated by the Secretary to the Commission.

A comprehensive manual will be developed to provide guidance for implementation of the strategic plan. This will be done after the approval and launch of the plan.

ANNEXES

Annex (i) Logical Framework

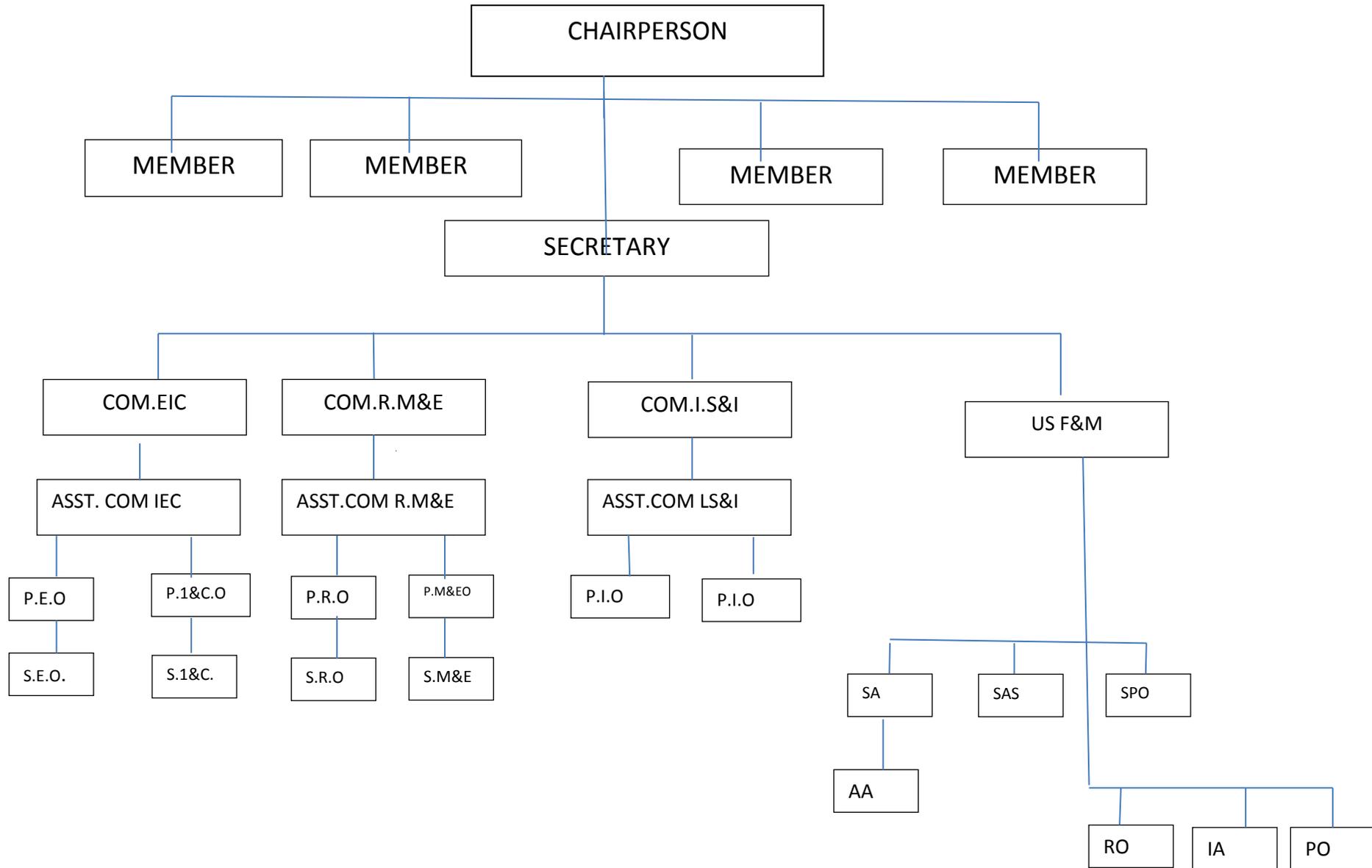
Thematic area	Objective Statement	Objectively Verifiable Indicators	Source of Verification	Assumptions
	Overall Goal: Equitable access to goods and services by the marginalised and discriminated for improved			
	Strategic Objectives			
Health	Equitable access to health services by marginalized groups enhanced	<p>No. of existing health facilities in the hard to reach areas established.</p> <p>Distances to the nearest health centres in the hard to reach established</p> <p>No. of marginalised accessing health services.</p> <p>Doctor/ Nurse to patient ratio</p> <p>No. of vulnerable and marginalised people who have access to health services.</p> <p>Extent of availability and appropriate essential drugs in the health facilities.</p> <p>Reduction in number of incidences of vulnerable persons seeking health services from un official service providers</p> <p>Level of awareness and assertiveness to demand health rights by marginalised and vulnerable persons.</p> <p>Extent of availability of maternal kits and safe delivery facilities in health facilities.</p> <p>Frequency of supervisory/inspection visits in the health facilities; drug shops, clinics.</p> <p>Guidelines for mainstreaming equitable access in place.</p> <p>Reported improvement in attitude of health</p>	<p>Health centre Reports>Returns</p> <p>Demographic and health survey report</p> <p>District health reports</p> <p>Project assessment reports</p> <p>M& E reports from CSOs</p> <p>Distribution forms</p> <p>Spot visits</p> <p>Beneficiary Testimonies</p> <p>Documentaries/interviews with beneficiaries</p> <p>Health facility surveys</p> <p>Independent survey reports.</p> <p>Minutes of HUMCS, District councils, sub county councils</p> <p>Specialised commissioned studies on maternal/infant</p>	<p>Funds are available stakeholder /beneficiary cooperation</p> <p>Political and current state of peace continues to prevail.</p> <p>Availability of committed and motivated human resource.</p> <p>Availability of logistics</p> <p>Favourable regulatory framework.</p>

Thematic	Objective Statement	Objectively Verifiable Indicators	Source of Verification	Assumptions
		personnel towards patients of marginalised groups	mortality rates.	
Education	2 Equitable and all-inclusive quality education promoted	<p>Documented evidence of the extent to which adequate numbers of special needs teachers are available for special needs learners.</p> <p>Documented evidence of the extent to which adequate and appropriate numbers and varieties of learning equipment that are accessible for children with special learning needs (Braille, visual aids, and assistive devices).</p> <p>Documented evidence of school drop-out rates of marginalised groups children</p> <p>Documented evidence of the extent of availability of facilities for children with special learning needs (ramps, sanitary, walkways, assistive devices)</p> <p>Documented data on numbers of marginalised children that enrolled in schools</p> <p>Documented evidence of the of teacher-pupil ratio towards government standard of 1:55</p> <p>Number and nature (types) of education related policies reviewed.</p> <p>Level of acceptance, awareness and integration of marginalised into available education services in the community.</p> <p>Number of compliance audits carried out in education sector.</p>	<p>District/sub county Reports</p> <p>Quantity, quality of learning equipment.</p> <p>Photographic reports of facilities</p> <p>Spot visits</p> <p>Completion and Cohort reports</p> <p>Enrolment lists by gender; age type of disability and location.</p> <p>Reviewed policies available.</p> <p>Minutes of Compliance meetings</p> <p>Video activity documentaries and photography's</p> <p>Interviews with beneficiaries.</p> <p>Testimonies/Voices of the beneficiaries.</p>	<p>Funds are available</p> <p>stakeholder /beneficiary cooperation</p> <p>Political and current state of peace continues to prevail.</p> <p>Availability of committed and motivated human resource.</p> <p>Availability of logistics</p> <p>Favourable regulatory framework.</p>

Thematic	Objective Statement	Objectively Verifiable Indicators	Source of Verification	Assumptions
Agriculture	Equitable access to NAADS programme by marginalized groups promoted	Documented evidence of the numbers of marginalized people by Gender accessing NAADS.	List of NAADS Beneficiaries categorised vulnerability and disability and disaggregated by sex	Availability of resources; human, technical and financial Continued donor support No Political interference.
Governance	Effective Participation of the marginalized in decision making processes strengthened	Documented evidence of numbers of marginalized groups participating in decision making structures Documented evidence of marginalized groups influencing decision making at different governance levels	Representation on governance structures Sector Reports	As in one above
	Access to equitable economic and social justice for marginalized groups enhanced	EOC Tribunal Operational	Annual Report on the state of Equal Opportunities	As above
	The Capacity of state institutions and other partners to mainstream Equal Opportunities and Affirmative Action in favour of	Number and nature of policies, laws, procedures, by-laws, charters and programmes incorporating equal opportunities and affirmative action at national and local level	Annual Report on the state of Equal Opportunities	

Thematic	Objective Statement	Objectively Verifiable Indicators	Source of Verification	Assumptions
	marginalized groups strengthened			
Employment	Equal opportunity and treatment in employment promoted	Number and type of policy recommendations on equal opportunity in employment	Annual Report on the state of Equal Opportunities in employment	As above
Environment	Protection of citizens from the adverse effects of displacement enhanced and access to, use and protection of natural resources and public spaces promoted	Number of communities decently relocated Number and nature of natural resources and public spaces protected	Annual equal opportunities status reports	
Institutional Building	The capacity of the Equal Opportunities Commission to implement its mandate strengthened	Equal opportunities status reports produced annually during the period of the strategic plan	Annual equal opportunities status reports	

Annex (ii) – The Approved Structure of the EOC



KEY:

COM. I.E.C	COMMISSIONER, EDUCATION, INFORMATION AND COMMUNICATIONS
COM.R.M&E	COMMISSIONER, RESEARCH, MONITORING AND EVALUATION
COM.L.S.I	COMMISSIONER, LEGAL SERVICES AND INVESTIGATION
US F&M	UNDER-SECRETARY, FINANCE AND ADMINISTRATION
ASST.COM.E.I.C	ASSISTANT COMMISSIONER, EDUCATION, INFORMATION AND COMMUNICATIONS
ASST.COM.R.M&E	ASSISTANT COMMISSIONER, RESEARCH, MONITORING AND EVALUATION
ASST.COM.L.S.I	ASSISTANT COMMISSIONER, LEGAL SERVICES AND INVESTIGATION
P.E.O	PRINCIPAL EDUCATION OFFICER
P.I.&CO	PRINCIPAL INFORMATION AND COMMUNICATIONS OFFICER
PRO	PUBLIC RELATIONS OFFICER
P.M &EO	PRINCIPAL MONITORING AND EVALUATION OFFICER
P.L.O	PRINCIPAL LEGAL OFFICER
S.E.O	SENIOR EDUCATION OFFICER
S.I&CO	SENIOR INFORMATION AND COMMUNICATIONS OFFICER
S.R.O	SENIOR RESEARCH OFFICER
S.M.&E.O	SENIOR MONITORING AND EVALUATION OFFICER
SA	SENIOR ASSISTANT
SAS	SENIOR ASSISTANT SECRETARY
SPO	SENIOR PERSONNEL OFFICER
RO	RECORDS OFFICER
IA	INTERNAL AUDITOR
PO	PERSONEL OFFICER
AA	ADMINISTRATIVE ASSISTANT